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Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA




# **IMPLEMENTATION EVALUATION OF PROACTIVE LAND ACQUISITION STRATEGY (PLAS)**

**COMPILED BY: DIRECTORATE  
EVALUATION AND RESEARCH**

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Approval of the Proactive Land Acquisition Strategy (PLAS) Implementation  
Evaluation by the Director General: Rural Development and Land Reform

Name of Director General	MR PM SHABANE
Signature	
Date	2/2/2015

## TABLE OF CONTENTS

<b>EVALUATION PROJECT TEAM</b> .....	<b>vii</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>viii</b>
1. INTRODUCTION .....	viii
2. OBJECTIVES OF THE STUDY .....	viii
3. METHODOLOGY AND SCOPE OF THE STUDY .....	viii
4. FINDINGS OF THE EVALUATION .....	x
4.1 PLAS CONCEPTUALISATION .....	x
4.2 PLAS IMPLEMENTATION MANUAL .....	x
4.3 MANAGEMENT ACCOUNTABILITY .....	x
4.4 DOCUMENT MANAGEMENT .....	xi
4.5 BUDGET ALLOCATION AND COST-EFFECTIVENESS ANALYSIS.....	xi
4.5 FARM BACKGROUND.....	xii
4.6 LEASE AGREEMENT .....	xiii
4.7 FARM PLANNING .....	xiv
4.8 FARM PRODUCTIVITY .....	xv
4.9 AGRARIAN TRANSFORMATION.....	xvi
4.10 FOOD SECURITY .....	xvii
4.11 BASIC INFRASTRUCTURE.....	xix
4.12 SKILLS AUDIT AND TRAINING .....	xix
4.13 BENEFICIARIES LIVELIHOODS .....	xxi
4.14 ECONOMIC DEVELOPMENT.....	xxii
4.15 GENDER EQUALITY AT PROJECT LEVEL .....	xxiii
4.16: COMMUNITY PARTICIPATION.....	xxiii
4.17 FINANCIAL BENEFITS .....	xxiv
5. CHALLENGES AND SUGGESTIONS FOR IMPROVEMENT.....	xxiv
5.1 CHALLENGES IDENTIFIED BY BENEFICIARIES.....	xxiv
5.1.1 Market and production.....	xxiv
5.1.2 Operational.....	xxv
5.1.3 Organisational Support .....	xxv
5.1.4 Sustainability .....	xxvi
5.1.5 Monitoring of projects .....	xxvi
5.1.6 Communication .....	xxvi

5.2 CHALLENGES IDENTIFIED BY PROGRAMME MANAGERS .....	xxvi
5.3 SUGGESTIONS FOR IMPROVEMENT .....	xxvii
5.3.1 Beneficiaries suggestions for improvement .....	xxvii
5.3.2 Managers suggestions for improvement .....	xxviii
6. CONCLUSION AND RECOMMENDATIONS .....	xxix
6.1 RECOMMENDATIONS .....	xxxi
<b>CHAPTER ONE: INTRODUCTION .....</b>	<b>1</b>
1.1 INTRODUCTION .....	1
1.2 BACKGROUND TO PROACTIVE LAND ACQUISITION STRATEGY (PLAS) .....	2
1.3 OBJECTIVES OF PLAS .....	2
1.4 PLAS FRAMEWORK .....	5
1.4.1 Legislative framework and delegation .....	5
1.4.2 Target groups .....	5
1.4.3 Corridor approach, agricultural development in nodal areas .....	6
1.4.4 Institutional arrangements .....	6
1.4.5 Financial mechanisms .....	7
1.4.6 Communication strategy .....	7
1.4.7 Skills development strategy .....	7
1.4.8 Monitoring and evaluation .....	8
1.5 PLAS PROJECT LIFE CYCLE .....	8
1.5.1 Phase 1: Land Acquisition .....	8
1.5.2 Phase 2: Project Planning and Land Development .....	9
1.5.3 Phase 3: Trial Lease Period .....	10
1.5.4 Phase 4: Transfer/Disposal of Land .....	11
1.5.5 Phase 5: Post Settlement Support .....	12
<b>CHAPTER TWO: BACKGROUND TO THE EVALUATION .....</b>	<b>13</b>
2.1 INTRODUCTION .....	13
2.2 TYPE OF EVALUATION .....	13
2.3 IMPORTANCE OF THE EVALUATION .....	13
2.4 PURPOSE AND OBJECTIVES OF THE EVALUATION .....	13
2.5 KEY QUESTIONS TO BE ADDRESSED BY THE EVALUATION .....	14
2.6 SCOPE OF THE STUDY .....	15
<b>CHAPTER THREE: METHODOLOGY .....</b>	<b>16</b>
3.1 INTRODUCTION .....	16

3.2 TARGET POPULATION .....	17
3.3 SAMPLING SELECTION.....	17
3.3.1 Determining the sample size .....	18
3.4 QUESTIONNAIRE DESIGNING.....	20
5. DATA PROCESSING .....	21
3.6 DATA ANALYSIS.....	22
3.7 LIMITATIONS OF THE STUDY .....	22
<b>CHAPTER FOUR: KEY FINDINGS .....</b>	<b>23</b>
4.1 INTRODUCTION.....	23
4.2 PLAS DESIGN AND MANAGEMENT FOCUS .....	23
4.2.1 PLAS Design.....	23
4.2.2 PLAS Management .....	24
4.2.3 Cost-effectiveness Analysis.....	24
4.3 DEMOGRAPHIC ANALYSIS .....	26
4.4 BENEFICIARIES STATUS .....	29
4.5 FARM BACKGROUND .....	31
4.6 LEASE AGREEMENT .....	36
4.7 FARM PLANNING .....	37
4.8 FARM PRODUCTIVITY .....	40
4.9 AGRARIAN TRANSFORMATION.....	48
4.10 FOOD SECURITY.....	51
4.11 BASIC INFRASTRUCTURE.....	57
4.12 SKILLS AUDIT AND TRAINING .....	59
4.13 BENEFICIARIES LIVELIHOODS .....	64
4.14 ECONOMIC DEVELOPMENT.....	66
4.15 GENDER EQUALITY AT PROJECT LEVEL .....	68
4.16: COMMUNITY PARTICIPATION.....	69
4.17 FINANCIAL BENEFITS .....	71
<b>CHAPTER FIVE: CHALLENGES AND SUGGESTIONS FOR IMPROVEMENT .....</b>	<b>73</b>
5.1 INTRODUCTION.....	73
5.2 CHALLENGES IDENTIFIED BY BENEFICIARIES.....	73
5.2.1 Market and production.....	73
5.2.2 Operational.....	73
5.2.3 Organisational Support .....	74

5.2.4 Sustainability .....	74
5.2.5 Monitoring of projects .....	75
5.2.6 Communication .....	75
5.3 CHALLENGES IDENTIFIED BY PROGRAMME MANAGERS .....	75
5.4 SUGGESTIONS FOR IMPROVEMENT .....	76
5.4.1 Beneficiaries suggestions for improvement .....	76
5.4.2 Managers suggestions for improvement .....	77
5.5 LESSONS LEARNED FROM THE PLAS EVALUATION .....	77
<b>CHAPTER SIX: CONCLUSION AND RECOMMENDATIONS .....</b>	<b>79</b>
5.1 CONCLUSION .....	79
5.2 RECOMMENDATIONS .....	81
<b>APPENDICES.....</b>	<b>84</b>
<b>APPENDIX A: DATA COLLECTION INSTRUMENT: PROGRAMME MANAGERS.....</b>	<b>84</b>
<b>APPENDIX B: DATA COLLECTION INSTRUMENT: BENEFICIARIES.....</b>	<b>97</b>

## LIST OF TABLES

Table 1: Key questions linked to specific themes and outcomes of the programme .....	15
Table 2: Distribution of total number of farms acquired through PLAS per province .....	17
Table 3: Proposed and actual sample size and response rate .....	19
Table 4: Number of provincial Land Reform directors interviewed.....	19
Table 5: Contents of beneficiary's questionnaire .....	20
Table 6: Contents of the land reform director's questionnaire .....	21
Table 7: Budget allocation/financial year since inception of the programme.....	25
Table 8: Beneficiaries and their employment status.....	31
Table 9: Responses on the land allocated in terms of range .....	40
Table 10: Field crop .....	41
Table 11: Horticulture products.....	42
Table 12: Livestock .....	43
Table 13: Necessary and adequate farming equipment .....	45
Table 14: Aggregated farm production based on field crop, horticultural products and livestock.....	51
Table 15: Access to physical capital on the farm before and after PLAS .....	57
Table 16: Number and percentage of beneficiaries as per training attendance.....	60
Table 17: Number of beneficiaries who have and have not receive grants and usage of grant .....	71
Table 18: Income generated in the first year and the last financial year.....	71

