



Land Tenure Center

# **ANNUAL REPORT: Year III**

## **Zimbabwe Land Reform and Resettlement Cooperative Agreement**

**USAID/ZIMBABWE CA 690-A-00-99-00270-00**

Prepared by

Centre for Applied Social Sciences, University of Zimbabwe

Land Tenure Center, University of Wisconsin–Madison

**September 2002**



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*The Cooperative Agreement between USAID/Zimbabwe and the Land Tenure Center of the University of Wisconsin-Madison provides technical assistance, training, capacity building, and research in support of Zimbabwe's Land Reform and Resettlement Program II (LRRP II). A budget totalling just under US\$1.5 million over a three-year period has been granted, with the bulk of these funds used to provide support for studies, training, and technical assistance activities. The remaining amount (US\$300,000) is programmed for the BASIS CRSP, USAID's worldwide Broadening Access and Strengthening Input Market Systems Collaborative Research Support Program. Managed by the Land Tenure Center, University of Wisconsin–Madison, the CRSP seeks to support collaborative research, training and capacity building on land, water, employment, and financial capital as they affect economic growth and sustainable resource management. Both sub-programs are contained in one grant to the Land Tenure Center, which is responsible for all subcontracting activities.*

## Contents

	<u>Page</u>
Summary	iv
<b>ANNUAL REPORT: YEAR III</b>	<b>1</b>
<b>I. Introduction and Project Background</b>	<b>1</b>
<b>II. Management Personnel</b>	<b>2</b>
<b>III. Administration</b>	<b>3</b>
<b>IV. Meetings and Workshops</b>	<b>5</b>
<b>V. Conferences</b>	<b>7</b>
<b>VI. Training and Capacity Building</b>	<b>10</b>
<b>VII. Policy Studies</b>	<b>11</b>
<b>VIII. BASIS Activities</b>	<b>16</b>
<b>IX. Monitoring and Evaluation</b>	<b>19</b>
<b>ANNEX 1: MAJOR PROJECT OUTPUTS</b>	<b>26</b>
Project Reports	26
Workshop and Conference Reports	26
Proposals and Scopes of Work	26
Reports and Publications	27
Panels Organised	28
<b>ANNEX 2: TECHNICAL ASSISTANCE BUDGET</b>	<b>29</b>
<b>ANNEX 2 (CONTINUED): BASIS BUDGET</b>	<b>30</b>
<b>ANNEX 3: CONTACTS WITH NGO AND CSOS</b>	<b>31</b>
<b>ANNEX 4: IASCP PANEL</b>	<b>34</b>
<b>ANNEX 4 (CONTINUED): IASCP PANEL</b>	<b>38</b>

## Figures

Personnel	1
Summary of PMC Meetings	5
Key Policy Focal Group Representatives	6
Subdivision Recommendations	14
Zimbabwe Mentors Proposals Awarded, 2001	17
IASCP Panel: Remaking the Reserves: New Agrarian Contracts in Zimbabwe	18
Stakeholder Panel Members	20
Checklist: Annual Report/Workplan Comparison—Management and Administration	21
Checklist: Annual Report/Workplan Comparison—Technical	22

## **Acronyms**

<b>BASIS CRSP</b>	<b>Broadening Access and Strengthening Input Market Systems Collaborative Research Support Program</b>
<b>CA</b>	<b>Cooperative Agreement</b>
<b>CASS</b>	<b>Centre for Applied Social Sciences, University of Zimbabwe</b>
<b>CSO</b>	<b>Civil Society Organisation</b>
<b>FES</b>	<b>Friedrich-Ebert Stiftung</b>
<b>GOZ</b>	<b>Government of Zimbabwe</b>
<b>IASCP</b>	<b>International Association for the Study of Common Property</b>
<b>IDS</b>	<b>Institute of Development Studies–University of Zimbabwe</b>
<b>IRDP</b>	<b>Integrated Rural Development Program</b>
<b>LRRP II</b>	<b>Land Reform and Resettlement Program II</b>
<b>LTC</b>	<b>Land Tenure Center</b>
<b>M&amp;E</b>	<b>Monitoring and Evaluation</b>
<b>NGO</b>	<b>Nongovernmental organisation</b>
<b>PELUM</b>	<b>Participatory Ecological Land-Use Management</b>
<b>PMC</b>	<b>Project Management Committee</b>
<b>SOW</b>	<b>Scope of Work</b>
<b>RPC</b>	<b>Resident Project Coordinator</b>
<b>TREP</b>	<b>Tropical Resource Ecology Program</b>
<b>USAID</b>	<b>United States Agency for International Development</b>
<b>UZ</b>	<b>University of Zimbabwe</b>

## SUMMARY

The Cooperative Agreement between USAID/Zimbabwe and the Land Tenure Center, University of Wisconsin-Madison provides technical assistance, training, capacity building, and research in support of Zimbabwe's Land Reform and Resettlement Program II. A budget totalling just under US\$1.5 million over a three-year period was granted, with the bulk of these funds provided to support studies, training, and technical assistance activities. The remaining amount (US\$300,000) is programmed for the BASIS CRSP, USAID's worldwide Broadening Access and Strengthening Input Market Systems Collaborative Research Support Program. Managed by the University of Wisconsin, the CRSP seeks to support collaborative research, training and capacity building on land, water, employment and financial capital as they affect economic growth and sustainable resource management. Both sub-programs are contained in one grant to LTC, which is responsible for all subcontracting activities.

Three events of the past year resulted in unforeseen delays in project implementation. First, beginning in 2001, fast-track settlement by the Government of Zimbabwe began to slow field-level implementation of research, technical assistance activities and study tours outside Harare due to questions of security and near total inaccessibility of government officials, civil servants, and civil society actors. Second, the intimidation in the run-up to the elections and post-election violence seriously disrupted the flow of work around the country and lessened the productivity of Zimbabwean technical experts working on LTC/CASS activities. In addition, any work in direct collaboration with government was put 'off-limits,' which acted to decelerate progress and lowered morale. Third, the rolling series of fuel and food crises since early 2001, along with rapid increases in price inflation, increased the time spent by CASS and LTC project management on project logistics, reprogramming budgets, and managing day-to-day crises.

Nevertheless, this report documents a number of important accomplishments and target benchmarks achieved during the year, including:

- Approval of the fourth and fifth scopes of work for technical assistance activities and an acceleration of fieldwork;
- Streamlined workplan development, financial disbursements, activity monitoring, management oversight and evaluation;
- Launch of the BASIS Zimbabwe Mentors Program and award of four grants to students enrolled at the University of Zimbabwe (2) and University of Western Cape (1);
- Successful implementation of researcher workshops to sharpen research methodology, and improve coordination between research and technical assistance activities;
- Creation of stakeholder panels and policy focal points linking research teams with government and civil society organisations active in the land reform sector;
- Participation of project researchers and policymakers at the South Africa National Land Tenure Conference, the Regional (Africa) Conference on Land Issues, and the International Association of the Study of Common Property Meetings;
- Participation of researchers and civil society on a study tour to South Africa to review new experimental models for land reform under the Alternative Models Study;
- Development of a cost-extension proposal to extend the project from October 2002 to May 2003.

# ANNUAL REPORT: YEAR III

## I. INTRODUCTION AND PROJECT BACKGROUND

In October 1999, The US Agency for International Development (USAID) in Zimbabwe entered into a Cooperative Agreement (CA) with the Land Tenure Center (LTC), University of Wisconsin-Madison, to assist Zimbabwe with implementing the Land Reform and Resettlement Programme (LRRP II) and the Land Policy Framework. The Centre for Applied Social Sciences (CASS), University of Zimbabwe (UZ), is the principal local organisation collaborating with LTC. Funds have been provided through the CA for technical assistance and research in support of the LRRP II and land policy elaboration and implementation.

The subcontract between LTC and CASS was negotiated during January and February 2000, culminating in the signing of the subcontract in April of that year. A Project Management Committee (PMC), consisting of representatives from CASS, USAID, LTC, Government of Zimbabwe (GOZ), and civil society organisations (CSOs) was constituted in November 1999 to provide leadership and policy guidance for the project. In February 2002, the project established the Stakeholders Panel to assist project management with monitoring

project impacts and engagement of CSOs with government on matters related to land reform and resettlement.

This is the third annual report of the CA's operation, covering the period 1 July 2001-30 June 2002. The second annual report was preoccupied with program administration and delays in technical implementation resulting from farm occupations and violence in the wake of the elections of June 2000, and again 9-10 March 2002. Despite ongoing problems with fast track-resettlement, post-election violence, and curbs on working with government officials, the project in this reporting period began to move forward substantially with field-level implementation of research and technical assistance activities, training, and civil society participation in a number of high profile international workshops and conferences.

### Personnel

#### LTC

Dr. Michael Roth, Project Director  
Dr. Pamela Pozarny, Resident Project Coordinator (until April)  
Katherine Davey, Financial Officer  
Patty Grubb, Project Assistance  
Kurt Brown, Publications

#### CASS

Dr. Phaniel Mugabe, CASS Director  
Dr. Francis Gonese, CASS Project Manager and BASIS Coordinator  
Kudzai Chatiza, Project Coordinator (starting May)  
Agnes Adaizi, Project Assistant

#### PMC

Dr. P. Mugabe, CASS (Chair)  
Prof. S. Moyo (Independent Land Expert)  
Mr. D. Rwafa, Vice-President's Office  
Mr. E. Loken, Program Officer, USAID  
Ms. A. Mgugu, Director, Women and Land Lobby Group  
Dr. R. Mupawose, NECF co-chair and Zimbabwe Leaf Tobacco  
Dr. V. Hungwe, Ministry of Lands, Agriculture, and Rural Resettlement  
Mr. F.L. Ndlovu, Association of Rural District Councils

## II. MANAGEMENT PERSONNEL

The year was the busiest for management to date. During the year, management programmed all remaining funds under both BASIS research and technical assistance activities. It also programmed the majority of funds remaining under line items earmarked for policy studies, travel study, workshops, training/short courses, and monitoring and evaluation.

All research funds disbursed under the BASIS earmark require a proposal showing research methodology, literature review, schedule of activities, timeline and budget showing resource requirements. Expenditures for technical assistance activities and workshops require a Scope of Work (SOW) to be prepared with comparable details. A substantial amount of the senior management's time (Roth, Gonese, and Pozarny) was spent defining needs, mobilising research teams, soliciting proposals or SOWs (always involving multiple iterations), circulating proposals/SOWs to other research teams and the PMC for review, and issuing subcontracts for disbursing funds. By the end of the reporting period, the following subcontracts were in place:

- ZERO—Alternative Models SOW;
- Department of Agricultural Economics, UZ—Deeds Transactions SOW and Subdivision SOW;
- Rutgers University and Department of Economic History, UZ—BASIS Agrarian Reforms and Contracts Project;
- CASS/LTC—Institutional Structures for Land Administration and Land Information Systems SOWs.

Project Assistant Agnes Adaizi was hired in June 2001 to assist with the increased administrative load. The terms of reference for the two CASS managers (Gonese and Pozarny) were reviewed and modified to streamline tasks and responsibilities and to reduce overlap. As a result of these changes, Pozarny was made responsible for monitoring technical assistance activities, reporting, financial management and external networking. Gonese was given responsibility for BASIS research activities and CASS functions of subcontracting and financial disbursements.



**Resident Project Coordinator Pamela Pozarny meeting with a village farmer**

In November 2001, following approval of the Monitoring and Evaluation (M&E) SOW, Andrew Mlalazi was recruited to manage and implement M&E assessment and reporting of project impacts. Mlalazi's hire helped reduce the pressure on the project management team while giving the project a more dedicated focus in monitoring impacts in accordance with USAID requirements.

In May 2002, Dr. Pozarny resigned from her position and took up employment with UN-FAO in West Africa. In anticipation of the project closing in December 2002, an internal

search for a replacement was undertaken to quickly identify a person already familiar with project activities and skilled in project management. Kudzai Chatiza, formerly of Development Associates and already working as a researcher on the Institutional Structures for Land Reform SOW, replaced Pozarny in May 2002 after a two-week program of training. Mr. Chatiza brings to the project strong skills in project administration and land reform and resettlement planning, policy research and advocacy, and harbours a wealth of contacts throughout Zimbabwe and the southern Africa region. Between the time of his hire and the end of the project, about half of Chatiza's time will be spent as project coordinator, and the other half as researcher/consultant under the Institutional Structures for Land Reform SOW.

### **III. ADMINISTRATION**

#### **FINANCIAL**

During the first six months of calendar year 2001, the project management team made a number of financial and administrative changes. As a result of these changes, LTC submitted a Request for Modification to USAID/Gaborone for approval. The modification, approved on 24 August 2001, acted to (1) modify the CA budget, (2) revise financial reporting procedures, (3) remove Principal Lawyer John Bruce and add Pamela Pozarny as key personnel, (4) revise stated indirect cost recovery rates, and (5) update certain standard provisions.

In July 2001, Resident Project Coordinator (RPC) Pozarny met with the team leaders of each research study to explain the financial framework, reporting procedures and regulations for financial accountability. The quarterly financial projection and reporting system initiated in year two was applied to all projects and improved upon to facilitate financial disbursement, oversight, and reporting. In addition, the RPC worked with the assistant to develop budget spreadsheet models to closely monitor expenditures for individual activities and for the project at large. As a result of these changes, the project now uses a three-month planning horizon for forecasting expenditures, invoicing and financial management.