## LIST OF FIGURES

Figure 1: Statistical value chain .....	16
Figure 2: Distribution of sampled beneficiaries by gender.....	26

Figure 3: Distribution of sampled beneficiaries by age groups .....	27
Figure 4: Distribution of sampled beneficiaries with disability status per province.....	28
Figure 5: Level of qualification for sampled beneficiaries. ....	28
Figure 6: Status of the household per household size .....	29
Figure 7: Household status of beneficiaries .....	30
Figure 8: Beneficiaries in the project as per their position .....	30
Figure 9: Number of beneficiaries benefitting from PLAS project.....	31
Figure 10: Beneficiaries who were residing and not residing in the farm before PLAS project .	32
Figure 11: Beneficiaries currently staying in the farm .....	33
Figure 12: Period of beneficiaries staying on the farm.....	34
Figure 13: The living conditions in the farms .....	34
Figure 14: Beneficiaries on areas and years of experience in farming.....	35
Figure 15: Beneficiaries who are leasing the farm from the department and signed the lease agreement .....	36
Figure 16: Holding arrangement/legal entity of the farm .....	37
Figure 17: Percentage of land/farm subdivision .....	38
Figure 18: Previous and current agricultural enterprise being practiced in the farm.....	38
Figure 19: Feasibility study conducted on the farms .....	39
Figure 20: Percentage of beneficiaries who have viable business plan .....	39
Figure 24: Satisfaction of selling the products and production/operation in the farm .....	43
Figure 25: Profitable production .....	44
Figure 26: Necessary and adequate farming equipment .....	45
Figure 27: The condition of farm equipment .....	46
Figure 28: Asset register to manage the asset and record .....	46
Figure 29: Leasing of farming equipment.....	47
Figure 30: Rental/leased farming equipment.....	48
Figure 31: Farming before PLAS and the type of farming .....	48
Figure 32: Appropriate structure identified .....	49
Figure 33: Ability to get enough food .....	51
Figure 34: Rating of the community benefitting from farming .....	52
Figure 36: Rating of the farming operations.....	53
Figure 21: Selling of products to other provinces and frequency .....	54
Figure 22: Channels used to market products to other provinces .....	55
Figure 23: Exporting of products.....	56
Figure 37: How water is accessed in the projects.....	58
Figure 38: Condition of roads accessing the farms .....	58
Figure 39: Beneficiaries indicating that skills audit is conduct or not conducted .....	59
Figure 40: People who have and have not receive training from the department.....	60
Figure 41: Percentage of beneficiaries who can and cannot manage the farm on their own sufficiently without any assistance from other relevant stakeholders.....	62
Figure 42: Beneficiaries who receive and not receive support from other stakeholders or organization .....	63
Figure 43: Stakeholders providing support to beneficiaries .....	63
Figure 44: Beneficiaries who are benefitting and not benefitting from the project .....	64
Figure 45: Farm workers employed in the farm per type of employment .....	66
Figure 46: Percentage of farm workers per type of employment .....	66
Figure 47: Beneficiaries who agree or disagree that PLAS projects promote progress towards rural enterprise and industries .....	67
Figure 48: Percentage of beneficiaries rating the overall success of the farms.....	68

Figure 49: Beneficiaries who agree or disagree that PLAS promote gender equality ..... 68  
Figure 50: Percentage of beneficiaries who indicated whether they have experienced any  
conflicts or not that have affected productivity ..... 69



## EVALUATION PROJECT TEAM

The Project Team comprised of key members that were actively involved in conducting the evaluation exercise.

List of the Evaluation Project Team

<b>NAME</b>	<b>DESIGNATION</b>
<b>Ms Thokozile Masangu</b>	D: Evaluation and Research (Project Leader)
<b>Ms Thilivhali Tshivhase</b>	DD: Evaluation and Research (Project Manager)
<b>Mr Orapeleng Mokgale</b>	DD: Statistician (Project Manager)
<b>Mr Vhutshilo Mashapa</b>	Chief M&E Analyst
<b>Mr Thabo Mokhele</b>	Chief M&E Analyst
<b>Ms Daisy Ngoma</b>	Chief M&E Analyst
<b>Ms Lerato Motshwaedi</b>	Chief M&E Analyst
<b>Ms Sinah Mashilo</b>	Senior M&E Analyst
<b>Ms Tamary Maluleke</b>	Senior M&E Analyst
<b>Mr Khutso Gololo</b>	Intern: Evaluation and Research

## EXECUTIVE SUMMARY

### 1. INTRODUCTION

The Evaluation and Research Directorate conducted an implementation evaluation study of Pro-active Land Acquisition Strategy (PLAS) during the 2014/2015 financial year. PLAS is a strategy that was developed by the Department of Rural Development and Land Reform with the purpose of acquiring land for the beneficiaries of the department and it was important to be evaluated in order to assess the implementation processes of the strategy, and to some extent identify the achievements of the strategy thus far.

### 2. OBJECTIVES OF THE STUDY

The objectives of the study are as follows:

- To assess PLAS implementation processes and whether implementation is achieved in terms of agrarian transformation.
- To assess the performance of PLAS projects on accelerating the acquisition of strategically located;
- To assess overall performance against the strategy's objectives as set out in the planning documents; and
- To document lessons learned in order to improve the implementation, and management of existing and future land acquisition strategies and

### 3. METHODOLOGY AND SCOPE OF THE STUDY

A variety of methods such as analysis of programme and project administrative records and interviews were used to gather information on the implementation of the PLAS farms/projects. Therefore, interviews were held with beneficiaries of the farms acquired through PLAS and implementers (land reform directors).

For the purpose of conducting a thorough evaluation of PLAS the study was conducted in all nine provinces with the aim to understand the key activities, process and events in programme delivery and whether these are being implemented as designed.

**Target Population:** The Directorate: Evaluation and Research (D: E&R) worked with the list of all farms acquired through PLAS which was provided by Land Reform and Development Branch. From that list, there were about 1 393 farms acquired through PLAS at the end of March 2014. The table below shows the distribution of total number of farms/projects per province as provided by Land Reform and Development Branch.

**Table: Distribution of total number of farms acquired through PLAS per province**

<b>Provinces</b>	<b>Total as ended on the 31<sup>st</sup> of March 2014</b>
<b>Eastern Cape</b>	193
<b>Free State</b>	215
<b>Gauteng</b>	162
<b>KwaZulu-Natal</b>	215
<b>Limpopo</b>	79
<b>Mpumalanga</b>	255
<b>North West</b>	81
<b>Northern Cape</b>	150
<b>Western cape</b>	43
<b>TOTAL</b>	<b>1 393</b>

**Sampling selection:** A non-random sampling technique was utilised. Non-random samples are commonly classified into four types: purposeful, snowball, judgemental and convenience. Purposeful sampling method was used to draw up the sample for this evaluation. This method allowed evaluators to make the selection based on predetermined criteria that in the judgement of the evaluators will provide the data needed. The criteria used for the selection focused on provincial coverage of PLAS farms.

**Questionnaire designing:** Interviews were conducted by using structured questionnaires as tools for collection of information from beneficiaries and land reform directors. The questions were designed in a way that would be able to assist evaluators in reaching the objective of measuring and evaluating the status and performance of the farms acquired through PLAS.

**Data processing:** After collection of data in nine provinces, the data was captured in Excel. The captured data was verified and cleaned by the team to ensure consistency and correctness. In the case of missing data, the data was confirmed telephonically or imputed by using other questions related to the missing value, elsewhere it was noted as unspecified

**Data analysis:** Data was analysed utilizing both data analysis strategy that is qualitative and quantitative strategies. Qualitative data analysis involves making sense of non-numeric data collected as part of evaluation.

While Quantitative data analysis strategy was used to analyse data collected from beneficiaries as the questionnaire included nominal (categorical) data (beneficiaries were able to choose answer from the box), ordinal data (e.g. beneficiaries were able to rate the PLAS) and interval data (e.g. beneficiaries were able to specify amount of money).

## **4. FINDINGS OF THE EVALUATION**

The results on the PLAS programme are based on an analysis of programme and project records, document analysis, interviews with various stakeholders such as beneficiaries, Programme managers for certain provinces even though not all of them. The results are presented according to the following: PLAS design and management, demographic analysis, beneficiary status; farm background; lease agreement, farm planning, farm productivity, agrarian transformation, food security, basic infrastructure; skills audit and training, beneficiary livelihoods, economic development, gender equality, community participation and financial benefits.

Therefore, the results from the interviews are presented by province, where necessary, and for all nine provinces combined to provide an overall picture of PLAS status and performance even.

### **4.1 PLAS CONCEPTUALISATION**

The interviews with 4 provincial directors revealed that directors had an understanding of what the PLAS is all about. The interviewed provincial directors specified that PLAS was conceptualized in the national office in order to buy land proactively and it was designed to address issues such as skewed acquisition of land, to deal with unproductive land and overcrowded beneficiaries from the previous grant called LRAD.

### **4.2 PLAS IMPLEMENTATION MANUAL**

While PLAS was approved “in principle” in July 2006, it arrived with a Ministerial provision that a management (implementation) plan be developed prior to the implementation of the Strategy. The PLAS Implementation Manual was developed in 2007 in order to address the ministerial provision, however, during the interviews with land reform directors, evaluators were informed that the evaluation of PLAS was based on the 2007 implementation manual, while PLAS is no longer implemented using the said manual. There are few concerns regarding PLAS not implemented according to manual, namely: the implementation process is not standardised and leads to PLAS implemented differently in various provinces.

### **4.3 MANAGEMENT ACCOUNTABILITY**

There seems to be no accountability in terms of who is responsible for the management of PLAS at the national level. The evaluation team battled to find a person responsible for the management of the programme, the team was firstly referred to the CD: RECAP which indicated that they are not responsible for PLAS. The team was later referred to the valuers within the land redistribution and development branch and they were not the appropriate people to speak to

regarding the management of PLAS as they are responsible for evaluating the land to be purchased through PLAS and not managing the strategy itself.

#### 4.4 DOCUMENT MANAGEMENT

The evaluation team requested a number of PLAS documents from the branch where PLAS is located and most documents that were requested were not received.

#### 4.5 BUDGET ALLOCATION AND COST-EFFECTIVENESS ANALYSIS

This section provides a perspective on the relative scale of PLAS projects that relates to the time period covered by this evaluation. Table below shows the number of PLAS projects, PLAS expenditures, average costs per project and average cost per hectare. These data are aggregated and cover the time period from the 2007/08 financial year to the end of March 2014.

Since the inception of PLAS in 2007/2008 to 2013/2014 the cost for the PLAS projects has been distributed as follows:

**Table: Budget allocation/financial year since inception of the programme**

Financial year	PLAS projects cost per FY	Number of Projects	Hectares acquired	Average price per project	Average price per hectare
2007/2008	R 594 604 504,21	182	143 478,81	R 3 267 057,72	R 4 144,20
2008/2009	R 976 447 560,58	168	197 617,81	R 5 812 187,86	R 4 941,09
2009/2010	R 299 555 684,49	103	57 060,99	R 2 908 307,62	R 5 249,75
2010/2011	R 692 186 733,57	167	210 022,57	R 4 144 830,74	R 3 295,77
2011/2012	R 1 387 825 184,61	285	278 819,44	R 4 869 562,05	R 4 977,51
2012/2013	R 764 425 681,82	220	113 207,61	R 3 474 662,19	R 6 752,42
2013/2014	R 529 076 959,56	223	69 382,62	R 2 372 542,42	R 7 625,50
<b>Total</b>	<b>R 5 244 122 308,84</b>	<b>1 348,00</b>	<b>1 069 589,85</b>		

The cost of PLAS farms per financial year started in 2007/2008 was R 594 604 504.21 for 182 PLAS projects with 143 478.81 ha purchased. The financial year 2009/2010 had the lowest cost of R 299 555 684, 49 with 103 projects with 57 060,99ha purchased.

#### **Cost-effectiveness Analysis**

On average, the cost per hectare during financial year of 2007/2008 was about R 4 144, 20 with the average cost per project being R 3 267 057, 72. In the financial year of 2013/2014, the average cost per hectare was R 7 625, 50 with the average cost per project being R 2 372 542, 42. Given that the beneficiaries have

complained about poor infrastructure, lack of access to water and the fact that that most of the farms that are purchased by the Department need to be immediately recapitalised, the evaluators believe that the Department is paying a lot per hectare for the farms acquired. Because when determining what should be paid for a farm, a variety of factors such as water security, soils, the quality of infrastructure and location are considered and which were found to be a challenge in most PLAS farms.

#### **4.5 FARM BACKGROUND**

The study found that 92.04% of projects had beneficiaries ranging between 1-20, followed by 2.65% ranging between 21-40 beneficiaries, and 1.77% ranging between 41-60 beneficiaries. Approximately in 0.88% projects, it was not specified how many beneficiaries are benefiting from PLAS.

There were about 9 beneficiaries out of the total of 113 who were employed and also leasing the farm with the department. Free State with 4 beneficiaries, North West and Limpopo with 2 beneficiaries respectively and Northern Cape being the last with only one beneficiary employed. Therefore this indicates that there are beneficiaries who are currently working and leasing the farms from the department. However, it is important to note that all the 9 beneficiaries are not working for the government which make them eligible to be the beneficiaries. For other provinces no beneficiaries were found to be working.

The study has also revealed that out of the total of 113 beneficiaries, about 15.9% indicated that they were residing in the farm before PLAS project and 84.1% indicated that they were not residing in the farm. KwaZulu-Natal has the highest percentage of beneficiaries residing in the farm before the PLAS project with 46.1% followed by Gauteng and Mpumalanga with 16.7% respectively, Eastern Cape being the least with 7.14%. Other remaining provinces have the highest number of beneficiaries who were not residing in the farm before the PLAS project, Eastern Cape, North West and Northern Cape being the highest with approximately 93% and Kwazulu-Natal being the least with 53.8%. This is indicative of the fact that PLAS has resulted in many beneficiaries (84.62%) being resettled in the farms and having access to land for farming.

Of the total of 113 beneficiaries, about 79.6% indicated that are currently residing in the farm and 20.3% indicated that they are not residing in the farm. KwaZulu-Natal and Northern Cape has the highest percentage of beneficiaries residing in the farm with 92.3% respectively, followed by Gauteng with 91.7% and North West being the least with 61.5%. The majority of beneficiaries are now residing in the farm as compared to before due to increase in percentage, this shows that the department made a positive impact with access to land for the beneficiaries and providing them with place to stay.

It was also found that 34.5% of beneficiaries have been staying in the farm for three years or below, followed by 23.0% who have been staying for six years or below and 5.31% indicating beneficiaries with less than one year. About 20.3% of beneficiaries did not specify how long they have been staying in the farm.

With regard to the living conditions of the farm about 39 (34.5%) indicated that the living condition is good whereas 18 (15.9%) indicated that the condition is poor, hence some beneficiaries were not residing on the farms. About 35 (31.0%) indicated that the living condition is average and 21 (18.6%) did not specify the living condition. Some of the beneficiaries indicated that they are still waiting for financial assistance and other support from the department for purchasing equipment's and improving of infrastructures etc.,.

About 84.8% of beneficiaries were found to have more than four years of experience in farming, followed by 13.1% representing beneficiaries with three years or below and 2.05% representing those with less than one year of experience in farming.

It discovered that 97.3% of beneficiaries have more than four years of experience with mixed farming, followed by 90.3% with field crops and dairy being the least with 56.5%. About 34.8% of beneficiaries have three years or less experience in dairy farming. Overall, it is noted that most of beneficiaries have experience in livestock, field crops and mixed farming as compared to other farming activities. There is no doubt that the skills they possess will assist them in taking forward their projects.

#### **4.6 LEASE AGREEMENT**

With regard to the lease agreement it was discovered that about 86.7% of beneficiaries are leasing the farm from the department and signed the lease agreement whereas 4.4% are leasing the farm from the department but never signed any lease agreement.

- About 8.8% of beneficiaries are not leasing the farm from the department because:-They were beneficiaries before their contract expiry but since they are waiting for the renewal of the contract they converted to be caretakers;
- They never received any lease agreement from the department to sign; and
- Some of the beneficiaries are still busy with developing their business plans.

There are other instances where beneficiaries are allocated land to use but never signed a contract or lease agreement with the department, this shows that PLAS is not implemented as designed in some areas. It is also noted that the programme has achieved some tremendous success in terms of leasing the land to the beneficiaries and followed the pro-poor approach guidelines that results in increased net benefits for poor people and also enhances the linkages between commercial activities and poor people. This is done so to ensure poverty reduction and poor people are given an opportunity to access land and create sustainable livelihoods for themselves.

## 4.7 FARM PLANNING

In terms of the holding arrangement it shows that about 37.2% of departmental farms are leased by beneficiaries registered as closed corporation, followed by sole proprietorship (individual) accounting for 15.9% and Management Company being the least with 8.85%. Other beneficiaries accounting for 15.0% indicated that their farms are register as Co-operatives while 8.8% of beneficiaries did not specify their holding arrangement or indicated that they are not yet registered as an entity.

Therefore it is quite clear that majority of farmers have chosen CC company as an entity that will assist in running their business.

With regard to the percentage of previous and current agricultural enterprise being practiced in the farm, the current beneficiaries practising livestock and field crops accounted for 53.0% and 23.2% respectively which is higher as compared to previous practises which were 50% and 22%. Other beneficiaries indicated that they are practising dairy farming, pasture management and broiler. The study found that that there is not much difference in the previous and current agricultural practices. This indicates that the current farmers have not deviated from what the previous farms used to produce.