According to USAID operating rules and procedures, all CASS disbursements and budgets for SOWs should be denominated in Zim dollars. Exchange rate volatility and the hyper-devaluation of the Zim dollar impacted management of the project at all levels throughout the reporting period. Between July 2001 and June 2002, the Zim dollar (measured at the USAID-facilitated exchange rate used in exchanging LTC dollar disbursements in local currency equivalents) dropped from 118 to 290 to 326 to 470. At the time of drafting this annual report (August 2002), the Z\$/US\$ exchange rate had reached 690. SOWs and proposals implemented in 2000 or early 2001 experienced Zim dollar expenditures seriously in excess of Zim dollar budgets that been approved by management.

By the end of the reporting period, all Principal Investigators were complaining of expenses racing ahead of budgets while CASS invoices denominated in US dollars experienced a rapid slowdown. At the same time, LTC expenses had reached the point of exhaustion, while CASS budgets showed a rather substantial pipeline of unspent funds, all at the same time that Principal Investigators complained about insufficient Zim dollars to carry out the work.

To further compound problems, some subcontracts implemented with UZ (e.g., the BASIS contract with the Department of Economic History) were required to convert US dollars at the official exchange rate of 55:1. Subsequent actions were taken to shift funds allocated to the Department of Economic History back to Rutgers University, but

considerable time and energy was required of BASIS management (Roth) and Principal Investigators David Hughes and Pius Nyambara in the process.

Management as early as 2000 had anticipated the rapid price inflation and put in place measures for modifying program budgets to deal with this problem. However, the systems put in place failed to keep pace with the rapid devaluation of the Zim dollar that occurred in part because management's attention shifted to implementing a large number of new activities during the reporting period, and partly because Principal Investigators only came to appreciate the extent of the devaluation on their fixed Zim dollar budgets late in the period.

In June 2002, the Project Director requested that Principal Investigators update their Zim dollar budgets and request budget modifications to deal with the environment of hyperinflation. Budgets were submitted to the Project Director in August and approval is anticipated shortly. Until the exchange rate stabilises, quarterly or perhaps semiannual budget modifications will be required.

Implementation of the improved financial and administration procedures at CASS and within the project were aided by the recruitment of a new Head of Finance (Mr. Shumba). Turnaround time in disbursing funds and invoicing expenditures has improved as has accountability and transparency. As a result of the financial procedures and management systems implemented, project management and USAID now have more timely and up-to-date information on disbursements, expenditures, project activities, and timelines.

In May 2002, Katherine Davey spent four days in Harare at CASS. While there she had meetings with project management and finance teams to review procedures, discuss transition from Pamela Pozarny to Kudzai Chatiza, and start planning for close-out activities. She met with Eric Loken to discuss USAID expectations for extension proposal and held initial meetings with CASS staff to develop a preliminary extension proposal and budget.

Pozarny and Gonese also helped build CASS's capacity in a number of ways. They attended CASS management meetings and reviewed and critiqued CASS publications. Both played an active role in CASS retreats intended to build teamwork, strengthen mission, and improve operational efficiency. Pozarny also spent a good deal of time during the year working with the CASS Director and senior management on streamlining organisational management, coordination, and communications. In addition, Pozarny taught course modules for the Tropical Resource Ecology Program (TREP) on behalf of CASS in areas of decentralisation and governance and natural resource management.

## **REPORTING**

The second annual report documented a number of delays in project reporting, in particular with regard to the annual report and annual workplan. The timeliness and quality of project reporting were greatly improved during this current reporting period, including:

- Submission of quarterly activity reports for July-September 2001, October-December 2001, and January-March 2002;
- *Annual Report: Year II*, July 2000-June 2001;
- Quarterly financial reports by LTC;
- Minutes of PMC meetings (18 September 2001, 6 November 2001 and 21 February 2002);
- Reports on key events and workshops/conferences.

Despite these achievements, the second annual report was not released until December 2001. In addition, CASS still is experiencing difficulties related to its financial reporting and

invoicing of funds, mainly due to delays by Principal Investigators of its subcontracts reporting on time.

#### **IV. MEETINGS AND WORKSHOPS**

Meetings, conferences and workshops provide a window for the project to interact with stakeholders and other institutions on project-related activities. During the reporting period, management organised and/or participated in a number of project-organised workshops and those arranged by other agencies to which project staff was invited. In other instances, the project assisted the participation of stakeholder representatives at key workshops and conferences outside or within Zimbabwe. Below are some key meetings, workshops and conferences held during the year.

##### **PMC MEETINGS**

The PMC was established at the project’s inception to facilitate work with all sectors of Zimbabwean society and ensure effective cooperation and coordination with both the GOZ and CSOs involved in land reform and resettlement. The purpose of the PMC is to review and offer advice on project proposals, workplans, quarterly and annual reports, and any other project initiatives. The PMC also lends its advice on new policy directions or program strategies. During the reporting period, three meetings were organised by the project management team to inform the PMC of project activities, review SOWs, discuss proposals for further research studies, and consider alternatives for support and capacity building of CSOs (see table for key activities accomplished).

<b>Summary of PMC Meetings</b>		
<b>Date</b>	<b>Location</b>	<b>Key activities</b>
18 September 2001	CASS Boardroom	Approved Subdivision and Land Deeds Transaction SOW Advised revisions for the M&E SOW Advised revisions on Institutional Structures for Land Administration SOW Gave support to the BASIS Zimbabwe Mentors Program Approved Request for Training Activity from PELUM Association Request for PMC operational procedures and bylaws
6 November 2001	CASS Boardroom	Reviewed and rejected Land Information Systems SOW Approved sponsoring participants to South Africa’s National Land Tenure Conference, held in Durban, November 2001 Reviewed progress on Alternative Models SOW and approved study tour to KwaZulu-Natal
21 February 2002	CASS Boardroom	Received debriefing of Durban conference and Kwa-Zulu Natal study tour Approved Institutional Structures for Land Administration Approved proposal for participants to attend the IASCP conference and Kampala World Bank Land Issues Conference by parliamentarians and civil society representatives

## RESEARCHER WORKSHOPS

Two researcher workshops were held during the reporting period to provide management, researchers, consultants, policy focal groups and outside stakeholders an opportunity to review new proposals and SOWs, monitor progress made, critique and share ideas, and jointly consider new project strategies.

The first researcher workshop was held on 20 August 2001 to provide research teams an opportunity to review two new SOWs under development—‘Institutional Structures for Land Administration’ and ‘Land Information Systems’—and obtain progress updates on activities already approved and being implemented. All project activities were encouraged to identify individuals to serve on a policy focal group to strengthen linkages with policymakers and help ensure impacts after the project and project activities have been completed. Beyond researchers at the workshop, participants also included policymakers, development practitioners and academics who together with team members offered critical and constructive inputs to activity teams.

### Key Policy Focal Group Representatives

Mr. N. Chatora, Director, Land Acquisitions, Ministry of Lands, Agricultural and Rural Resettlement  
Mr. P.I. Mbiriri, Director, Department of Physical Planning, Ministry of Local Government, Public Works and National Housing  
Mr. C.D. Gombedza, Senior Administrative Officer, Ministry of Local Government, Public Works and National Housing  
Mrs. S.N. Musungwa, Under-secretary, Ministry of Local Government, Public Works and National Housing  
Mr. R. Chigumete, Surveyor General, Ministry of Lands, Agriculture and Rural Resettlement  
Mrs. A.C. Rondoza, Principal Administrative Officer, State Lands Office, Ministry of Local Government, Public Works and National Housing  
Mr. N. Ncube, Chief Planning Officer, Engineering Department Ministry of Lands, Agriculture and Rural Resettlement  
Mr. A.T. Chipato, Chief Lands Officer, Ministry of Lands, Agriculture and Rural Resettlement  
Mrs. M. Hungwe, Communications Specialist, SADC-FANRPAN

The second researcher workshop was held on 21 February 2002 for all teams and their designated policy focal point representatives and stakeholders, policymakers and the project management team. While the focus was much the same as the previous workshop, this one was held at a time when some teams already had begun fieldwork and were in a position to share experiences and solicit meaningful input on methodology, data sources, contacts, and policy linkages. Government participants took a keen and encouraging interest in the content and other substantive issues, raising questions that enabled individual teams and the project overall to reflect on the ultimate usefulness, usability and impact of the findings and/or recommendations. The workshop also enabled researchers to forge contacts that greatly benefited their ongoing data collection and analysis.

## OTHER WORKSHOPS ATTENDED BY PROJECT PERSONNEL

- Workshop on Natural Resources and Land-Based Conflicts, 6 August 2001, organised by ZERO (Gonese and Pozarny).
- Public seminar on Land Occupations, 23 August 2001, organised by SAPES/SARIPS (Gonese and Pozarny).
- Southern African Regional Conference on Farm Workers’ Human Rights and Security, 11 September in Harare, convened by the Farm Community Trust of Zimbabwe (Pozarny).

- Implications of the Abuja Agreement on Land Redistribution in Zimbabwe, hosted by the Institute of Development Studies (IDS)-University of Zimbabwe and Friedrich-Ebert Stiftung (FES). The workshop sought to promote dialogue and analysis of the agreement among stakeholders, public policy analysts and researchers.
- Kellogg Foundation-funded Integrated Rural Development Program (CASS-IRDP), held 4-5 October 2001 (Pozarny). This program focused on options and strategies for creating or opening spaces for direct and critical public participation in policy formulation.

## **V. CONFERENCES**

Three important international conferences were held in which the project took direct part or sent delegates: South Africa's National Land Tenure Conference, the Kampala World Bank Conference on Land Issues, and the International Association for the Study of Common Property conference hosted by CASS.

### **NATIONAL LAND TENURE CONFERENCE, SOUTH AFRICA**

*The National Land Tenure Conference: Finding Solutions, Securing Rights* was held in Durban, South Africa from 26-30 November 2001. LTC assisted the Directorate of Land Affairs in South Africa with international speakers for the conference. LTC also helped facilitate the invitation of a Zimbabwean delegation.

Five delegates attended the conference on behalf of the project: parliamentarians (MPs D. Ncube and R. Gasela), a ZERO research fellow and team leader for the Alternative Models SOW (N. Marongwe), the RPC (Pozarny) and the Director of Land Acquisition and Rural Resettlement in the Ministry of Lands, Agriculture and Rural Resettlement (Mr. N. Chatora). Roughly 850 delegates from South Africa attended the conference from government, civil society and the donor community. The conference was structured around plenary presentations, commissions, and sub-working groups to provide recommendations on key sub-themes, including:

- transfer of landownership to communities and individuals;
- role of traditional leaders in land administration;
- women's access to land in communal areas;
- options for tenure reforms;
- registration of rights in communal lands;
- critical elements of the Communal Land Rights Bill;
- alternate dispute resolution models;
- farmworkers and tenure rights;
- institutional arrangements required for the implementation of tenure reforms;
- role of the private sector in rural development;
- impact of HIV on rural development;
- draft Communal Land Rights Bill.

The Zimbabwean delegation's report on the conference documents a number of important insights. First, political will was a key determinant to the success of the conference. The Minister for Agriculture and Land Affairs attended the entire conference and engaged fully and freely in the public debate. A high level of engagement was observed on the part of the chiefs and tribal authorities; their willingness to change with the times and engage government in frank and open debate was remarkable in the eyes of the Zimbabwean delegates. Second, farmworkers' rights and security of tenure appear to be the outstanding concerns confronting South Africa. These are undergoing review, in particular the Labour Tenants Act (1996) and the Extension of Security of Tenure Act, both with important implications for the policy debate in Zimbabwe. What most impressed the delegates was the high degree of clear, open and candid exchange in the South African tenure debate, and the mechanism for dialogue between communities and the state being used to solicit the input of interests beyond government. The Zimbabwean participants all remarked that the conference was impressive due foremost to the involvement and inclusion of all stakeholders and the impact they maintain in the policy formation process.



**Attending the National Land Tenure Conference, Durban, South Africa, November 2001**

## **WORLD BANK CONFERENCE ON LAND ISSUES**

In April 2001, USAID's BASIS CRSP, managed by LTC, organised US researcher support and contributions to the *Donor Consultative Meeting on Land Issues* cosponsored by the World Bank's Land Policy and Administrative Technical Group, USAID and other donors. One of the recommendations of this conference was for regional workshops to further contextualize land issues and policy prescriptions. Following through on this recommendation, the World Bank—along with FAO, the British, French, German and US governments, and host countries—organised four regional workshops on land issues in Africa (Kampala), Asia (Phnom Penh), Eastern Europe (Budapest), and Latin America (Mexico City). The consultations at these workshops will provide key inputs into the *World Bank Policy Research Report on Land Policy and Institutions* to be published in September 2002.

The Africa workshop, held in Kampala, Uganda from 29 April-2 May 2002, brought together more than 100 policymakers and experts in the land policy field from donor, program implementer, civil society and government organisations. The aim was to identify key land issues for policy and research, improve coordination with land administration, and strengthen linkages with country development and poverty reduction programs. The PMC

approved the participation of seven delegates to attend this conference; due to quota restrictions on the number of seats available, however, only four could attend: parliamentarians (MPs Paul Mazikana and Edward Mukhosi), civil society representatives Ms. Abigail Mgugu (Women and Land Lobby Group) and Mr. Sylvester Tsikisayi (Zimbabwe Farmers' Union).

The importance of land in both traditional and modern societies of Africa was an overarching issue throughout the conference.<sup>1</sup> Also highlighted was the fact that land rights were directly linked to economic growth that would result in poverty reduction and further underscored that land remains the primary means for shelter, livelihoods, investment, wealth accumulation and wealth transfer between generations. Regulation of access to and control over land that defines land rights and how conflicts are resolved has broad social and policy implications. The conference also noted that governments and development partners as well as civil society have tended to shy away from tackling land issues that have been perceived as not being amenable to external intervention due to their broad political implications. The trend has changed in the past ten years as country-level policymakers have come to recognise land issues as having regional if not international impact. The recognition of the need to facilitate land access for the poor through country-level land reform programs also is important. Land reforms are being discussed and implemented in countries where land issues were not part of the national agenda and considered too politically sensitive. The key areas of agreement are:

- the centrality of land to poverty eradication strategies;
- the importance of land in country-level governance structures (national and sub-national);
- the need for clear frameworks and policy provisions to resolve land-related conflicts that constrain development;
- the need to regard land laws as part of a more complex and evolving social system within a particular country or region.