In terms of the feasibility studies conducted in the farms about 110 (accounting for 97.3%) beneficiaries indicated that feasibility study was conducted in their farms, followed by 3 (accounted for 2.7%) beneficiaries who indicated that no feasibility study was conducted. Only 1 beneficiary indicated that infrastructure assessment was done at their farms. Most of the beneficiaries indicated that farm and land use assessment was conducted at their farms.

The study also revealed that the percentage of beneficiaries who have viable business plans for their farm was about 80.36% whereas 19.64% indicated that they don't have business plan because of the following reasons: -

- Business plans were submitted to the department and beneficiaries never got any feedback about them;
- Some of the beneficiaries are in a process of developing business plan; and
- Changes of mentors within short period of time.

It is critical to note that the evaluators did not assess the viability of the business plans, but this is based on the perception of the beneficiaries that the business plans are viable.

Even though 80.36% of the beneficiaries indicated that they do have business plans for their farms some of the beneficiaries have alleged that the level of consultation by strategic partners/mentors was limited to the farmers being asked about his/her



needs, where in some instances the mentors developed business plans for the beneficiaries without engaging them.

#### **4.8 FARM PRODUCTIVITY**

The study found that out of 113 beneficiaries, 48% of beneficiaries are allocated hectares ranging from 501 hectares and above, followed by 27% of beneficiaries who are allocated 100-500 hectares. Number of hectares that has been allocated to the 113 projects was totalling 147,233.26 hectares and 87% (127,865.31<sup>1</sup> hectares) was indicated as being utilised by the beneficiaries.

Out of 113 beneficiaries 46% indicated that they are satisfied with selling of the products whereas 55% illustrated that they are satisfied with the production/operation of the farm, and 40% and 41% indicated that they are not satisfied with both the selling of the products and the production /operation of the farm. The reasons such as not yet started selling, no formal market, relying on one market (silo) for selling maize and auction for livestock to name the few were highlighted as why beneficiaries were not satisfied. This is indicative of a great need for market access for the PLAS farmers. The farms that the department purchase were part of the value chain, but the department only purchase that land but not the value chain. Therefore, these farmers find themselves out of the value chain and therefore no market access.

The study has revealed that most of the beneficiaries that are satisfied with selling of products are the ones that are also satisfied with production/operation of the farm. The percentage of beneficiaries that are not satisfied with the selling of products is similar to the ones that also not satisfied with the operation of the farm.

The study has also revealed that 53% of beneficiaries indicated that there is no profitable production taking place in the farms whereas only 47% indicted that there is. The beneficiaries highlighted that there is profit through broiler production they are able to operate the farm and pay all the expenses, although some of the profit goes back to operational costs, paying the lease and also able to pay workers to name a few. However those who indicated that there is no profit stipulated that no production yet, never sold any products yet, have to pay the bills and also pay workers with the money that received and due to lack of funds the farm is not operating therefore there is not profit etc. The results show that overall the PLAS farms nationwide are not performing very well in terms of making profits except the beneficiaries in the field of broiler production even though they are still not enjoying it because of the operational costs.

An assessment of the number of necessary and adequate farming equipment which are available to the beneficiaries and whether are in working order or not was carried out. The results show that 31% indicated that they have access to other farming equipment which is inclusive of lasher, bobcat, disk, scorn skidder, boom spray, scrap block, harvester, bakkie and center pivot etc., followed by 24% and 20 % of tractor and water pump respectively. Out of 480 farming equipment, 80% are in working order whereas only 17% are not in working order.

The results show that most of the assets that are found on the farms visited are in a good working condition to run the day to day activities of the farm. It was also found that only a small number of beneficiaries are affected by farming equipment that are not adequate and not in a good order.

Out 113 beneficiaries, 65 beneficiaries indicated that they do have asset register which account for 58% whereas 48 beneficiaries indicated that they don't have which account for 42%. Looking at results above it shows that the majority of the beneficiaries know the importance of the asset register and also able to manage their asset registers very well; however the 42% that do not have asset registers still needs to be trained about the importance of having asset register and be assisted by the responsible officials in terms of how to compile the asset registers. Out of 113 beneficiaries, 88% indicated that they are not leasing farming equipment whereas only 12% are leasing or renting from neighbouring farmers, friend, and Accessories Company. Based on the results above it shows that most of the beneficiaries prefer to have their own farming equipment rather than leasing equipment's from neighbouring farms or companies. Most of the beneficiaries are having the relevant farming equipment that are needed to run the day to day farming activities in order to be productive and this is also linked to the fact that 80% of the farming equipment's that farmers are having access to are in working order as illustrated above.

#### **4.9 AGRARIAN TRANSFORMATION**

The study has revealed that out of 113 respondents, 59% indicated that there were farming before and were involved in subsistence farming and 41% indicated that were involved in commercial farming. Therefore the following points were indicated by the respondents on the contribution of PLAS in transforming the beneficiary:

- The buying of the assets such as farm/land.
- Transformed the farmer /beneficiaries from being a subsistence farmer to commercial farmer.
- Able to compete well with other commercial farms.
- Farming knowledge has expanded.
- The department assisted in buying livestock and implements and upgrade of the infrastructure in the farms.

- PLAS has really contributed a lot with empowering black people and also capacitating them with skills development and through mentorship.
- To contribute to economy and improve individual with their businesses

Beneficiaries have indicated that they have appropriate structures. Out of 113 beneficiaries, 51% indicated that they have appropriate structures identified by the Department to assist them with the transition in management of the farm from the department to the beneficiary whereas 49% indicated that they don't have.

A challenge that was identified by the beneficiaries is the misunderstanding and poor relationship between the beneficiaries and the strategic partners that are appointed by DRDLR.

Whereas those who indicated that they don't have structures highlighted that they are managing on their own.

#### **4.10 FOOD SECURITY**

Food security is measured at the individual level, community level and provincial level. Production analysis at project level indicated that 75% of harvested field crops and 96% of horticulture crops are sold to market, therefore contributing to food security. During the interview, it was explained by interviewed beneficiaries that remaining quantities not sold are used for household consumption to support families and some are donated to the communities around in order to support institutions like crèches and schools.

At individual level, out of 113 beneficiaries, 71% indicated that they are able to get enough food since benefitting from the project whereas 29% indicated that they are not. The beneficiaries who indicated that they are not able to benefit stated that it is due to the fact that some projects were recently transferred and have not yet started with the production.

Therefore the majority of beneficiaries have benefited immensely when it comes to food security. The beneficiaries are able to get enough food and provide for their families because of PLAS project. Only a handful indicated that they were not able to get enough food since benefitting from PLAS project. In this regard, it is clear that PLAS projects have played a huge role in improving food security.

Regarding food security at community level, about 27% indicated that that community benefit is average from the farming project in terms of food security and a similar percentage indicated that it is poor. Furthermore it shows that 21% and 15% of respondents indicated good and excellent community benefit respectively, whereas 9% did not specify. The respondents also indicated the following reasons for selecting both good and average:

- Community benefit through employment because members of the community are the ones employed.
- Due to the fact that production is not that active they can't provide more products.
- Selling some products (e.g. chickens etc.) to the members of the community.
- The community benefit indirectly because products are sold to the formal market and obviously people buy.
- The community only benefit through the provision of seasonal jobs, so in a way they are able to benefit in terms of food security.

For those who selected poor highlighted the following reasons:

- The farm is not nearer to the community.
- The products are sold to formal market and not to the community.
- Nothing has happened in the farm and there is no production as yet.

Farmers were asked to rate the farming operations in terms of improving beneficiary's life and the community to have access to food. Out of 113 beneficiaries, 30% rated good, followed by 29% and 20% who rated average and excellent respectively whereas 21% rated poor in terms of improving their life and the community's food security. Based on the above it shows that majority of PLAS beneficiaries rated the operation of the farms as average, good and excellent and a minority of beneficiaries rated poor. It must be noted that those who rated the operation of the farm poor, was as a result of several reasons but the most common one was that the beneficiaries lack finance hence the operation of the farms became poor. Overall, the beneficiaries are satisfied with the operations of their farms and project.

In terms of food security at provincial level, the study has revealed that beneficiaries sell their products to other provinces about 26% indicated that they sell their products both annually and monthly, followed 18% and 13% who indicated they sell weekly and quarterly respectively. This is indicative that the farmers/ beneficiaries are not producing for house consumption, but for the formal markets locally and provincially.

With regard to the marketing channels used to market products to other provinces the beneficiaries highlighted that they sell their products to other provinces using different channels to market the products such as agency/third party which is 36%, followed by 11% and 8% who indicated billboards and friends respectively. However the highest percentage (42%) of respondents indicated that they use other channels such as word of mouth, AFGRI Expo and Mohair Grower Association to market their products to other provinces. The second most important channel for marketing is the agency/third party which results in beneficiaries having consistent channels to rely on them and give them advantage of selling their products throughout the year

without having any risk of losing their market even though it disadvantages them because they have to pay the commission to the middle-men.