The Zimbabwean delegation found the conference themes and discussions useful, in particular the time spent in dialogue with other delegates. To the Zimbabwe delegation, their presence at the conference at a time when Zimbabwe is increasingly isolated from the international community presented an opportunity for the delegates to connect with the outside world. However, the bulk of the input was either from academics/researchers or development aid professionals, and therefore a limited amount of time was devoted to the role of civil society in policy formulation and implementation.

## **INTERNATIONAL ASSOCIATION FOR THE STUDY OF COMMON PROPERTY**

The 9<sup>th</sup> Biennial Conference of the International Association for the Study of Common Property (IASCP) was held in Victoria Falls, Zimbabwe from 17-21 June 2002. The conference was under the auspices of CASS and attracted regional, national, and international delegates from among member institutions of the association as well as common property scholars and academics. The project organised two panels for the conference:

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<sup>1</sup> For a synthesis of the southern Africa Region, see the following report commissioned by the World Bank: *Integrating Land Issues with Poverty Reduction and Rural Development in Southern Africa*, by Michael Roth. Paper prepared for the World Bank Regional Workshop on Land Issues in Africa and the Middle East held in Kampala, Uganda, 2002. See <http://www.wisc.edu/lrc/live/bassaf0206.pdf>.

- *Recreating or Losing Common Property? Decentralizing Rights to Land and Water in Malawi, Zimbabwe and the US*, a two-section panel organised by Michael Roth (see annex 4); and
- *Remaking the Reserves; New Agrarian Contracts in Zimbabwe*, by David Hughes and Pius Nyambara (see annex 4).

The land reform project sponsored Zimbabwean and US delegates and ran two panel sessions, one on land issues and another on land and water, the latter jointly organised and funded by BASIS CRSP (Bill Derman and Francis Gonese). A number of high-quality papers were produced as project outputs. Attendance at both panels was high and encouraging, with delegates raising critical questions and engaging in active discussion. Delegates facilitated by the project included Bill Kinsey (independent consultant), Prof. Jane Larson (Law School, University of Wisconsin–Madison), Dr. Medicine Masiwa (Institute of Development Studies, IDS-UZ), Mr. Nelson Marongwe (ZERO), Mr. Zebediah Murungweni (independent consultant), MP Daniel Ncube, Dr. Lovemore Rugube (Agricultural Economics and Extension-UZ), Dr. Sukume (Agricultural Economics and Extension-UZ), and Mr. Sam Zhou (Consulting Surveyor). Drs. Roth and Gonese alternated chairing the two panels while Agnes Adaizi and Kudzai Chatiza coordinated logistics.

## **VI. TRAINING AND CAPACITY BUILDING**

The training and capacity building components of the project provide support to CSOs with training and advocacy, two graduate students, and CASS.

The project continued its support of two Ph.D. students at the University of Wisconsin–Madison: Charles Chavunduka and Kizito Mazvimavi. Chavunduka has worked with advisor Prof. Harvey Jacobs (University of Wisconsin–Madison) on defining a dissertation research topic. As members of the Institutional Structures for Land Administration research team, Chavunduka and Jacobs have worked closely with Zimbabwean counterparts at CASS in finalising the SOW, undertaking fieldwork and preparing for fieldwork after June 2002. For Chavunduka this will also be time to refine his dissertation/research topic.

Mazvimavi visited Zimbabwe 16 June–17 July 2001 to work on a BASIS study on women’s participation in land markets, which culminated in a paper co-authored with Ragan Petrie and Dr. Roth (see outputs, Annex 1). The paper was presented at the BASIS Southern Africa Regional Synthesis Workshop held in South Africa, 22–24 July. Mazvimavi finished his coursework for the requirements of his Ph.D., qualified for an MA in Applied Economics and was awarded a Compton Fellowship by the University of Wisconsin–Madison Graduate School. He expects to conduct his field research September to December 2002.

Although not sponsored directly by the project, CASS Project Manager and researcher, Francis Gonese took official leave from duties during the year to complete his doctoral studies and acquired his Ph.D. degree in March 2002.

As noted under the BASIS Zimbabwe Mentors Program, the project played a critical supportive role in identifying, selecting and awarding graduate student grants for research on land- and water-related issues. Dr. Gonese was assigned coordination responsibilities to facilitate this BASIS activity and ensure its integration with other project activities.

In the first and second quarters of 2001, project management solicited proposals from CSOs for assistance with training and advocacy. Based on Pozarny and Roth’s review of approximately 10 proposals, one was selected for funding: a proposal by PELUM

(participatory ecological land-use management) seeking support to send members to the South African Land Policy Advocacy Workshop, 8-19 April 2002. Funds were released during the third quarter. The workshop focused on the role of CSOs in creating an enabling policy framework for sustainable social change. Six participants took part from Zimbabwe: four from PELUM Association member organisations (Association of Zimbabwe Traditional Environment Conservation, Zvishavane Water Project, and Catholic Development Commission–Masvingo & Dabane Trust), one from the PELUM College Zimbabwe and the sixth from the PELUM regional desk based in Harare.

## **VII. POLICY STUDIES**

### **ALTERNATIVE MODELS INQUIRY**

**Principal investigators: Nelson Marongwe, Francis Gonese, Charles Mukora, and Bill Kinsey**

The Alternative Models SOW seeks to identify and offer for policy consideration a mix of approaches in land settlement, resource use and management premised on evaluation and inquiry of existing models and on comparative international experiences. It will evaluate the organisational and operational characteristics of each approach in terms of effectiveness, cost, and ease of implementation. The intention is to construct a menu of options for implementing land resettlement, each evaluated for technical soundness, optimal resource use, and adaptiveness to changing conditions. Based on this information, gains and losses can be explicitly recognised in designing program components for new models that seek to balance goals of agricultural productivity, economic growth, equity, and environmental sustainability.

During the year the team had to adjust its workplan schedule due to a delay in undertaking fieldwork initially planned for January and February due to political events associated with the presidential campaigns. In April and May 2002, the study team undertook the fieldwork in 10 sites within the provinces of Masvingo, Midlands and Manicaland, covering schemes representative of all the resettlement models in the country. Entry negotiations into fast-track schemes were initially problematic but eventually went smoothly with persistence over multiple trips. In addition to administering questionnaires, focus group discussions were held in each of the sites with 24-60 participants at each site. Data analysis for the main questionnaire has since been completed. Based on the main questionnaire the team's gender expert developed a companion survey instrument administered to women farmers separately in the Midlands. Because of the low numbers of female farmers in the study sites, an additional site in peri-urban Harare was added.

Dr. Kinsey visited LTC in Madison, Wisconsin, USA during July and August 2001 to undertake a comparative analysis of international resettlement experiences. This led to the development of six case studies (Kenya, Burkina Faso, Ethiopia, Guatemala, Indonesia and Malaysia). Francis Gonese and Nelson Marongwe (accompanied by the two MPs and a Ministry of Lands official, Noah Chatora, who attended the South African National Land Tenure Conference) undertook a study tour (1-7 December 2001) of relevant field sites in KwaZulu-Natal, South Africa, to study models of land restitution, land tenure reform and equity-sharing schemes (in particular common property associations). The study tour helped expose both policymakers and researchers to land reform experiences in the South African program. According to team members, 'The field tour offered many lessons for consideration in the process of implementing Zimbabwe's program.' A report produced by the researchers on behalf of the team was presented to and discussed at the PMC meeting of February 2002.

For the urban agriculture component, the Municipal Development Program provided useful literature. A law student also was hired to assist in analysing legal changes made since the start of farm occupations in February 2000. This work includes reviews of constitutional changes and Supreme Court landmark judgements, as well as a commentary on the Rural Land Occupiers Act.



**Members of the visiting team of Zimbabwean researchers and policymakers with their hosts from the Department of Land Affairs, South Africa**  
(l to r: Francis T. Gonese, Daniel M. Ncube, Noah Chatora, Nelson Marongwe, and Renson Gasela. Thabi Shange, the Regional Land Claims Commissioner for KwaZulu-Natal, is in the white T-shirt in the middle. Wallace Mguci, the Commissioner General Advocate, is in the straw hat.)

## **SUBDIVISION POLICY, LAND REFORM AND RESETTLEMENT SOW**

**Principal Investigators: Chris Sukume and Michael Roth**

This policy study seeks to evaluate the effect of land subdivision policy on land transfers to indigenous Zimbabweans and women by: (1) reviewing and evaluating the legal framework governing land subdivision, consolidation and transfer, and (2) monitoring changes in landholding structure. Through review of the legal framework and discussions with government, it will identify or articulate processes or procedures followed to determine a parcel subdivision, agencies and organisations involved, and criteria used. The effectiveness and fairness of legal provisions as they affect land subdivisions and transfer will be evaluated in terms of time requirements, transparency, cost effectiveness, and social costs and benefits. This activity also proposes to develop a data management system for tracking changes in landownership on agrarian structure over time for the most important farming sectors. Little consideration has been given to the redistribution of land through private markets including informal and undocumented transactions, and land markets are severely constrained in redistributing land by subdivision policies and regulations.

During the year the study made progress regarding data access obstacles that had previously delayed progress. These obstacles were largely overcome through the assistance of the Ministries of Local Government and Lands, Agriculture and Rural Resettlement (the department of AGRITEX now AREX). Work accelerated after the 26 February 2002 researcher workshop which enabled researchers to work closely with policymakers, facilitating data access and improving policy focus.

The paper 'Farm Size Protection, Informal Subdivisions: the Impact of Subdivision Policy on Land Delivery and Security of Property Rights in Zimbabwe' was drafted in the fourth quarter and presented at the IASCP meetings at Victoria Falls. This paper contains a legal review of institutional arrangements for subdivision and the findings of formal and informal subdivisions in the Chegutu Share-Block Scheme and the Munenga Estate Subdivision Scheme. Parliamentarian Daniel Ncube, who served as discussant for this panel, complimented the methodological rigor of the paper and indicated his intent once the paper is completed to bring it forward to the Land Committee in Parliament for review and consideration of its policy implications and recommendations. According to the paper:

'Such recommendations as annually changing maximum and minimum farm sizes in the national Land Policy Framework both grossly overestimate government's capacity to implement policy, but also seek to preserve a land bureaucracy that in its current form is a relic of the past. It is frequently complained that the subdivision criteria are out of date and not in keeping with modern farming practices where technology and skill prevail over plot size. Pegging subdivision approvals to archaic concepts such as 'economic viability' and 'full-time farming' ignore both the dynamics of modern day agriculture and the widespread prevalence of part-time farmers in rural Zimbabwe.... How much should an individual or farming household earn? In today's world of rapid technology growth, changing prices, competitive markets, part-time farming, and substitution possibilities of capital for land, the question is impossible to answer. The land administration machinery nonetheless in trying to control land sizes has constrained the ability of the land market to deliver land to formerly 'disadvantaged' persons, and furthermore, is locking in land sizes that while seeming viable today will undoubtedly be wrong-sized tomorrow.

The current system is muddling along, driven by agencies that are too conservative to change, despite large cracks in the wall emerging. It is understandable that rigorous land sizes are enforced for urban and peri-urban residential and commercial development. However, it is far less clear why estates of 1000 hectares or so in size must undergo the same scrutiny in terms of economic viability. What is perhaps most ironic is that a rigorous subdivision policy can be so strictly enforced to maintain notions of 'agricultural viability', while at the same time fast-track resettlement since 2000 has resulted in massive transfer of land to beneficiary households who at present are unable to use the land resource productively. And, while the land bureaucracy puts on minimum farm size constraints to ensure the viability of economic (often large) farming units, other sectors of government are imposing land ceilings to force redistribution.'

The study also captures CSO census data on changes in agrarian structure of large-scale commercial farms. Using data acquired through this policy study, Dr. Sukume prepared a paper for the UNDP on 'Policy Constraints and Opportunities for Getting Zimbabwe out of the Current Crisis.' The data collection processes under the study have largely been concluded and the team is in the process of finalising their reports.

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### Subdivision Recommendations

- *Eliminate subdivision controls in all areas outside urban and peri-urban zones*
  - *Protect the environment and natural resource base through better monitoring and enforcement of environmental regulations, not through choice of beneficiaries or agrarian structure*
  - *Streamline subdivision procedures and requirements in urban and peri-urban areas, and focus government efforts on updating or upgrading obsolete master plans*
  - *Invest resources in private surveyors and ease surveying regulations to expand surveying services while lowering costs*
  - *Reform land legislation related to undivided shares, adopt new methods of group registration (condominium or group registration), and strengthen community based governance and group ownership models to obviate the need for minute subdivisions*
  - *Minute subdivision need not be the inevitable outcome of an unfettered land sales market, if a land rental market is supported that strengthens both rights of the lessor and lessee*
  - *Ease subdivision procedures, processing time and fees, but only after the extent of subdivision policy has been limited in scope*
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### LAND TRANSACTION MONITORING AND EVALUATION OF PUBLIC AND PRIVATE LAND MARKETS IN REDISTRIBUTING LAND IN ZIMBABWE

**Principal Investigators: Lovemore Rugube, Sam Zhou and Michael Roth**

The major goal of this study is to evaluate the role of public and private land markets in redistributing land to indigenous Zimbabweans by (1) monitoring public and private land deed transfers, and (2) evaluating the performance of the public leasing market. In 1998, researchers Ruvimbo Mabeza-Chimedza and Lovemore Rugube initiated a study of land deeds transactions with funding from USAID Washington's Global Bureau and the BASIS CRSP. The purpose of this study was to monitor the various means by which farmland in Zimbabwe is transferred to and being used by indigenous people over time, both as a result of private market transactions and the government land resettlement program. In addition, public land in Zimbabwe is transferred through two options: direct sale or lease with an option to purchase. Most direct sales can be identified through a deeds search of the Deeds Office. Public leases are more difficult to track because they are issued by two different government ministries (Local Government, Public Works and National Housing, and Ministry of Lands, Agriculture, and Rural Resettlement) and they are registered by the respective ministry overseeing the transaction. It is only at the option to purchase that the transaction is officially recorded in the Deeds Registry.

During the reporting period, the team released its first report: *Land Redistribution in Zimbabwe: Five Census Surveys of Farmland Transactions, 1996-2000*. This was presented at the BASIS Southern Africa Regional Synthesis Workshop, 22-24 July 2001, in Magaliesberg, South Africa.<sup>2</sup> During the year, the team also made substantial progress

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<sup>2</sup> For the report, see <http://www.wisc.edu/lrc/live/bassaf0107a.pdf>. For a policy brief on land redistribution in Zimbabwe based in part on the team's work, see also <http://www.wisc.edu/lrc/live/basbrief11.pdf>.

updating the database with new deeds transaction data incorporated from the Deeds Offices in Harare and Bulawayo.

In September 2001, the PMC requested that the team expand the data being collected and analysed from 1996 currently to 1980, and to include all transactions (not just white to black land transfers as had been done to date). Unfortunately, collecting data from the Deeds Registry has proven to be time-consuming. Students have been recruited to gather the data; however, fees must be paid to access each deed or title, and students who must compete for terminal access with other users sometimes experience long delays. To accelerate data collection, the Office of the Registrar of Deeds recommended the acquisition of Oracle software, which would enable the team to directly access the Registry's databases, download the files onto disk and work with the databases offline. Unfortunately, the version of the database recommended (and currently used by the Deeds Registry) is no longer sold by Oracle. Researchers are exploring software compatibilities to ensure that software purchased by the project would indeed work for the purpose intended.

Progress with accessing data relating to the public land markets has been more problematic. The collection and analysis of data from the Ministry of Local Government on public leases was initiated but then put on hold upon realising that most of the data related to residential land or earlier resettlement schemes. Most of the latter have largely degenerated to a point where they resemble traditional communal areas. The team also followed press reports that published names of beneficiary allocations for the A1 and A2 models. However, in view of considerable inconsistencies noted in the data (most involving fast-track settlement), the team decided to suspend collection and explore alternative approaches. The team also held strategic meetings with the Government Ministries and Departments regarding sources of data, methods for data collection, and access to government databases. Due to the sensitivities surrounding public leases and the low-key approach the project has had to follow in working with government, it is not yet clear whether the project can or will make much further headway with the study of public leases.

## **INSTITUTIONAL STRUCTURES FOR LAND REFORM**

**Principal Investigators: Patrick Mamimine and Harvey Jacobs**

The Institutional Structures for Land Reform SOW seeks to explore alternative models and institutional processes for a devolved land administration system to facilitate the planning and implementation of the land reform and resettlement program. The study more specifically seeks to arrive at appropriate policy recommendations and an institutional development strategy for the current land reform and resettlement program arising from an analysis of the existing land administration situation (de facto and de jure) complemented by an analysis of comparable international experiences.

A conscious and comprehensive institutional and administrative framework with goals of a fair, transparent, equitable and sustainable land reform has not accompanied Zimbabwe's land reform initiatives since independence. It is therefore imperative that the land administration systems (particularly the institutional structures) are reviewed. The SOW was initially submitted to the PMC for approval in the second quarter of 2001 with a focus on the process and impacts of beneficiary selection: who gets land, why and how. After evaluation at the September 2001 PMC meeting, the current SOW was revised and approved at the February 2002 meeting. Terms of reference for all researchers were developed, contracts completed, and a team secretary hired in April. Owing to the late start, the timeline in the original workplan had to be revised. To date the team has started the legal review, undertaken a scoping field trip to Masvingo, finalised the itinerary for LTC counterparts working on the

SOW (Jacobs and Chavunduka) and made plans to develop the study instruments. Fieldwork was scheduled to commence in July and run through September 2002.

## **DESIGNING A LAND INFORMATION SYSTEM FOR RURAL LAND USE PLANNING: AN ASSESSMENT AND FEASIBILITY STUDY**

**Principal Investigator: Phanel Mugabe**

The LIS/GIS policy study seeks to investigate the feasibility of constructing a system for purposes of rural land-use planning through integrating existing databases and layers. After initially deferring the SOW pending a preliminary assessment of existing systems and processes, the PMC finally approved the policy study after the Project Director had indicated his willingness to proceed with it. Following the PMC meeting, Dr. Mugabe finalised the proposal and budget and drafted and facilitated the signing of relevant contracts, which enabled the project management team to process and release the first allotment of funds. The study is underway and the team held its first workshop with stakeholders in April to solicit their input and collaboration. The team is now proceeding with gathering databases.

## **VIII. BASIS ACTIVITIES**

### **BASIS ZIMBABWE MENTORS PROGRAM**

Land reform and sustainable management of land and water resources are key emerging challenges facing Zimbabwe's economy and rural development. Consensus is forming that Zimbabwe's skewed distribution of landownership needs to be moderated to improve land use management and to better the lives of the landless and poor. A successful land reform that broadens the poor's access to land, water and financial capital resources can mean higher land use productivity, broad-based economic growth, and political stability. Conversely, a poorly designed or implemented land reform program that redistributes land but fails to broaden access to capital, infrastructure or economic opportunity risks both economic regress and entrapping the poor in landed poverty. Zimbabwe's present economic downturn, political unrest, and battered international image only serve to underscore the importance of finding genuine land reform solutions that work on behalf of, not against, the poor.



**Left to right: Pius Nyambara (Mentor Coordinator), Trust Chinuwo, Nelson Marongwe**

The design and implementation of a successful land reform program will require a new generation of thinkers and leaders within government, civil society and the private sector to lead the development effort. Donor funding and technical expertise will certainly be of help, but the current leadership in Zimbabwe must lay the groundwork for moving the land reform and resettlement program forward. Nevertheless, as land reform programs take decades to

accomplish, it will be up to a new generation of Zimbabwean development practitioners to design and implement future reforms and to ensure that they are sustainable. The emphasis in the short- to intermediate-run will be on training and capacity building to both train this new cadre of leaders and to better integrate government and CSOs in the land reform effort.

The constraints occur at many levels: weakened faculty involvement and skills training at UZ, funding constraints for students that limit the depth and reach of fieldwork and applied sciences, and the relatively untapped potential for partnership between local and international organisations for the two-way exchange of knowledge and mentorship. This project seeks to provide fieldwork and training support to three second-year Masters or third-year Ph.D. students, provide a stipend to the students' major professors for their involvement in the research, strengthen field-level research in Zimbabwe on issues of land, and to create/strengthen the linkage between the university community, government and CSOs.

Program inception began in the year starting with the appointment of Dr. Pius Nyambara (Economic History Department, UZ) as the Coordinator. Dr. Nyambara works with and reports to an Executive Committee made up of Drs. Roth and Mugabe (LTC and CASS respectively) and Prof. Moyo formerly of SARIPS. Dr. Nyambara and Dr. Pozarny collaboratively set up the financial management and administrative systems for the project, including opening a local currency account. Dr. Roth worked with Nyambara on establishing procedures for soliciting proposals, external reviews, mentor selection, preparation of the advertisement, and selection of students and their mentors.

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### **Zimbabwe Mentors Proposals Awarded, 2001**

Nelson Marongwe. *A Critical Review of Land Occupations in Zimbabwe: 1998-2001*,  
Programme for Land and Agrarian Studies, University of Western Cape

Susan Chido Marimira. *An Institutional and Organisational Framework for the Fast Track  
Land Reform Program in Zimbabwe*, Department of Rural and Urban Planning, UZ

Trust Chinuwo, *Spatial and Temporal Change Analysis of Rangelands in Initial Resettlement  
Schemes in Zimbabwe*, Department of Animal Science, UZ

Pinimidzai Sithole, *Impact of Water Reforms on Women in Zimbabwe*, Department of Sociology  
and Social Anthropology, UZ

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A call for proposals was announced in October 2001 by paper advertisement in Zimbabwe and through BASIS, CASS, and SARIPS collaborating institutions and networks within the southern Africa region. Proposals were restricted to students of Zimbabwean nationality. A total of ten proposals were received, four at the Ph.D. and six at the Masters level. Two were submitted by female applicants. Proposals were submitted to an external committee (Brian Raftopolous, Sam Moyo and Anne Ferguson) in January 2002 for review. Based on these reviews, Drs. Roth and Nyambara selected three proposals for funding in February, and a fourth was selected conditional on cost-sharing with another funding source (tentative agreements have been reached with BASIS CRSP—Bill Derman and Francis Gonese as Principal Investigators—to provide the cost match).

A Mentors Review Workshop was held 27 February 2002 to introduce the students to their mentors and provide a forum for student presentations and defence and debate of the proposals.

The program experienced considerable delays arising from the number of revisions to proposals, the length of time spent waiting for receipt of comments from the mentors, and the difficulty in identifying and finalising agreements with student mentors and reviewers. Some reviewers were unable to make their submissions. However, others like Drs. Ferguson, Moyo, Roth and Hughes provided extensive comments that aided in focusing and tightening the student's research objectives, methodology, and budgeting. Final proposals have been received from all students and disbursement is now anticipated in July 2002.

On 25 April 2002, the Mentor Program Coordinator attended a seminar presented by Susan Marimira, at the Rural and Urban Planning Seminar Room. The paper was entitled 'An Institutional and Organisational Framework for Land Reform: The Case of Goromonzi District.' The paper was well-received by the seminar participants who gave her very useful feedback, which she incorporated into the final proposal.

### **BASIS RESEARCH PROJECT ON NEW AGRARIAN CONTRACTS**

Dr. David Hughes (Department of Human Ecology, Rutgers University) and Dr. Pius Nyambara (Department of Economic History, UZ) were awarded US\$174,029 in support of the research activity *New Agrarian Contracts: Sharecropping, Out-grower Schemes and Community-based Tourism in the Context of Zimbabwe's Land Reform*. The work was initiated by Drs. Mtisi and Hughes, who, despite delays in the release of money by Rutgers University, were able to undertake fieldwork in the eastern highlands of Zimbabwe (Mutasa, Chimanimani and Chipinge districts of Manicaland Province). Hughes collected and analysed data on ecotourism and cash cropping from Ngorima Communal Lands (Chimanimani) and Mtisi interviewed 50 key informants with regard to outgrowing contracts in Honde (Mutasa), Tamandai, Chinyaduma and Gwenzi (Chipinge). Dr. Nyambara visited the Kwekwe and Gweru area to review the Cheziya-Gokwe post, decode tapes and analyse questionnaires.

During the year, Dr. Mtisi spent his leave from UZ at the University of Oxford, consulting comparative material on contract farming. The three also presented papers at a conference hosted by the Center for Development Research in Copenhagen, Denmark, 4-5 September 2001. This was followed by papers presented by Hughes, Dzingirai, Suzuki, Mtisi and Nyambara at the US African Studies Association annual meeting held 15-18 November 2001, in Houston, USA. The five, also known as the 'working group on new agrarian contracts in Zimbabwe' brainstormed about a number of issues pertinent to their work. Dr. Hughes served as a discussant at the 'Zimbabwe in Transition' conference held at the University of Florida, Gainesville, USA (21-23 March 2002). The team ran a panel session at the IASCP conference entitled 'Remaking the Reserves: New Agrarian Contracts in Zimbabwe.' Four papers were presented (see box).

#### **IASCP Panel: Remaking the Reserves: New Agrarian Contracts in Zimbabwe**

Edmore Mufema. *Making or Breaking Bonds: Aspects of Contract Sugar Schemes in the Southeastern Lowveld of Zimbabwe*

P. Nyambara. *The Closing Frontier: Immigrants, Cotton and Sharecroppers in Gokwe, Northwestern Zimbabwe*

Joseph Mtisi. *Eating the Forbidden Fruit: Colonial Origins of Tea Out-grower Schemes in Zimbabwe*

David Hughes. *Rezoned for Business: How Eco-tourism Unlocked Black Farmland in Eastern Zimbabwe*

Another major development in the project was the recruitment of four new people courtesy of funds freed by Dr. Hughes's delayed 'relocation' to Zimbabwe until after the March 2002 presidential election. The four additions are Eira Kramer and Edmore Mufema

(UZ), and Vupenyu Dzingirai and Yuka Suzuki (Yale University). Despite the disturbances in Zimbabwe, considerable fieldwork was done informing the papers presented at the three conferences noted above as well as publications by Nyambara in the *Journal of Southern African Studies* and Hughes in the *Journal of Agrarian Change*. Preliminary findings from the studies include the following:

- Community-based tourism takes substantial amounts of land out of community agricultural production.
- It causes the least local antagonism when it uses previously alienated land and does not interfere with farming.
- Formal and informal contracts require smallholder farmers to trade land rights for an income stream resulting in loss of security and increased risks in a volatile international market.
- The economic potential of tourism in eastern Zimbabwe may be highly overrated as it compares poorly against other competing land uses like banana cultivation.
- Outgrower contracts increase land values and fuel land shortages.
- Outgrowers have difficulty organising themselves and therefore have difficulty negotiating contracts, resulting in their entering into ‘take it or leave it’ contracts, both formal or informal.