Out of 113 beneficiaries, 85% indicated that they are not exporting their products whereas only 15% indicated that they are exporting to countries such as Botswana, Mexico, China, Japan, Zimbabwe and Uganda. It was also discovered that a small number of PLAS beneficiaries (15%) do export their products to other countries, even though it does not make a huge impact on the market nationwide, which indicates that most farmers still need support in producing good quality products that will meet the export standards. Exporting will increase the farmers' disposable income as they will receive higher prices with exports versus selling their products locally.

#### **4.11 BASIC INFRASTRUCTURE**

According to PLAS Manual 2007, when beneficiaries are allocated land the Department must take into consideration where the farm is located, the production that must take place and whether water, transport, electricity and other basic services are accessible. Access to physical capital has improved after PLAS. The greatest percentage increase in access to physical capital was recorded in animal handling facilities with 17.7% increase, irrigation infrastructure with 10.6%, sanitation and toilets with 12.4% and water with 8% increase. Minimal percentage increases were recorded in dipping facilities with 0.90%, breeding infrastructure with 1.8% and health facilities with 2.7%.

Most farms were found to access water through boreholes which accounts for 45.15% followed by 22.5% of farms accessing the water through dams and 16.7% access water through taps. Only 4.9% access water through well and only 3.4% access water through other sources such as river pumps, municipal tanks, reservoir etc. The study also found that the most of the beneficiaries rated the condition of the roads to access the farm between average and good. About 38.1% indicated that the condition of roads to access the farms is good, followed by beneficiaries who have indicated that the roads are poor and average each of which accounts for 30.1% respectively.

#### **4.12 SKILLS AUDIT AND TRAINING**

Out of 113 beneficiaries who were interviewed, Northern Cape depicts the highest percentage followed by North West where skills audit was conducted by the department. Northern Cape indicates the highest percentage of 84.6% of beneficiaries where skills audited was conducted followed by North West with 58.3% of beneficiaries. Free State depicts the highest percentage of 92.3% among all provinces where skill audit is not conducted followed by Kwa Zulu Natal with 53.8%. Limpopo is indicating a 50/50 of beneficiaries that skills audit is conducted and not conducted. This shows that skill audit was not conducted in many provinces, regardless of PLAS Manual stipulating that in order for beneficiaries to acquire land

or a farm the Department must look at what the land is suitable for, the skills of beneficiaries and their capabilities. Further than that the finding shows that in other provinces skills were not taken into consideration, beneficiaries were allocated farms without checking what they know and whether they are capable of farming.

The study has also revealed that with regard to the people who have and have not receive training from the department, that 84.6% of interviewed beneficiaries in Northern Cape received training, followed by 70% in Limpopo and 61.5% in Western Cape. Further, than that none of the beneficiaries who were interviewed in Gauteng have received training, being the least among all the 9 provinces with 100% or all beneficiaries who were interviewed have not received training, followed by North West with 92.3% and Eastern Cape with 85.7%.

Although the evaluators have noted that PLAS was targeting individuals who had previous farming experience and expertise, there are some who did not have sufficient skills to manage the farms productively and needed some extra training. It is therefore concluded that majority of beneficiaries did not receive training in most provinces. This means that training is not taken as a priority to beneficiaries meanwhile beneficiaries need further and up to date farming skills to operate effectively.

With regard to beneficiaries who can and cannot manage the farm on their own sufficiently without any assistance from other relevant stakeholders, the study revealed that North West, Gauteng, and Free State beneficiaries indicated that they are able to manage the farms sufficiently on their own without the assistance of any mentors and support from anyone followed by 92.9 % in Eastern Cape. Kwa-Zulu Nata beneficiaries with a percentage of 46.2% being the highest indicated that they are not able to manage the farm on their own, which suggest that they need assistance for mentorship or guidance on how to manage or run the farm. Some beneficiaries indicated that they are not able to manage the farm because of insufficient skills, bad conditions of the farm as well as lack of equipment's and funds for farming. Most of the beneficiaries are able to manage their farms without any assistance from mentors or any other person. For those who are unable to manage on their own should be taken into consideration because most of their challenges are lack of sufficient skills, bad farming conditions, lack of equipment and that of funding. Operation in the farms will not take place without basic operating equipment, this therefore will jeopardise production.

Regarding beneficiaries who receive and not receive support from other stakeholders or organization, it was discovered that 92.3% of beneficiaries in Western Cape indicate that they do receive support from other organisations/ stakeholders, followed by 83% in Mpumalanga. About 76.9% of beneficiaries in Free State indicated that they do not receive support from any stakeholders/ organisation, followed by 38.5% in Kwa Zulu Natal and Northern Cape. The beneficiaries further indicated that they do need support from other stakeholders and organisation for the success of the farm. It shows that not all beneficiaries in all the provinces get the

support they need and when beneficiaries are allocated farms there are sometimes no mentors to give them advice and support they need. This is further evidenced by farmers complaining that they feel abandoned and have never heard from the Department for a long time. Even if it was not financial support, beneficiaries always have queries about farming which need experts.

The study also revealed that most of beneficiaries receive support and assistance from DRDLR and DAFF followed by other organisation such as North West Kooperasie (NWK), Sappi etc., as well as banks (3.7%) and NGO (1,5%). Even though the beneficiaries receive support from the above mentioned organisations there are some challenges that they encounter with the organisations or stakeholders such as:

- No proper communication.
- Promises not fulfilled.
- More beneficiaries in the farm including those that is productive and non-productive.
- Delays of release of funds from DRDLR.

Although the evaluators sees a need for all the organisations e.g. DAFF and Municipality that promised to give support to fulfil the needs of beneficiaries this will not be an easy task since DRDLR does not have a binding contract which obliges the two to provide support to beneficiaries. The DRDLR is commended for making effort to support PLAS beneficiaries but emphasis should be put on fast tracking the release of RADP funding, so that production is not jeopardised.

#### **4.13 BENEFICIARIES LIVELIHOODS**

In terms of beneficiaries livelihoods it was discovered that about 91% of beneficiaries in Gauteng and Mpumalanga indicated that they are benefitting from the project followed by 90% in Limpopo. About 69.2% of beneficiaries from Western Cape indicated that they do not benefit from the PLAS projects, followed by Northern Cape with 38.5 % of beneficiaries. The beneficiaries not benefitting from the PLAS projects indicated they have to sell their livestock in order to pay high electricity bills and maintain the farm. The following are challenges that were identified by beneficiaries not benefitting: -

- There is no proper market to sell their livestock; they sell their livestock mostly at auctions in order to make income in order to pay Eskom and fixing or maintenance of some infrastructure in the farms.
- There are many beneficiaries in the farm and not everyone is fully participating some only come to the farm to collect money they make out of selling certain products.

Beneficiaries have indicated that the strategy has impacted positively and negatively on their lives. Beneficiaries have indicated that the strategy is impacting positively on their lives because:

- The provision of land by the department enables the beneficiaries to have enough grazing for their livestock;
- Beneficiaries are able to provide more for themselves and their families with income resulting from farming e.g.: taking their children to educational institutions and buying enough food for their household;
- There is improved standard of living not only for the farmers but for the community as well;
- PLAS has contributed in beneficiaries moving from being emerging farmers to become commercial farmers;
- There is improved production capacity in their farms, which results in creating more job opportunities in the farm in order to improve other people lives;
- PLAS has given the farmers an opportunity to do what they have passion for in order to contribute to food security for own family as well as neighbouring communities;
- PLAS assisted in providing equipment's from collaborated stakeholder (Department of Agriculture) to improve their farming skills; and
- It has improved their farming skills through training and skills provided by the department.

Beneficiaries who have indicated that PLAS has impacted negatively on their lives because they cannot make any profit due to challenges they are facing on a daily basis such as electricity bills, lack of space for grazing of their livestock, lack of water, poor conditions of the farms they reside in, no proper markets to sell their livestock.

Due to the reasons mentioned above this hinders beneficiaries from optimising their benefit from the project because of beneficiaries not participating fully on farming activities but are interested in the profits made.

#### **4.14 ECONOMIC DEVELOPMENT**

With regard to the employment on the farms, the study found that about 55% of farm workers are employed on a permanent basis, followed by 18% who are employed on a temporarily basis. Seasonal and casual workers accounted for 17% and 10% respectively.

The study found that more males aged 36 and above are employed as compared to females, youth and disabled people. In terms of seasonal employment more females are employed which accounts for 62.3%, followed by youth with 19.5%. Seasonally it shows that more females are employed as compared to other males, youth and disabled person. The assumption might be that the type of work they are doing. For casual employment more youth is employed which accounts for 44.2%.