## **IX. MONITORING AND EVALUATION**

The original project proposal called for a monitoring plan that sought to measure the engagement of CSOs in implementing the GOZ’s LRRP II. That plan in 1999 anticipated the creation of a Technical Support Unit (TSU) to coordinate land reform activities. Donors at the time voiced support for complementary approaches to land reform and resettlement that would involve proposals being developed by CSOs on behalf of stakeholders, and rural district councils forwarding these proposals to the TSU for evaluation and funding. The indicators in the original proposal sought to monitor these proposals and interactions between CSOs and rural and national government.

However, with the collapse of the LRRP II in 2000, the TSU was dismantled. While a number of complementary proposals were developed, there was no process agreed upon for allocating land or resettlement funds to these proposals on a regular basis. By mid-2000, Zimbabwe’s economic crisis and donor retrenchment were resulting in rapid disappearance of the limited funds that remained for the LRRP II. The very fluid circumstances surrounding the land reform program, combined with a severe deterioration in government-donor dialogue, made it difficult to identify and implement activities with clear foresight and certainty. Consequently, benchmarks of performance, when established, have tended to become moving targets.

As a result, the original M&E plan became obsolete by mid-2000. In January 2001, project management and USAID began redesigning the M&E activity to better fit the project’s current activities and mode of operations. In a key meeting on 20 July 2001 between project management and USAID, elements of a new M&E plan were decided upon. Specifically, an M&E consultant would be hired to work with the project management team to monitor activities funded by the project, gauge each activity’s progress and performance against benchmarks established in the SOW, proposal or workplan, document accomplishments with training and capacity building, and document and evaluate policy

recommendations made by the project. Two additional themes would cut across these primary M&E activities; namely, assessing the effectiveness of engagement between the project, government and CSOs on project issues related to land reform and resettlement, and documenting gender participation, including the number and quality of involvement of women in project activities.

It was also agreed that, as much as possible, M&E outputs should reflect project impact on policy formation. Direct outputs might include, for example, stakeholder meetings, meetings with government officials, and project support to civil society advocacy. In addition, the project should seek to monitor indirect outputs and/or impacts that represent spinoffs of direct project interventions, including, for example, project research findings reported in public fora or enhanced policy proposals tabled by government and endorsed by civil society.

During the year, the M&E SOW was approved by the PMC, with implementation beginning in November 2001. Ms. Patricia Kambarami was hired and, together with the project management team, proceeded with developing the monitoring framework, tools and terms of reference. Ms. Kambarami was subsequently replaced by Andrew Mlalazi. From January-June 2002, Mlalazi worked with the project teams and helped operationalize the stakeholder panel. Regular contacts were made with researchers to monitor workplans and ensure active participation and engagement of their respective focal members.

A 16-member panel of stakeholders (see box) was created to bring together CSOs (including NGOs and farmers' organisations), the private sector and public sector agencies to help provide expert opinion on project impacts and civil society interactions with government on land reform in Zimbabwe. The first stakeholder meeting was held 28 February 2002 to review expectations, approach, modalities, and constraints experienced by the project. A draft questionnaire to monitor impacts was developed by the project management team and reviewed at the meeting.

A major contribution by the M&E service has been to heighten project contact with government practitioners and other stakeholders. Civil servants have gained a better understanding of the project and of information needs and use. Researchers also have been made aware of existing and alternative data sources hitherto unknown to them and have been able to make direct contacts to arrange access to the data. Although the tense political situation prior to and during the presidential elections caused delays in conducting fieldwork interviews, the level

#### **Stakeholder Panel Members**

Mr. D. Ncube, Chair, Portfolio Committee on Lands, Agriculture and Rural Resettlement, Parliament of Zimbabwe

Mr. J. Zishiri, Director of Rural Resettlement, Ministry of Lands, Agriculture and Rural Resettlement

Ms E. Jones, Deputy Secretary, Ministry of Local Government, Public Works and National Housing

Chief J. Mangwende, President of the Chiefs' Council District Administrator's Office, Mrewa

Mr. S. Chikate, Chief Executive Officer, Association of Rural District Councils

Mr. D. Hasluck, Director, Commercial Farmers Union

Mr. S. Tsikisayi, Director, Zimbabwe Farmers' Union

Mr. J. Mautsa, Director, Indigenous Commercial Farmers Union

Mr. C.D. Sungai, Secretary-General, Agricultural and Plantation Workers Union of Zimbabwe

Mr. S. Moyo, President, Law Society of Zimbabwe

Mr. Washington Matsaira, President, Bankers' Association/ ZJIRI Initiative

Dr. E. Sithole, Lecturer, Women in Law

Mr. E. Dengu, Director, Intermediate Technology Development Group

Ms. I. Dube, Director, Zvishavane Water Project

Professor M.W. Murphree, Chairman, CASS Trust, Centre for Applied Social Sciences

Mr. Godfrey Magaramombe, Executive Director, Farmer Community Trust

of hesitation in terms of releasing information among some officers has been minimised as a result.

### COMPARISON OF FY03 ANNUAL REPORT WITH WORKPLAN

Work accelerated in the reporting period despite problems related to fast-track settlement, intimidation in the run-up to elections and post-election violence, and the rolling series of fuel and food crises since early 2001. In addition, the continuance of hyperinflation (100% to 120% in 2001 and 2002) required significant time by CASS and LTC project management on project logistics, reprogramming budgets, and managing day-to-day crises. Nevertheless, significant accomplishments were made as summarised in the following checklists.

<b>Checklist: Annual Report/Workplan Comparison—Management and Administration</b>		
<b>Program Administration</b>	<b>Program Management</b>	<b>Workshops and Conferences</b>
<ul style="list-style-type: none"> <li>● Year II annual report completed</li> <li>● 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> quarter activity and financial reports completed</li> <li>● Contracts finalised for six SOWs</li> <li>● Three PMC meetings held</li> </ul>	<ul style="list-style-type: none"> <li>● Five SOWs developed, teams mobilised, input solicited, reviewed and approved</li> <li>● M&amp;E SOW designed and implementation begun. M&amp;E survey administered to stakeholder panel</li> </ul>	<ul style="list-style-type: none"> <li>● Two researcher workshops held to review and evaluate SOWs, proposals and progress of work</li> </ul>
<ul style="list-style-type: none"> <li>▪ Budget modifications implemented for all SOWs to manage cost of living adjustments</li> <li>▪ System of workplan development, monitoring and activity reporting now in place for all project activities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cost Extension proposal submitted to USAID for extending project to May 2003</li> <li>▪ Pozarny resigns as RPC and Chatiza takes over</li> </ul>	<ul style="list-style-type: none"> <li>▪ Organised Zimbabwean delegation attendance at three international conferences: (1) National Land Tenure Conference; (2) World Bank Conference on Land Issues; and (3) IASCP Conference</li> <li>▪ Five other workshops attended by project management</li> </ul>
○ Year III annual report completed but late	○ 2 <sup>nd</sup> biannual M&E report	
<p><b>Key:</b></p> <ul style="list-style-type: none"> <li>● Proposed and accomplished</li> <li>▪ Unanticipated but accomplished</li> <li>○ Proposed but not accomplished</li> </ul>		

### PROGRAM ADMINISTRATION, MANAGEMENT, WORKSHOPS AND CONFERENCES

As indicated in the checklist, the project for the most part has substantially improved on its technical and financial management and reporting, although difficulties are still faced with the pace of monitoring and evaluating project impacts and civil society engagement with government under the M&E program. In addition, the system of workplan development and reporting implemented for all project activities in Year II of the project was both deepened and extended in the current reporting period with the implementation of 3 SOWs, the design and implementation of 3 new SOWs, and the implementation of the BASIS research program. Periodic researcher workshops have been institutionalised to monitor progress of technical activities and strengthen coordination among technical assistance, research and

policymaking. Despite the loss of RPC Pamela Pozarny, the project was able to recruit a highly capable replacement in Kudzai Chatiza.

Project management did not anticipate, however, the work required in coping with hyperinflation in the country. In addition, the Program Director’s time was considerably stretched during the period with the time spent on programming all remaining project funding, establishing the new SOWS, designing and implementing the BASIS mentors program, and developing opportunities for the participation of Zimbabwean delegations at three international conferences.

<b>Checklist: Annual Report/Workplan Comparison—Technical</b>		
<b>SOWs and Policy Studies</b>	<b>Training and Capacity Building</b>	<b>BASIS CRSP Research</b>
<ul style="list-style-type: none"> <li>● Three SOWs finalised and implemented, including (1) Alternative Models Inquiry, (2) Land Subdivisions, and (3) Land Transactions and Monitoring of Public and Private Land Markets</li> <li>● Three SOWs developed, including (1) Institutional Structures for Land Reform, (2) Designing a Land Information System, and (3) M&amp;E.</li> <li>● Policy focal groups established for all SOWs</li> <li>● South Africa study tour under Alternative Models SOW carried out</li> <li>● Outputs produced by Land Transactions and Land Subdivision SOWs</li> </ul>	<ul style="list-style-type: none"> <li>● Ph.D. candidate Mazvimavi completed coursework at UW and finalised dissertation proposal</li> <li>● Ph.D. candidate Chavunduka progressed with his second year of coursework</li> <li>● 10 CSO proposals reviewed. CSO PELUM awarded grant for advocacy training and capacity building</li> <li>● Networked with CSOs and NGOs</li> <li>● Team engaged parliamentarians and CSOs in project-related land reform and resettlement activities</li> </ul>	<ul style="list-style-type: none"> <li>● Case study research on women’s access to land in private land transactions undertaken with fieldwork by UW students</li> <li>● BASIS Proposal—New Agrarian Contracts—implemented by Rutgers University and Dept of Economic History, UZ</li> <li>● BASIS Mentors Program implemented, including solicitation of proposals, review of 10 proposals, awarding of funding to 3 students, mentor selection, and review workshop held</li> <li>● US Principal Investigator Hughes from Rutgers begins sabbatical leave in Zimbabwe</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Workshop and training priorities identified</li> <li>▪ CASS project manager Gonese receives Ph.D.</li> </ul>	<ul style="list-style-type: none"> <li>▪ 4 Parliamentarians attended International Conferences</li> </ul>
<ul style="list-style-type: none"> <li>○ Draft papers on Strengths and Weaknesses of Selected Resettlement Models and Final Synthesis Report on Alternative Models for Land Reform and Resettlement</li> <li>○ Report on Feasibility of Constructing a Rural Land Use Planning LIS/GIS</li> </ul>	<ul style="list-style-type: none"> <li>○ Two other CSO proposals approved for collaboration and financial backing</li> </ul>	<ul style="list-style-type: none"> <li>○ Students under Mentors programs implement field research</li> </ul>
<p><b>Key:</b></p> <ul style="list-style-type: none"> <li>● Proposed and accomplished</li> <li>▪ Unanticipated but accomplished</li> <li>○ Proposed but not accomplished</li> </ul>		

## **SOWs, TRAINING AND CAPACITY BUILDING AND BASIS RESEARCH**

Due to the above-mentioned constraints, progress has been slower than ideal, particularly for the Alternative Models SOW, which heavily depends on fieldwork in rural areas (as of the time of drafting this report, constraints on fieldwork had eased and two SOWs—Alternative Models and Institutional Structures—were making solid progress). By the end of the reporting period, implementation had begun on five SOWs related to policy studies, and furthermore the implementation of the M&E activity. BASIS research on agrarian contracts hit full speed with a number of papers produced and conferences attended during the period. In addition, the project designed and implemented the BASIS Zimbabwe Mentors Program; while it had been hoped that student research would begin, research implementation is anticipated to start in August 2002. The Alternative Models team carried out its study tour to South Africa to visit complementary models of land reform and resettlement. Two technical assistance activities—Land Transactions and Subdivisions SOWs—produced draft papers that the project management team hopes to submit to Parliament’s Land Committee for policy consideration.

The project continued its substantial networking with CSOs and deepened its engagement with Parliament through the involvement of four parliamentarians at international conferences. Considerable effort was undertaken through the M&E activity and researcher workshops to identify and engage policymakers in policy focal groups for each technical SOW implemented. Unfortunately, under the current political and economic crisis in Zimbabwe and restrictions against working with government officials in the wake of the March elections, project impacts in the immediate future have been placed very much in doubt.

Two Zimbabwean Ph.D. candidates were enrolled at the University of Wisconsin; one completed his coursework and the second entered his second year of study. During July 2001, the project management team solicited proposals from CSOs for advocacy training and capacity building; 10 were reviewed and one was selected for grant funding. It had been anticipated that a second solicitation would take place during the 3<sup>rd</sup> and 4<sup>th</sup> quarters (with 2 additional proposals funded); unfortunately, due to heavy time commitments upon project management and Pozarny’s resignation, this activity failed to happen.

A new cost-extension proposal was also developed and submitted to USAID that will:

- finish the coursework of student Charles Chavunduka, who will conclude his final semester of courses in May 2003;
- provide additional resources for LTC/CASS administration to complete all technical assistance and training activities currently underway;
- provide additional management resources for LTC to complete the CASS subcontract and bring the project to closure;
- provide modest additional resources to prepare an end-of-project report, finalise publication of outputs, and post all outputs on a website so that subsequent work (by USAID or other donors) is able to take advantage of where the LTC/CASS project leaves off.

All in all, the project met the majority of its benchmarks for the year, and the new cost-extension proposal, with approval by USAID, will give this project an adequate time horizon to wind down the project with a comfortable margin of error.

## **INTERNATIONAL AIR TRAVEL**

The project supported four Zimbabwean delegations undertaking study tours and/or attending international conferences during the reporting period:

- Alternative Models Study Tour to South Africa: 5 delegates from Zimbabwe, December 2001;
- National Land Tenure Conference, South Africa: 5 delegates from Zimbabwe, November 2001;
- World Bank Conference on Land Issues, Kampala, Uganda: 4 delegates from Zimbabwe, April/May 2002;
- International Association for the Study of Common Property Meetings, Victoria Falls: Prof. Jane Larson attended the conference from the US.

Seven international air trips were undertaken by US Principal Investigators under the technical assistance component of the project:

- Michael Roth from LTC visited Zimbabwe: 25-28 July 2001, 18 February to 2 March 2002, and 16-23 June 2002; cost shared with other projects;
- Katherine Davey from LTC visited Zimbabwe: 13-18 May 2002;
- Kizito Mazvimavi from LTC visited Zimbabwe: 7 June to 17 July 2001;
- Pamela Pozarny from Zimbabwe to the US: late November 2001 to mid-January 2002, on home leave and visit to LTC;
- David Hughes from the US to Zimbabwe for extended stay: April 2002.

## **BUDGET**

For much of the reporting period (but particularly the last 6 months), the management wrestled with an infeasible financial situation. A substantial number of technical assistance and research activities under the first phase of the project were delayed by unforeseen events related to fast-track settlement, the elections, post-election violence, fuel and food shortages, and rapid price inflation. Despite these delays, the work of CASS and LTC management had to proceed unabated and in some instances even increased in order to reprogram and manage changes in activity timelines and budgets.

At the same time that project management was preparing a cost-extension proposal to extend the project through May 2003, it also was preparing a no-cost extension through December 2002 in the event that funding did not materialise.

These events are evident in the financial report in Annex 2. The Management Entity budget at LTC (US\$60,000) and the LTC TA budget (US\$649,291) would have been substantially exhausted by 30 September 2002. However, in case a no-cost extension through December 2002 would prove to be USAID's decision, LTC reduced its expenditures in the last few quarters to ensure adequate resources to close out the project on or around December 2002. As a result, LTC ended the reporting period with US\$152,741.

CASS ended the fiscal year with US\$320,216 remaining in its subcontract. Some of this balance resulted from slow invoicing and disbursements, which by the end of the year had been corrected. Another problem has been the continued devaluation of the Zim dollar, which increased Zim dollar reserves, slowed US dollar disbursements, and dampened the incentives of Zimbabwean research teams. The larger problem lay with the slow or delayed implementation of technical assistance and training activities; two-thirds of this balance is

accounted for by the line items for policy studies (US\$178,922), training and short-courses (US\$23,988), and project monitoring and evaluation (US\$7,489). With the modification of Zim denominated budgets in August 2002 and the programming of all remaining funds in these three line items, all CASS funding has now been encumbered through February or March 2003 (with the exception of CASS management time and operational costs which are covered in the new cost-extension proposal).

# ANNEX 1: MAJOR PROJECT OUTPUTS

## PROJECT REPORTS

LTC/CASS. *Annual Report: Year II*. Zimbabwe Land Reform and Resettlement: Cooperative Agreement. USAID Zimbabwe CA 690-A-00-99-00270-00. LTC/CASS. 1 July-30 June 2001.

LTC/CASS. *Year Three Workplan*. Zimbabwe Land Reform and Resettlement: Cooperative Agreement USAID ZIMBABAWE CA 690-A-00-99-00270-00; July 2001-September 2001. Draft document, September 2001 (improved and finalised in November 2001).

LTC/CASS. Year Three Quarterly Reports: July-September 2001, October-December 2001, and January-March 2002. Zimbabwe Land Reform and Resettlement: Cooperative Agreement USAID ZIMBABAWE CA 690-A-00-99-00270-00. Final document. November 2001.

Mlalazi, Andrew. 2002. Monitoring and Evaluation 1<sup>st</sup> Bi-Annual Report, draft.

## WORKSHOP AND CONFERENCE REPORTS

Gonese, Francis T., Noah Chatora, and Nelson Marongwe. 2002. Report of the Study Tour of Land Reform Sites in KwaZulu-Natal Province, South Africa, 3-6 December 2001.

Kalibwani, Fred. 2002. Proceedings of the Land Policy Advocacy Workshop, held at Elijah Barayi Memorial Training Centre, Johannesburg, South Africa, 8-19 April 2002.

Mgugu, Abby Taka. 2002. Report on Regional Workshop on Land Policy in Africa, Kampala, Uganda, 29 April to 2 May 2002.

Mkhosi, E.T. and P.H. Mazikana. 2002. Land Policy and Issues in Africa. Report on Regional Workshop on Land Policy in Africa, Kampala, Uganda, 29 April to 2 May 2002.

Marongwe, Nelson. Report on the Trip to South Africa: The National Land Tenure Conference, 26-30 November 2001, Durban.

## PROPOSALS AND SCOPES OF WORK

Chinuwo, Trust. 2002. 'Spatial and Temporal Change Analysis of Rangelands in Initial Resettlement Schemes in Zimbabwe.' Proposal awarded funding under the BASIS Zimbabwe Mentors Program.

Mamimine, Patrick, Harvey Jacobs and Pamela Pozarny. 'Institutional Structures for Land Reform: Existing Opportunities and Obstacles, and Alternative Policy Options.' LTC/CASS Scope of Work. September 2001, revised and approved in February 2002.

Marimira, Susan C. 2002. 'An Institutional and Organisational Framework for Land Reform: The Case of Zimbabwe.' Proposal awarded funding under the BASIS Zimbabwe Mentors Program.

- Marongwe, Nelson. 2002. 'A Critical Review of Land Occupations in Zimbabwe: 1998-2001.' Proposal awarded funding under the BASIS Zimbabwe Mentors Program.
- Mazvimavi, Kizito. 2002. 'Socioeconomic Analysis of Efficiency and Productivity Growth in the Resettlement Areas of Zimbabwe.' Proposal submitted in partial fulfilment of the requirements for the degree of Doctor of Philosophy (Development) at the University of Wisconsin–Madison, June.
- Mugabe, Phaniel and Harvey Jacobs. 'Designing a Land Information System for Rural Land Use Planning: An Assessment and Feasibility Study.' LTC/CASS Scope of Work. September 2001, revised and approved in March 2002.
- Pozarny, Pamela and Michael Roth. 'Project Monitoring and Evaluation.' Scope of Work for the Zimbabwe Land Reform and Resettlement Cooperative Agreement USAID Zimbabwe CA 690-A-00-99-00270-00, November 2001.
- Roth, Michael, Rugube Lovemore and Zhou Sam. 2001. 'Land Transaction Monitoring and Evaluation of Public and Private Land Markets in Redistributing Land to Disadvantaged People.' LTC/CASS Scope of Work, Activity Two, September 2001.
- Roth, Michael and Katherine Davey, with the assistance of Kudzai Chatiza, Francis Gonese, and Pamela Pozarny. 2002. 'Land Reform and Resettlement in Zimbabwe.' Proposal for a Cost-Extension of the Cooperative Agreement with LTC, University of Wisconsin–Madison.
- Sithole, Pinimidzai. 2002. 'Impact of Water Reforms on Women in Zimbabwe.' Proposal awarded funding under the BASIS Zimbabwe Mentors Program.

## REPORTS AND PUBLICATIONS

- Hughes, David McDermott. 2001. 'Re-zoned for Business: How Ecotourism Unlocked Black Farmland in Eastern Zimbabwe.' *Journal of Agrarian Change* 1(4): 575-99. Also presented at the 9<sup>th</sup> Biennial Conference of the International Association of Common Property, Victoria Falls, 17-21 June 2002.
- Hughes, David McDermott. 2001. 'The Incredible, Shrinking Communal Lands: How "Development" Betrayed Smallholders in Eastern Zimbabwe.' In *Zimbabwe: the Politics of Crisis and the Crisis of Politics*, edited by Yuka Suzuki and Eric Worby. New Haven, CT: Center for International and Area Studies, Yale University.
- Hughes, David M. 2001. 'The Opening of Zimbabwe: Pitfalls of Democratic and Development Liberalism.' Presented at the conference 'Rethinking Land, State, and Citizenship through the Zimbabwe Crisis,' Center for Development Research, Copenhagen, Denmark, 4-5 September 2001.
- Morongwe, Nelson. 2002. "Fast Track Resettlement and the Land Rights Discourse in Zimbabwe." Presented at the 9<sup>th</sup> Biennial Conference of the International Association of Common Property, Victoria Falls, 17-21 June 2002.
- Mtisi, Joseph. 2001. 'Unequal Exchange: Pricing of Communal Tea Outgrowers' Green Leaf in the Honde Valley.' Presented at the 9<sup>th</sup> Biennial Conference of the International Association for the Study of Common Property, Victoria Falls, Zimbabwe, 17-21 June.
- Mtisi, Joseph. 2001. "'Caught Between the Devil and the Deep Blue Sea.'" Post Colonial State's Attitude towards Squatters on Demarcated Forest Areas in Manicaland.' Presented

- at the conference 'Rethinking Land, State, and Citizenship through the Zimbabwe Crisis,' Center for Development Research, Copenhagen, Denmark, 4-5 September 2001.
- Nyambara, Pius. 2001. 'The Politics of Land Acquisition and Agrarian Differentiation in the "Communal" Areas of Zimbabwe.' In *Zimbabwe: The Politics of Crisis and the Crisis of Politics*, edited by Yuka Suzuki and Eric Worby. New Haven, CT: Center for International and Area Studies, Yale University.
- Nyambara, Pius. 2001. 'The Closing Frontier: Agrarian Change, Immigrants and the "Squatter Menace" in Gokwe, 1980-1990s.' *Journal of Agrarian Change* 1(4): 534-49.
- Nyambara, Pius. 2001. 'Reconstructing the Contours of Citizenship in a Closing Frontier: Agrarian Change, Immigrants and the "Squatter Menace" in Gokwe Villages, 1980s and 1990s.' Presented at the conference 'Rethinking Land, State, and Citizenship through the Zimbabwe Crisis,' Center for Development Research, Copenhagen, Denmark, 4-5 September 2001.
- Nyambara, Pius. 2002. 'The Closing Frontier: Immigrants, Cotton and Sharecroppers in Gokwe, Northwestern Zimbabwe.' Presented at the 9<sup>th</sup> Biennial Conference of the International Association of Common Property, Victoria Falls, 17-21 June 2002.
- Petrie, Ragan, Kizito Mazvimavi, and Michael Roth. 2001. *Seeking Women Land Owners and Ownership in Zimbabwe: Case Studies of Deeds Registration Haves and Have Nots*. Presented at the BASIS Southern Africa Regional Synthesis Workshop, 22-24 July 2001, Magaliesberg, South Africa.
- Roth, Michael and Chrispen Sukume. 2002. *Farm Size Protection, Informal Subdivisions: the Impact of Subdivision Policy on Land Delivery and Security of Property Rights in Zimbabwe*. Presented at the 9<sup>th</sup> Biennial Conference of the International Association of Common Property, Victoria Falls, 17-21 June 2002.
- Roth, Michael. 2002. *Integrating Land Issues with Poverty Reduction and Rural Development in Southern Africa*. Prepared for the World Bank Regional Workshop on Land Issues in Africa and the Middle East, Kampala, Uganda, 29 April to 2 May 2002.
- Rugube, Lovemore and W. Chambati. 2001. *Land Redistribution in Zimbabwe: Five Census Surveys of Farmland Transactions, 1996-2000*. Presented at the BASIS Southern Africa Regional Synthesis Workshop, 22-24 July 2001, Magaliesberg, South Africa.

## PANELS ORGANISED

- Hughes, Kramer, Mtisi, Mufema and Nyambara organised and presented in a panel entitled 'Remaking the Reserves: New Agrarian Contracts in Zimbabwe,' at the 9<sup>th</sup> Biennial Conference of the International Association for the Study of Common Property conference, Victoria Falls, Zimbabwe, 17-21 June 2002.
- Roth, Michael organised and presented a two-session panel entitled 'Recreating or Losing Common Property? Decentralizing Rights to Land and Water in Malawi, Zimbabwe and the US,' at the International Association for the Study of Common Property Conference, Victoria Falls, Zimbabwe, 17-21 June 2002.