The above analysis demonstrates that there is no balance on the type of employment occupied by men and female, due to the type of labour required. This might be due to the fact that women are sometimes reluctant to do heavy farming



activities than men. Most of the seasonal and casual work requires women and youth especially in field crops. Disabled workers are not given equal opportunity as compared to other groups because of the type of work available in the farms which are labour intensive in nature.

With regard to the Percentage of beneficiaries who agrees and disagrees that PLAS projects promote progress towards rural enterprise and industries – it was discovered that 52.2% of beneficiaries indicated that they agree that PLAS projects promote progress towards rural enterprise and industries and 36.3% of beneficiaries believe that PLAS project does not promote progress towards rural enterprise and industries. Only 8.8% did not specify reason being they are new in the farms (less than 12 months in the farm). It is the objective of PLAS to promote rural enterprise and industries. Half of beneficiaries indicated that PLAS promote rural enterprise and industries, while the other half indicated that it does not, don't know or not specified.

Approximately 62.8% of beneficiaries rated their farms as successful, followed by 6.2% who rated very successful and only 2.7% rated not successful reason being the challenges they are faced with and lack of assistance to pursue their dreams, challenges such as high electricity bill from Eskom, and no proper market as well as limited /insufficient space for their livestock as there are more beneficiaries in one farm. Although most farms were rated as successful (62.8) and very successful (6.2), of concern here is that 28.3% of beneficiaries did not indicate whether the farms are successful or not.

#### **4.15 GENDER EQUALITY AT PROJECT LEVEL**

About 74.3% of beneficiaries indicated that PLAS promote gender equality at the project level, meaning both male and females are given the same opportunities in terms of farming in the projects. Only 19.5% of beneficiaries said it does not promote gender equality. Reasons mentioned were that the type of work undertaken needs males as compared to females.

The analysis further shows that the department has made tremendous progress in terms of gender equality as most respondents indicated that PLAS was gender sensitive by providing both males and females with the same opportunity to acquire farms and utilise them. The few beneficiaries who mentioned that PLAS does not promote gender equality, referred to job opportunities that were created in the farm and not in terms of acquiring farms.

#### **4.16 COMMUNITY PARTICIPATION**

In terms of the community participation, about 78.1% of beneficiaries have not experience any conflicts or squabbles, even though only 20.2% indicated that they have experienced conflicts with community members around the farm that have

affected the productivity such as theft and previous tenants left on the farm by the department.

#### **4.17 FINANCIAL BENEFITS**

With regard to the financial benefits received or not received by the beneficiaries, out of 113 beneficiaries 53 (47%) beneficiaries have not receive any form of grant, and 38 beneficiaries have received grants that ranges between R1 000 000 to R5 000 000, followed by 17 who have received grants that ranges between R5 000 000 to R10 000 000. Only 5 beneficiaries received above R10 000 000 grant.

Although there are farmers who have received the grant most of them were not satisfied as they have a feeling that the grant should be given to them at once without considering the percentages per stages as stipulated in the PLAS Manual because if the grant is delayed, it also delays production process as farmers cannot operate optimally without adequate funds. Although the department has made a provision that farmers can access RADP funding this was regarded as a lengthy process as the Department takes time to process applications for this fund.

It was discovered that in the first year of executing the project about 53.1% of beneficiaries generated income on the scale of R0- R50 000 and 16.8% were above 250 001. In the last financial year, the percentage of beneficiaries who generated income decreased to 43.4% within the range of R0- R 50 000, and showed an increase in the range above 250 001 to 26.5%. This shows a positive impact to beneficiaries that at least they are trying to sustain themselves and the farms. There is an increase of growth in production from the first year of execution of PLAS to the last financial year.

### **5. CHALLENGES AND SUGGESTIONS FOR IMPROVEMENT**

#### **5.1 CHALLENGES IDENTIFIED BY BENEFICIARIES**

Beneficiaries have indicated common challenges which are categorised as follows; selling of the products, operation/production in the farm, surplus/profit, paying rent and organisational support as main challenges they are faced with up to date.

##### **5.1.1 Market and production**

- Minimal access to formal market for selling produce. Some of the farmers indicated that they produce enough products but the problem is the identification of the formal market where their products can be sold.
- Beneficiaries have alleged that most formal markets dictate price for them, especially when they sell their produce at the auction, they end up selling their product at a lower market price and this has led to beneficiaries not having a

choice on determination of market price. This has resulted in beneficiaries accepting any price being offered.

- Some of the beneficiaries have raised concerns over market price fluctuation.

### **5.1.2 Operational**

- Lack of infrastructure development and resources. Lack of resources in the form of infrastructure, implements and inputs is one of the common challenges that are experienced by majority of the farmers. This problem is seen as hampering production and operation activities in PLAS farms. In addition in instances where infrastructure such as borehole pumps, tunnels and other farming facilities are available these are not in good condition as there is lack of maintenance thereof. Lack of storage facilities is also a challenge for the farmers as they work at a loss because if they produce more than the demand, the surplus of the produce end up being thrown away or being sold at a price which is less than the market price. As a result this has led to low production by farmers and making them incapable of generating enough capital or surplus.
- Limited availability of water in most of the PLAS project is a serious problem and this hinder production and sustainability on the farm operation.
- Theft of farm produce also poses a serious challenge to the farmers as it limits their capacity to generate more profit as envisaged.
- On game and tourism related farms, poaching and illegal hunters pose a serious challenge.
- Uncleared Eskom account bills from the previous farmers are a problem to new PLAS beneficiaries. Most of the beneficiaries stated that they are using large amount of profit gained to pay Eskom electricity bills which is always billing them exorbitant amount of money.
- Due to the recent draft PLAS policy most beneficiaries have stopped paying rental fees as there is still no lease determination and farmers not told what amount to pay. Most of the interviewed indicated that they have never met their obligation of paying a rent on their farms.

### **5.1.3 Organisational Support**

- Beneficiaries have alleged that there is too much of red tape in government institutions which lead to the delay of Department to process the application for funding. In addition to this beneficiaries across all provinces have highlighted that lack of funding is a problem for PLAS beneficiaries as they are not allowed to borrow money from the banks because of the signed period of lease agreement and the new PLAS policy not being finalized.
- Eskom processes to clear accounts from previous owner take long in most of the farms. This result to beneficiaries not having access to electricity and this hinder production in the farm.

- There are instances where beneficiaries have alleged that most of the strategic partners do not follow the business plan and as a result the farm/project end up not achieving the intended objectives as stipulated on the business plan.
- Lack of professionalism by some of the service providers especially when it comes to provision of inputs such as seeds which are not being made available on time.
- Beneficiaries have alleged that some of the incidents such as natural disaster are being reported to the DRDLR and there is no feedback or any response given to beneficiaries.
- Beneficiaries have highlighted that the Department of Rural Development and Land Reform sometimes build some of the infrastructure and leave them incomplete. E.g. chicken structures and fencing.
- Beneficiaries have highlighted that they are not being capacitated or provided with skills which can improve on the management and running of their farms.

#### **5.1.4 Sustainability**

- Beneficiaries have raised a concern over their land ownership status as they are only renting the farms. They added that this derails the implementation of planned activities and services to be rendered by various stakeholders in the farms. For instance banks do not want to offer loans to beneficiaries as they do not have collateral and they are not owners of the farms. This is further supported by the fact that beneficiaries cannot provide title deeds because they are only leasing the farms.
- Most of the beneficiaries indicated that there is lack of post settlement support from the Department as there were shortages of much needed resources for daily farm operation.

#### **5.1.5 Monitoring of projects**

- Beneficiaries have alleged that there is not enough monitoring of the progress of the farms by Department officials. They also stated that it takes long for officials to visit them. This might relate to the lack of extension services provided by DAFF. This has resulted to some projects with challenges not tracked down and improved.

#### **5.1.6 Communication**

- Consultation between beneficiaries and the Department remains a formality process as the implementation of development interventions in some farms does not necessarily reflect the needs identified by the beneficiaries.

### **5.2 CHALLENGES IDENTIFIED BY PROGRAMME MANAGERS**

- Most provincial managers raised a concern over feasibility study reports received from the Department of Agriculture, Forestry, and Fisheries (DAFF) which are not

submitted on time due to limited extension officers who must conduct the studies. These reports are said not to be of good quality because the content of the feasibility reports does not add any value to the development of enterprises and their progress.

- There is a general lack of understanding of DRDLR policies as stakeholders believe that land reform must happen at the regional level.
- Lack of stakeholders commitment i.e. municipalities and other departments serving on the beneficiary selection committee. Sometimes stakeholders do not honour appointments or meetings particularly the district committee meetings meant for section of beneficiaries.
- There is no uniformity on the beneficiary selection process, making easy access to land in some provinces resulting in people who do not qualify getting land.
- Lack of proper enforcement measures and implementation policy as the recent draft policy is not approved and cannot therefore be implemented.
- In some instances the quality of land acquired for beneficiaries is very poor as compared to the purchased price.
- Some beneficiaries do not have adequate and necessary skills and knowledge of farming and need intervention if they are to make PLAS farms productive and achieve sustainability, however the current PLAS practice does not cater for beneficiaries training.
- Lack of financial and technical support from other departments and institutions.
- Equipment in the farms is not working and cannot be disposed of.