## ANNEX 2: TECHNICAL ASSISTANCE BUDGET

CATEGORY	Project Budget (US\$)	Disbursed Through June 2002	Balance
<b>LTC</b>			
Researchers	\$115,660	\$93,259	\$22,401
Consultants	\$34,236	\$15,395	\$18,841
RPC	\$142,400	\$110,395	\$32,005
Project Assistants	\$104,475	\$71,680	\$32,795
Administration	\$42,493	\$28,390	\$14,103
International Travel	\$62,835	\$60,284	\$2,551
Start-up and Housing	\$2,700	\$4,799	-\$2,099
Communications and Supplies	\$5,384	\$6,621	-\$1,237
Library	\$1,250	\$19	\$1,231
RPC Computer	\$3,000	\$2,598	\$402
Indirect Cost Recovery	<u>\$134,858</u>	<u>\$103,110</u>	<u>\$31,748</u>
<b>Total</b>	<b>\$649,291</b>	<b>\$496,550</b>	<b>\$152,741</b>
<b>CASS</b>			
Project Administration	\$32,154	\$22,997	\$9,157
Policy Studies	\$237,737	\$58,815	\$178,922
Travel Study	\$9,473	\$7,269	\$2,204
Workshops	\$25,500	\$20,620	\$4,880
Training/Short Courses	\$24,000	\$12	\$23,988
Monitoring and Evaluation	\$12,000	\$4,511	\$7,489
Vehicle	\$45,000	\$44,547	\$453
Vehicle Fuel, Insurance, Upkeep	\$18,500	\$8,514	\$9,986
Driver	\$5,000	\$1,010	\$3,990
Living Allowance for RPC	\$29,120	\$12,707	\$16,413
Local per diem for RPC	\$11,540	\$506	\$11,034
Local travel for RPC	\$1,000	\$468	\$532
Airfare for Ph.D. training in the US	\$6,365	\$4,974	\$1,391
Internet and Communications	\$11,000	\$5,621	\$5,379
Photocopy and Supplies	\$11,000	\$5,335	\$5,665
Researcher Salaries (Gonese)	\$47,729	\$24,158	\$23,571
Audit	\$7,500	\$229	\$7,271
Furniture (RPC)	\$4,000	\$3,441	\$559
Bank Charges	\$1,000	\$420	\$580
Utilities and Building Upkeep	\$5,500	\$1,729	\$3,771
Security	<u>\$4,200</u>	<u>\$1,222</u>	<u>\$2,978</u>
<b>TOTAL</b>	<b>\$549,318</b>	<b>\$229,102</b>	<b>\$320,216</b>
<b>PROJECT TOTAL</b>	<b>\$1,198,609</b>	<b>\$725,652</b>	<b>\$472,957</b>

## ANNEX 2 (CONTINUED): BASIS BUDGET

<b>BASIS BUDGET: Zimbabwe Land Reform and Resettlement Project</b>			
<b>Category</b>	<b>Project budget (US\$)</b>	<b>Disbursed Through June 2002</b>	<b>Balance</b>
<b>Management Entity</b>			
Salaries and fringe benefits		\$28,194	
Travel		\$2,369	
ODC		\$122	
ICR		<u>\$18,045</u>	
Subtotal ME	\$60,000	\$48,730	\$11,270
<b>Subcontracts</b>			
Rutgers/UZ Land Contracts Proposal	\$174,029	\$48,090	\$125,939
CASS/LTC/SARIPs Mentors Proposal	<u>\$65,971</u>	<u>\$16,493</u>	<u>\$49,478</u>
	<b>\$300,000</b>	<b>\$113,313</b>	<b>\$186,687</b>

### ANNEX 3: CONTACTS WITH NGO AND CSOS

<b>Date</b>	<b>Persons contacted/Events</b>	<b>Institutional affiliation</b>	<b>Purpose of meeting</b>
5 July 2001	Andrew Mlalazi, Consultant	Development in Practice	Contracting and refining SOW
9 July 2001	Sam Geza, Consultant	Africonsult	Discussing possible points of contact
11 July 2001	Oscar Musandu	Consultant	Discussing possible points of contact
11 July 2001	Dr. Lovemore Zinyama	K-2 Tectop consult Ltd.	Contract proposal
18 July 2001	Shadreck Matahire	Zimtrust (NGO)	Introduction and discussions on project activities
19 July 2001	Vimbai Vudzijena	Agri-Optima	Contracting for the legal review (Instl SOW)
23 July 2001	Dr. Solomon Mombeshora	Sociology Dept., UZ	Discussion on possible inclusion into Instl SOW
23 July 2001	Edward Sibanda	Africa 2000, UNDP	Discussing project and establishing contacts
25 July 2001	Mutizwa Mukute, Executive Director	PELUM Association	Discussing project and establishing contacts
27 July 2001	Lena Heron	BASIS/Global Bureau Agribusiness Advisor-USAID	Discussions on project
30 July 2001	Dr. Angela Cheater	Academic-Independent Consultant	Introduction and discussions on project
9 August 2001	Sylvester Jinya	Ministry of Water Resources and Rural Development, DDF	Introduction and discussions on project
9 August 2001	Dr. Arnold Sibanda	Institute of Development Studies (IDS)/UZ	Discussing possible points of contact
10 August 2001	Dr. Mario Zamponi	University of Bologna	Discussions on project
14 August 2001	Gladman Chipamani	Chipamani Healing Association, Chiredzi-NGO	Discussions on project
14 August 2001	Dr. Louise Fortmann	Professor, University of California, Berkeley	Discussions on project
14 August 2001	Nonto Nemarundwe	Research Associate, Institute of Environmental Studies/UZ	Contract Proposal

15 August 2001	Dr. Ben Cousins	University of Western Cape	Meeting with Mr. Gonese to review land reform issues and upcoming study tour
29 August 2001	Prosper Matondi	Swedish University	Discussions on offer of contract
14 September 2001	Dr. Medicine Masiwa	Director, FES	Discussions on project
11 October 2001	Rob Mellors, Consultant	Development in Practice	Discussions on project
31 October 2001	Rose Marie Depp, Eric Loken, Deprose Muchena (USAID); John Makamure (SUNY); Daniel Ncube, Renson on Gasela (MPs) and Pamela Pozarny	USAID, SUNY project, Members of Parliament, CASS-LTC project	Discussions on relationship between the two projects and support to Parliament's Portfolio Committee on Lands, Water...
12-14 November 2001	Dr. Pozarny and AMS researchers	Alternative Models Study researchers and RPC (N. Marongwe, C. Mukora; P. Pozarny)	Field trip to Midlands Province for research work
24 November 2001	Haile Menkerios	UNDP—Abuja Mission Team	Meeting for update on Abuja discussions
October-November, 2001	Prof. Ben Cousins, Dr. Edward Lahiff	PLAAS, University of Western Cape	Selection on tour sites and local organisations meet
October-November, 2001	Dr. Mike Lyne	University of Natal	Selection of tour sites
November	Lisa De Grande	AFRA, Pietermaritzburg	Logistics for study tour
November	Tienie Swanepoel, Thabi Shange, Mayu Sosibui	Department of Land Affairs	Site and logistical arrangements
November	Peter Simms	Ithala Bank-Private Sector Financial Institution	Selection of tour sites
30 January 2002	John Makamure, Senior Policy Analyst (SUNY)	SUNY Support to Parliament Project-USAID	Preparation for MP meeting (RPC, CASS co-mgr, M+E consult.)
6 February 2002	Teaching module entitled 'Inequalities in CBNRM' for CASS/TREP Masters Program	University of Zimbabwe (CASS/TREP)	Lecture by RPC
7 February 2002	John Makamure, Senior Policy Analyst (SUNY); Daniel Ncube, Renson Gasela (MPs)	USAID-SUNY project, Members of Parliament, LTC project	Meeting to review collaboration (RPC, CASS co-mgr, M+E consult.)

7 February 2002	Sue Mbaya	Private consultant and researcher	Review proj progress, and other regional issues (RPC)
12 February 2002	Mandivamba Rukuni	Kellogg Foundation - Private foundation	Review of project progress and stakeholder panellist solicitation
20 February 2002	Rose Marie Depp, Director	USAID, LTC project	Update and review of project and local environment (Prj. Dir., RPC)
25 February 2002	Ms. Mabel Hungwe, Communications Specialist	Food Agriculture and Natural Resource Policy Analysis Network (FANRPAN)-SADC	Information gathering and review of regional land initiatives
25 February 2002	Daniel Ncube (MP and Chair of Portfolio Committee on Land)	Parliament of Zimbabwe	Update of progress and strategies for future collaborative support
27 February 2002	BASIS Mentor's Workshop	BASIS Mentor program; University of Zimbabwe; independent researchers/scholars - BASIS Management team	Organisational meeting: initial encounter with grantees and professors, and selection of mentors
11 March 2002	CASS Board Meeting	CASS academic staff and all project coordinators	Report to CASS on project activities
18 March 2002	Meeting with PELUM	PELUM	To finalise financial arrangements for capacity building support
22 March 2002	Gladman Chibememe, Director	Chibememe Healing Association, Chiredzi	Informational meeting and update of activities
2 April 2002	Interview for position of Program Manager—CARPP	CASS University Offices	Appointment of Programme Manager for the CAPP Project
13-18 May 2002	Katherine Davey from LTC, Wisconsin	LTC Harare Office	Meetings on Cost-Extension

## ANNEX 4: IASCP PANEL

### Recreating or Losing Common Property? Decentralizing Rights to Land and Water in Malawi, Zimbabwe and the US<sup>3</sup>

Proposed Panel for the International Association for The Study of Common  
Property 9<sup>th</sup> Biennial Conference, 17-21 June 2002

Organised by

**Michael Roth**, Land Tenure Center

At the time of independence in 1980, Zimbabwe inherited a dual economy characterised by skewed landownership and white minority control over the country's land and water resources. For a decade following independence in 1980, the government of Zimbabwe made significant headway in redistributing land to the black majority population, but these efforts had substantially stalled by the late 1980s. In 1998, the government of Zimbabwe sought to reaccelerate the land reform and resettlement program through a joint government-donor initiative. Since then, the political and economic changes in Zimbabwe have been tumultuous. The joint initiative initially took steam, reached momentum, and soon after was displaced by fast track resettlement. Much debate has ensued on the security of land and water rights under fast track land reform, whether by commercial farmers who have lost land, or the new beneficiaries which have occupied large areas of commercial farmland. At present, the basic definitions of land and water rights seem lost in a cloud of uncertainty over whether the new beneficiaries will remain on the land, whether they will be given formal rights, and if not, whether the informal rights they perceive are sufficient for creating effective common property management. The tension between legal rights and growth of informal rights however is not unique to Zimbabwe. Case studies from the US and elsewhere in southern Africa will demonstrate that trends of informalisation are of significant global concern. This panel will integrate 7 presentations focused on informalisation of land and water rights with comments by key policymakers in Zimbabwe to help contextualize this policy debate, and to discuss options for the next phase of policy reform.

Chair: **Michael Roth**, Land Tenure Center

#### **SESSION 1: RURAL AND URBAN LAND TENURE**

Moderator: **Francis Gonesse**, CASS

##### **1. Nelson Marongwe, ZERO. What Land Rights Under Fast Track Resettlement**

Zimbabwe's current fast track resettlement program has seen over forty thousand families being resettled on some 759 farms by December 2000. Many more families have since been resettled during the year 2001. Questions have been raised on the legality of fast track resettlement. The government in an attempt to normalise the situation created by farm occupations has made several changes to the legal framework governing land acquisition including changes made to the constitution, the land

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<sup>3</sup> Panel organizers gratefully acknowledge the financial support of USAID Global Bureau which funded the presenters and discussants on water through the BASIS CRSP, and USAID/Harare which provided travel support for researchers and discussants on land through the LTC/CASS Land Reform and Resettlement Project.

acquisition act, and the introduction of a statutory instrument governing land acquisition. More and more farms are being gazetted, and land redistribution under the Model A2 has gained momentum. This paper will endeavour to answer some critical questions about the implication of these changes for security of tenure and resource management in Zimbabwe: How is land acquisition being defined in the current legal and socio-political environment? What land rights are being given to the newly settled farmers under Models A1 and A2? What happened to the land rights of the affected large-scale farmers? Where does land policy go from here?

## **2. Michael Roth, University of Wisconsin-Madison, and Chris Sukume, University of Zimbabwe. Farm Size Protection, Informal Subdivisions: The Impact of Subdivision Policy on Land Delivery and Security of Property Rights in Zimbabwe**

Land reform and resettlement need not be public sector driven. Beyond Phase I of Zimbabwe's Land Reform and Resettlement Program (1980-1998) and the current fast track resettlement, the private land market has created an important process of shadow land reform and de facto land redistribution. However, legal constraints on subdivision and the high costs of subdividing and defining property rights on the ground in many instances are creating a legal limbo where the current owner is de facto subdividing property but the new claimants are unable to secure land rights or financial capital to aid in development. This paper will analyse the legal and institutional constraints to subdivision and consolidation, the financial and time constraints to subdivision, and the contribution of subdivisions and consolidations to the expansion and/or contraction in land supply. It also will present findings of current case study research contrasting subdivision constraints with de facto subdivision that is nonetheless occurring on the ground, and the detrimental effects informal subdivision will have on land use management and capital investment unless current policies are modified.

## **3. Jane Larson and Brenda Haskins, University of Wisconsin-Madison. Informality, Illegality and Inequality: Land Resettlement and Informal Housing in the *Colonias* of Texas, USA**

This paper critically examines the problem of regulating the informal economy from within the reference point of the US legal tradition. Its descriptive ground is a literature review and the authors' field work in settlements of informal housing located in the border region of Texas known as 'colonias.' Today more than half a million people live in these unregulated and non-standard subdivisions developed without zoning or planning, without access to basic public services such as water and sewer, and filled with housing constructed by the occupants themselves without reference to building codes. Long a part of the survival strategy of the poor of the developing world, informality is increasingly visible inside the U.S. But, the paper argues, the U.S. legal system is not yet ready to address informality sensibly. Informality contradicts legality, and especially equality, as the U.S. legal tradition conceives these values. The paper will show that Zimbabwe's experience is not isolated, and that legal barriers are creating informality or illegality on the ground. The paper concludes with a proposal for a new regulatory strategy for addressing informality based on regulatory policies pioneered for the housing sector in the developing world, and for economic rights by the international human rights community.