### **5.3 SUGGESTIONS FOR IMPROVEMENT**

#### **5.3.1 Beneficiaries suggestions for improvement**

Below are the suggested solutions as mentioned by the beneficiaries:

- The Department must prioritise the finalisation of the new PLAS policy as more solutions to take the PLAS forward are in the draft policy which has not been communicated officially to the new beneficiaries.
- The Department needs to prioritise monitoring of projects on a monthly basis and also keep in touch with beneficiaries so that they can be updated on any changes as some beneficiaries were found not to be familiar with recent changes in administration of PLAS.
- The Department need to prioritise the payment of RECAP grants to PLAS farms for activities as planed per project/farm. Late payment of RECAP funds leads to demoralisation and loss of trust of beneficiaries.
- Some beneficiaries have suggested that the Department needs to prioritize farmers that have made progress and found to be successful and offer them opportunity to purchase the farm.
- Regarding limited infrastructure such as machinery and boreholes and other farming facilities, it is recommended that the Department assist beneficiaries with

funds to buy the equipment and the infrastructure needed so that they are able to farm effectively.

- The Department must ensure that there is a proper assessment of a farm before the farm can be given or hand over from the previous farmer to the beneficiaries as some farms were found not suitable. Hence an appeal by beneficiaries to be allocated the farms according to the beneficiaries needs was quoted as critical.
- The Department must ensure that there is effective assets verification before handing over the farm from the previous farmers to the current farmers and require that that when is time to do hand over they must bring along the verified asset list so that they can check the condition of the assets the time they do assets verification and with the current condition.
- The Department must strategise on the natural disasters mitigation plan and put it in place whenever there are disasters such as fire outbreak and damage of transformers caused by storm and lightning.
- The Department must process the PLAS programme parallel with RECAP to avoid the farm not being productive due to the lack of funds.
- In addressing noncompliance by the strategic partners the Department should ensure that terms of reference with clear milestones and deliverables are developed prior appointing these partners.
- The beneficiaries also suggested that the mentors must be paid from the Department coffers according to the progress report submitted to the Department in order to avoid fruitless expenditure by paying non-performing mentors.
- The Department need to conduct a skills audit of PLAS beneficiaries in order to identify the gaps that need to be addressed by taking beneficiaries to the relevant training so that they can get proper support and capacity to improve on their farming skills.
- The Department must improve communication strategy in order to ensure that beneficiaries are always updated on latest issues pertaining PLAS.
- Most beneficiaries are confronted with limited management of financial and bookkeeping records in their farms. This is seen as a gap that beneficiaries are confronted with and will need urgent attention by the Department.
- Beneficiaries who are privileged to receive RECAP assistance have cited limited budget as a concern, as they cannot fully operate and produce enough in the farm.
- Most of beneficiaries appealed to the Department to assist them with linkage and identification of market for their products.

### **5.3.2 Managers suggestions for improvement**

- The enforcement measures must be in place to minimise violation of policies and rules and standardisation of Department's practices.
- Taking into account the farming skill gaps that exist, the Department must source accredited institutions to provide farming training relevant and needed by PLAS beneficiaries.

- Regarding redundant equipment, when a farm is allocated to beneficiary it must have farming equipment's that are working. Also suggested was a policy that allows beneficiaries to dispose equipment that are not functioning.
- There must be a proper farm assessment tool in place for PLAS which need to be administered across all PLAS farms.

## 6. CONCLUSION AND RECOMMENDATIONS

It is quite evident through evaluation findings that PLAS had made significant strides in ensuring that historically disadvantaged people have access to land for agricultural purposes. The PLAS focuses mostly on households and individuals (mostly heads of households) who are in need of land for productive purposes. Taking into consideration the focus by government to address the lack of access to land by the historically disadvantage, the Department therefore, launched PLAS as a mode for land acquisition.

In terms of coming with conclusion a lot of aspects were considered with regard to the way PLAS was implemented ranging from farm planning, lease agreement, farm production to livelihoods improvement. The objectives of the PLAS were also looked at.

PLAS has played a significant role in the acceleration of land redistribution process. As indicated there ±1300 PLAS Projects as at 31 March 2014. These projects resulted in 1 069 589,85 hectares acquired by the Department. Despite all these achievements the evaluators believe that there is still room for improvement.

Regarding the identification and selection of beneficiaries and the planning of land on which people would be settled; the evaluators could not find criteria that the department is using to select and identify the beneficiaries. One of the objectives of the PLAS is to improve the identification and selection of beneficiaries; however, the manual is silent on how this will be achieved. According to the results, heads of households are the majority of beneficiaries and it is not clear whether this is the targeted group. Farm planning also needs to improve as beneficiaries complained about lack of housing at the farmers as well as water, electricity and sanitation.

Regarding maximum productive use of land acquired; about 87% of hectares that were allocated through the 113 projects sampled for the study were indicated as being utilised by the beneficiaries. This indicates that the majority of the hectares are being utilised but this could improve if farmers' access to financial capital as well as well as formal market is improved.

One of the objectives of PLAS is to hedge against escalating land prices. On average, the cost per hectare during financial year of 2007/2008 was about R 4 144, 20 with the average cost per project being R 3 267 057, 72. In the financial year of 2013/2014, the average cost per hectare was R 7 625, 50 with the average cost per



project being R 2 372 542, 42. Given that the beneficiaries have complained about poor infrastructure, lack of access to water and the fact that most of the farms that are purchased by the Department need to be immediately recapitalised, the evaluators believe that the Department is paying a lot per hectare for the farms acquired. Because when determining what should be paid for a farm, a variety of factors such as water security, soils, the quality of infrastructure and location are considered and which were found to be a challenge in most PLAS farms.

The evaluation also acknowledge meaningful contribution made by the PLAS in ensuring that historically disadvantaged people have access to land for agricultural purposes, however witnessed some flaws in the way programme is implemented:

**Identification of farms and selection of beneficiaries:** - the evaluation has identified that provinces are using different process to acquire land on behalf of the beneficiaries, for example beneficiaries are the ones that identify the land with the relevant contact details before the department could approach the seller, even though in other cases the decision makers can intervene if there is a need for the land. It was also discovered that even when the beneficiaries have identified the land, in other provinces it does not mean that the beneficiary would be given priority. The identification of beneficiaries depends on the list and type of enterprise that are listed as priority by the Department.

Furthermore, it was discovered that the selection process of beneficiaries and the implementation process of PLAS is handled differently in each province. For instance beneficiary selection criteria not applied the same way despite the provincial structures set for the programme e.g. District Local Committee. Therefore, there is a need to have a standardised way of acquiring land and selecting beneficiaries in all the provinces in order to achieve the objective of accelerating land redistribution.

**Ensure maximum productive use of land acquired:** during the field visits it was also discovered that not all the farms acquired by the department are more productive, based on different reasons such as delays in providing financial support to recapitalize the farm; lack of skills by the beneficiaries to run the farm, poor infrastructure and inadequate farming equipment's to be develop the acquired land. This aspects needs to be addressed in order to achieve PLAS objective. As a lesson learned, beneficiaries apply and receive state land through PLAS without any interest in farming motivated by the fact that they will receive a grant. This led to beneficiaries just folding their arms and not producing anything in the farm. Other beneficiaries end up renting out the farm to other farmers, by putting another farmer's livestock in the state land of which violates the PLAS policy.

**Marketing of farm products:** the evaluation also highlighted that with regard to the marketing of products most of the beneficiaries are not satisfied with the marketing of products, as some of them are depending on the strategic partners to negotiate the prices on their behalf that results in them sharing the profit with the strategic



partners and other beneficiaries sell products under pressure in order to pay high electrical bills.

**PLAS conceptualisation:** with regard to conceptualization the findings revealed that most of the Provincial Managers have a good understanding of what PLAS is all about as it was developed with a focus of proactively acquiring agricultural land. Beneficiaries seemed not to understand how PLAS is supposed to operate.

**Further evaluation:** There is a need for further evaluation which will focus on the impact and the intended outcomes of the strategy since the evaluation only focused mostly on the implementation of the strategy and was not focusing on the impact made by the strategy.

## 6.1 RECOMMENDATIONS

The recommendations are categorised by programme design, lease agreement, farm production, agrarian transformation, basic infrastructure, skills audit and training, beneficiary's livelihoods, economic development, community participation, and financial benefits.