## **4. Bill Kinsey and Michael Shambare. Decentralisation of a Sort: Traditional and Modern Local Leadership and Access to State-owned Commons in Zimbabwe**

Zimbabwe's recently introduced Traditional Leaders Act (TLA) turns back the hands of time for many rural dwellers. In the resettlement areas established on state land in the early 1980s, villages have been managed for some 20 years by democratically elected chairmen. Now these villages are being compelled to revert to traditionally hierarchical, quasi-hereditary forms of local leadership. At one level, the legislation appears to be a response to the call of the 1994 land tenure commission to restore control of land and resource management to traditional authorities. Further, recent events suggest that the government has decided it can go further and use the same instruments to extend its hegemony in rural areas that were used by the colonial government. In addition, deliberate use of a traditional leadership structure may in part be a strategy both to conceal and to counterbalance the

weakened presence of civil servants—such as resettlement officers—in rural areas. The paper explores the introduction of the TLA in culturally heterogeneous resettlement areas in three different areas of the country. Based on wide-ranging interviews, the paper documents the perceptions by villagers—including leaders—of the strengths and weaknesses of both traditional village heads and modern village chairmen. The focus of the paper then is a treatment of the ‘desirable’ balance between the perceived virtues of the old and the new systems of leadership in dealing with ordinary problems of the commons: land allocation; village planning; destruction of grazing areas; inheritance of land rights; and intrusions of ‘resource-poachers.’

## **SESSION 2: WATER AND NATURAL RESOURCES MANAGEMENT**

Moderator: **Michael Roth**, LTC

### **5. Bill Derman, Michigan State University, Anne Hellum, University of Oslo and Francis Gonese, CASS. Decentralizing Rights to Water? Water Reforms, Informalization and Customary Rights in Southern Africa**

In this paper the relationship between Zimbabwe’s new water policies based on balancing free access to water for primary purposes and the user pay principle for commercial waters is explored. In colonial Southern Rhodesia the right to primary water was embedded in the earliest legislation concerning water. In addition, there are norms and principles underlying local beliefs and practices about sharing water for domestic and agricultural purposes. In the paper we ask whether and to what extent local principles and practices have influenced national legislation and policy? The paper also examines the reverse, if and how national legislation and policy have influenced local practices and principles? In our view these local norms, principles and practices should be formalised through a decentralised legal framework. It is our view that they contribute to sustainable common property management and increase access to this critical resource. In conclusion, we point to the complex difficulties involved in implementing decentralisation without taking into account customary norms and principles underlying water as a common pool resource.

### **6. Anne Ferguson, Michigan State University, and W.O. Mulwafu, University of Malawi. Decentralization and Environmental Reform in Malawi: Property Rights for Women?**

Over the last decade, prompted by shifts in international thinking about resource management, by donor conditionalities and by fiscal crises, Malawi and Zimbabwe have instituted sweeping reforms of their natural resource base, including new water, land and irrigation laws and policies. They have also enacted new local government legislation that transfers significant decision-making and management authority from central government to district and municipal levels. This paper focuses on research being carried out in Zomba District, Malawi. It examines the effects of these new policies on access to water and land resources. Do, for example, the new laws take into account the matrilineal inheritance patterns practised in this and other areas of southern and central Malawi which have given women farmers more secure resource rights than in patrilineal areas? Do the new local government institutions enable and promote greater stakeholder participation?

### **7. Dr. Medicine Masiwa. Resource Tenure Under Globalisation and Its Impact on the Commons in Southern Africa**

The right to own, control and use natural resources such as land, water and forests, is crucial in southern Africa because its people largely depend on these resources for sustenance. Most African governments undertook major land/water policy reforms after the attainment of political independence. The reforms were often accompanied by government commitments to empower the rural population through devolution of political power from the centre to the periphery. Rather than giving people control over their local resources, governments instead opted for institutional decentralisation that curtailed effective common property management. Globalisation is creating new opportunities for effective and transparent devolution of political power through more efficient flow

of information and shared learning of experiences on resource management. But, globalisation also poses major challenges for African governments and the commons to come up with appropriate systems that ensure sustainable use of land, water, fauna and flora in a global context. Tenure systems must be WTO compatible and ensure adequate protection of the common interests, rights and needs. This is a rather difficult challenge for the commons, considering the increasing commercial use of fauna and flora in the South. For instance, how do the commons benefit from implementation the Biodiversity protocol and TRIPS (Trade Related Aspects of Intellectual Property Rights)?

Discussants:

**Daniel Ncube**, Head of Portfolio Committee on Land, Agriculture, Rural Resources and Water Development;

**Zebediah Murungweni**, Formerly Advisor to the Ministry of Rural Resources and Water Development and Board Member of the Zimbabwe Water Authorities (Zimwa). He is currently independent.

## **ANNEX 4 (CONTINUED): IASCP PANEL**

### **Remaking the Reserves: New Agrarian Contracts in Zimbabwe**

Proposed Panel for the International Association for The Study of Common Property 9<sup>th</sup> Biennial Conference, 17-21 June 2002

Organised by

**David Hughes**, Department of Human Ecology, Rutgers University

Zimbabwe's order of race and space is crumbling. For years, scholars and policymakers treated the country as split between white commercial areas and black communal areas. Under this partition, politics centred on fences and hectares—in short, on the control of land. The recent invasions of commercial farms in Zimbabwe have abolished the fences, certainly. But, in a less dramatic fashion, they constitute but one aspect of a slow shift in agrarian relations: complex contracts between growers and buyers are gradually superseding simple arrangements of landholding. The papers in this panel trace the emergence of such contracts from the 1950s to the present and attempt to predict future trends. At around mid-century, Zimbabwe's largest tea estates initiated outgrower schemes in communal areas. Outgrowers control the land without controlling the harvest. For sharecroppers, the relationship is reversed. Along the crowded northwestern Cotton Belt, landless peasants, at least, control most of the fruits of their labour. Land reform does not necessarily change this state of affairs. The Mushandike resettlement area has fallen under the sway of Zimbabwe's largest fruit cannery. Resettled farmers have become outgrowers to this corporation, with a wink and nod from the state. In these three cases, strong and weak actors have 'cheated' the rules of land tenure. They have effectively side-stepped a century of regulation based on the control of land. In the context of the invasions, white commercial farmers are in the process of bringing these manoeuvres into Mozambique. Their acceptance in that country is emblematic of the post-socialist turn in southern Africa. Capital is welcome to develop this and other hinterlands—all the more so if it can avoid the political risk of owning land.

#### **1. Joseph P. Mtisi, Department of Economic History, University of Zimbabwe. Eating the Forbidden Fruit: Colonial Origins of Tea Out-grower Schemes in Zimbabwe**

There are more than 3,000 tea out-growers in the eastern districts of Zimbabwe, with a projected increase of 200% in the next five years. At times referred to as contract farmers, these tea outgrowers produce green tea leaves on their land for sale to private tea companies or parastatal, which will process and then market the resultant made tea. But this is a relatively recent development in Zimbabwe; it only started in the 1960s. At the outset, in white settler colonies in Africa like southern Rhodesia, Kenya and Malawi, most of the fertile land was expropriated from the Africans and given to white settlers. As a result, the indigenous people were forced into native reserves. On the land so appropriated, the white settlers grew various cash and food crops. Most of the cash crops like tea and coffee became the guarded preserves of whites; it was illegal, for example, for Africans to grow tea. The colonial governments in these colonies claimed that if Africans were allowed to grow these crops, the result would be the spread of diseases. But the real reason was that the colonial states wanted to shield white settlers from African competition. However, in the case of Zimbabwe, by the end of colonial rule in 1980, this situation had undergone subtle changes. There were already three tea outgrower schemes in the country initiated and supported by the colonial government. This paper examines the dynamics and history of African participation as growers in the tea industry in colonial Zimbabwe. An attempt is made to analyse the change of attitude on the part of the colonial state—from a position where they prevented Africans from growing tea to one where they actively

encouraged them to do so. An important aspect of the paper will be an examination of how Africans reacted to this ‘new opportunity.’

## **2. Pius Nyambara, Department of Economic History, University of Zimbabwe. The Closing Frontier: Immigrants, Cotton, and Sharecroppers in Gokwe, Northwestern Zimbabwe**

The Gokwe region of northwestern Zimbabwe has since the 1950s experienced a large influx of immigrants who came in search of land. After independence in 1980, the wave of immigration into Gokwe increased rapidly largely due to severe land shortages in the areas of origin, the post-independence cotton boom which attracted many immigrants, and the effects of the Economic Structural Adjustment Program (ESAP) initiated in the early 1990s which resulted in massive retrenchments of people from work. The majority of the retrenched found their way into Gokwe villages. By the 1990s, land pressure in Gokwe had become evident as manifested in ubiquitous land disputes among various land claimants. As land shortages have become a reality in Gokwe villages, the landless households have resorted to various forms of sharecropping with land rich households. Yet the main models of Zimbabwe’s land reform program take little account of sharecropping as a way to access factors of production. Recent immigrants and young adults in particular often lack sufficient land to produce food and cash crops. Sharecropping gives the land-poor farmer access to additional land. In turn the landlord overcomes his or her shortage of labour. I found such arrangements common on the cotton frontier of Gokwe—where cotton is highly labour intensive and land progressively scarcer as more immigrants pour in. My preliminary research indicates that through sharecropping, large landowners have accumulated even further, while sharecroppers have not advanced. My paper will examine the historical roots of sharecropping in Gokwe. It will seek to determine at what stage and under what circumstances sharecropping became a significant means of accessing factors of production. It will pay particular attention to the parties involved in sharecropping arrangements, i.e., years of settlement in Gokwe; areas of origin; gender; age; position in the family cycle; ethnic background; etc. More specifically, the paper will seek to analyse in greater detail, the precise nature of the terms of sharecropping arrangements, including the division of harvest, duration of the arrangements, purchase of inputs, credit and the dynamics of these factors over time, especially as more and more immigrants poured into Gokwe. Some sharecroppers often enter into written and/or verbal agreements.

This paper will examine the nature of the those agreements, and the problems, if any, that arise in the event that one party fails to comply with the terms of agreement. What happens to a sharecropper who fails to comply with the terms? Who settles the disputes that arise, and what does the process involve? It will analyse sharecropping within the broader context of post-independence land reforms in Zimbabwe. How for instance, has the slow progress in land reforms affected sharecropping arrangements? What will be the outcome of the fast-tract resettlement program currently underway on sharecropping? If many landless people are resettled under the program, will this imply that land pressure will ease and therefore this will affect the terms of sharecropping? Does sharecropping undermine the official land reform program in any way? How can government agencies and NGOs regulate sharecropping?

## **3. David Hughes, Rutgers University. Rezoned for Business: How Ecotourism Unlocked Black Farmland in Eastern Zimbabwe**

Eco-tourism is undermining black smallholders’ entitlement to land in Zimbabwe. In the 1890s, British administrators restrained whites from alienating the whole of the country by demarcating native reserves. In terms of this limited aim, the policy of native reserves worked. It ensured a land base for black agriculture, particularly for women and children. In the late 1980s, however, CAMPFIRE (Communal Areas Management Programme for Indigenous Resources) invited the tourism industry to begin operations in the lowland reserves. These firms have claimed land, made money, and relocated smallholders. Based on economic and ecological arguments, CAMPFIRE has redefined the black entitlement as merely a claim competing with those of other ‘stakeholders.’ No guarantees exist for residents and cultivators. Indeed, government and NGOs are fast transforming the

lowland reserves into privileged and subsidised investment zones. Held in check for a century, a new kind of settler colonialism is sweeping down from the highlands.

#### **4. Edmore Mufema, Department of Economic History, University of Zimbabwe. Making or Breaking Bonds: Aspects of Contract Sugar Schemes in the Southeastern Lowveld of Zimbabwe**

In the 1950s and 1960s two interrelated processes began taking place that were to change the landscape of the southeastern Lowveld of Zimbabwe. On the one hand, the southern Rhodesian government initiated the process of selling land to private developers to establish sugar-producing estates. On the other, the government embarked on a massive dam building campaign to provide water for the sugar industries. A notable feature of the land sale agreements between the government and the three sugar producing estates—Triangle (1954), Hippo Valley (1958) and Mkwesine (1971)—was the stipulation that part of the land and water for each estate had to be set aside for contract settler schemes. As a result, Triangle Estate took up its first three contract farmers in 1955/56. In 1962, six more contract farmers were taken on board and in 1988/89 30 African contract farmers were engaged at Mpapa contract settler scheme. At Hippo Valley the first contract farmers were engaged in 1962 and by 1993 the total stood at 42 farmers. At Mkwesine, the first contract settlement involved 100 farmers in the 1970s and the Chipiwa settlement scheme was introduced in the early 1980s. Today one can make a distinction between the early group of contract farmers engaged in the colonial period who were all of non-African origin and the African smallholder contract farmer schemes taken up after 1980.

This paper examines the land sale agreements, the sugar milling agreements, and the overall arrangements between the large planter class and the settler farmers, and the intra-relationship within the contract farmer group. I ask a number of questions, inter alia: What criterion was used in the selection of settler farmers within the historical framework? What were/are the rights and obligations of the parties to the contractual agreement? Were/are there any other forms of contractual agreements apart from the written and formal agreements? Contract sugar farming poses some interesting theoretical assumptions: first the sugar contract farmer group is not a homogenous entity, and, secondly, the group is highly unionised and organised. I propose to analyse the role and impact of the Zimbabwe Cane Planters Association (ZCPA), a farmers' association, formed and run by the contract sugar farmers. I would like to investigate whether or not there is any 'dissident' farmers' association running parallel to the ZCPA. What is the relationship between the different and various farmers? I would like to study the operations and role of the Division of Proceeds Committee—a body comprising representatives of the estates and contract farmers in the allocation and distribution of the fruits of labour.

Finally, I will analyse contract sugar farming within the broad framework of the Zimbabwean land reform program in the post independence era. Was the establishment of the Chipiwa and Mpapa African contract schemes part of the land resettlement programs of the 1980s? What has been the impact of the fast track land reform on the contractual sugar producing arrangements? And, more importantly, what lessons do the sugar contractual arrangements offer for the agrarian reform in the country?

Discussant:

**Ben Cousins**, Programme on Land and Agrarian Studies, University of the Western Cape,  
South Africa