### Programme design and management

- PLAS needs to be unpacked or thoroughly described to the beneficiaries of PLAS so that both the officials and beneficiaries have same understanding.
- PLAS strategy needs to be explained so that beneficiaries understands or differentiate between Recap and the mode of acquiring land by the Department.
- There are few concerns regarding PLAS not implemented according to manual, namely: the implementation process is not standardised and leads to PLAS implemented differently in various provinces. The evaluators were informed during data collection that PLAS is not implemented according to the manual anymore, therefore; the Department needs to improve on the documentation of changes that are taking place regarding PLAS. The new way of implementing PLAS needs to be documented to ensure standardised implementation.
- There should be a senior manager, at least at Chief Director level responsible for the management of PLAS at national level.
- Document and information management also needs to be improved to ensure that any person that requires information about the PLAS receives it timeously.

### Lease agreement and paying of rent

- In some provinces beneficiaries are supposed to pay rent before they get RECAP funding, while others are not paying because they are not producing anything. Some beneficiaries have been stopped to pay rent when they are recapitalised. It is not clear what exactly should be the standard procedure, before and after RECAP.

- PLAS need to review the lease agreement policy to ensure that the rollout is the same across all nine provinces. This leads to uncertainties regarding the renewal of lease agreements as some lease agreements are extended verbally and not in writing.
- The previous farms dwellers should also be informed in writing or informed officially about change of ownership of the farm to avoid conflict between farm dwellers and the department lessee.
- The Department must ensure that all occupants of PLAS farms have signed lease agreement.

### **Farm production**

- The capacity of the farm, number of hectares and the enterprise of the beneficiaries need to be checked thoroughly, in order for the farm to be productive. All the PLAS projects need to be supported to obtain access to formal markets. This will reduce the beneficiaries' dependence on the department and they will put more efforts to meet the market demand and in the process more jobs will be created.
- Improve asset management on PLAS farms, as some farms did not have asset registers. Most of the beneficiaries are having the asset registers, but they are not keeping them at the farms as they being kept by the district and provincial offices. Therefore, it is recommended that the beneficiaries be given their asset registers.
- The Department must also ensure that all occupants of PLAS farms have signed lease agreements and are paying rent for the leased farms.

### **Agrarian transformation**

- The Department must ensure that more skills are imparted to beneficiaries in order for the beneficiaries to graduate from subsistence to commercial farmers.
- It is also recommended that PLAS farms be allocated to the beneficiaries who have experience and passion for farming.
- The department should also strengthen the relationship / collaboration with other stakeholders and organisations to support the beneficiaries succeed with the farming activities.

### **Basic infrastructure and equipment**

- The majority of the beneficiaries were not satisfied with the farm that has been bought on their behalf. Therefore it is recommended to DRDLR that in future when it purchases the farms on behalf of the beneficiaries, they must purchase farms in a good condition with good farming equipment in order to make an impact when it comes to production.
- The issue of infrastructure in the farm needs to be considered as most farmers feel unsafe at the farms due to the bad condition of the farms.
- The department needs to assess the farm regularly upon the exit of the previous owner as most farms are experiencing the challenge of destroyed infrastructure while department bought the farm in good condition.

- The issue of electricity must be taken into consideration by the department as farmers indicated they use electricity to pump water, therefore when the beneficiary fails to pay electricity bills it result in negative farming production.
- PLAS farms should at least have 3 basic infrastructures (i.e. water, electricity and shelter) prior to allocation to the beneficiaries for the farm to be productive, and this will ensure that beneficiaries do not start fixing the infrastructure first before the farm is operational. Shelter availability will also ensure that beneficiaries reside on the farm.

### **Skills audit and training**

- Relevant skills should be impaired in order to make farmers more knowledgeable about farming and financial management.
- It is very crucial for the department to conduct skill audit prior allocation of the farm to all beneficiaries to ensure that the farm is given to the relevant people.
- There is a need to train and improve farming skills of the beneficiaries to be able to manage the farm.
- There must be a proper communication strategy to ensure that beneficiaries receive all the communication regarding the changes within PLAS.
- Collaboration with stakeholders such as DAFF, strategic partners and mentors needs to be strengthened to ensure that beneficiaries receive enough training, support and assistance from the relevant stakeholders.

### **Beneficiary's livelihoods**

- Before allocation of PLAS farms, the Department needs to consider the affordability of beneficiaries to pay electricity bills and also maintenance of the PLAS farm, as it was found that some beneficiaries are spending the generated income to pay bills and maintain the farm, and not improve their livelihoods.

### **Economic development**

- The beneficiaries of PLAS should be equipped with skills to be able to manage the farm on their own and create jobs especially in the rural areas to ensure sustainability of the farm and promote the progress of rural enterprise and industries.
- Improve market access through strategic partnership.

### **Financial benefits**

- There must be standard way of allocating funds to assist farmers with farm operation in all the provinces, there were beneficiaries that have not been assisted financially and they indicated that it's been years since they applied for financial assistant through the RADP.
- The processes of releasing funds should also be reviewed to ensure the alignment of seasonal farming and avoid wasteful expenditure.
- The application and processing of RADP funds should be shortened as beneficiaries complained about the amount of time it takes to apply for the RADP.

### **Project monitoring and support**

- Monitoring measures seem to be ignored especially of beneficiaries who are not producing anything, because they are not advised on way forward if there is no production. Therefore; the Department should improve monitoring of the projects by using project officers to monitor PLAS projects by the department to ensure that the strategy is implemented as designed. Provincial and district officials responsible for PLAS should visit the farms and assist in addressing issues and challenges the farmers come across. Furthermore, this will also require stronger collaboration with DAFF to ensure that beneficiaries are provided necessary extension support by the extension officers as some beneficiaries feel abandoned.

# CHAPTER ONE: INTRODUCTION

## 1.1 INTRODUCTION

The Department of Rural Development and Land Reform introduced the Comprehensive Rural Development Programme (CRDP) in August 2009. The vision of the CRDP is "Vibrant, equitable and sustainable rural communities." Agrarian transformation is seen as the 'rapid fundamental change in the relations (systems and patterns of ownership and control) of land, livestock, cropping and community'. Importantly, the CRDP consolidated much of the thinking about land reform and rural development through 15 years of implementation experience, reviews and independent studies, it became evident that land reform had become too focused on the delivery of hectares. The sustainability of all land reform initiatives and their impact on poverty and broader economic development needed to rather become key factors. The Proactive Land Acquisition Strategy (PLAS) has a renewed focus to ensure that land acquired by the state for land reform is both sustainable and strategically placed to ensure national food security.

Proactive Land Acquisition Strategy is a government's initiative aimed at accelerating land redistribution and in the process ensuring that the Department of Rural Development and Land Reform (DRDLR) acquire land in the nodal areas and in the identified agricultural corridors and other high agricultural potential to meet government objectives<sup>2</sup>.

With the pro-active strategy the department leases farms to emergent black farmers for a minimum of three years after the trial period has expired the land can be disposed of to the same beneficiaries if they have been satisfactorily assessed by the department. Therefore the land may only be leased at a fixed rate during the lease period at 6% of the productive value for arable land and grazing land to black South African citizens and companies where black South Africans have the majority shares and this will be subject to review on an annual basis.<sup>3</sup>

Proactive approach allows the department to acquire land in terms of Provision of Land and Assistance act 126 (Section 10(a)) based on selling price, expropriation or auction price without attaching beneficiaries to such land. PLAS approach is also a strategy for the improvement of the identification and selection of the beneficiaries and the planning of land on which people would be settled and ensure the optimal use of land acquired as well as guarding against escalating land prices. The strategy moves from a premise that there is a need or demand for land, it might either be quantified through Integrated Development Plans (IDPs) or not, but that it is not beneficiary demand driven but rather state.

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<sup>2</sup> Department of Land Affairs. 2007. Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

<sup>3</sup> Department of Land Affairs, Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

The Chief Directorate: Monitoring and Evaluation (CD: M&E) is responsible for ensuring effective and efficient monitoring and evaluation of the Department of Rural Development and Land Reform programmes. In carrying out its function the CD: M&E is guided by policies, principles, guidelines, norms and standards in executing its duties. As a result the CD:M&E through the Directorate Evaluation and Research periodically schedule visits to programmes of the Department to collect relevant data to be used in evaluating the performance of programmes. For the 2014/15 financial year PLAS programme has been selected, hence an implementation evaluation of the programme has undertaken in the current financial year.

## 1.2 BACKGROUND TO PROACTIVE LAND ACQUISITION STRATEGY (PLAS)

Proactive Land Acquisition Strategy is a means of accelerating the acquisition of strategically located and well-resourced land in a developmental fashion in order to ensure access by various categories of qualifying applicants to meet their needs for land for settlement, livestock, cropping and other agricultural and non-agricultural enterprises<sup>4</sup>. During the National Land Summit of 2005 the then Minister reaffirmed that one of the measures that need to be in place “to ensure that land and agrarian reform moves to the new trajectory that will contribute to the higher path of growth, employment and equity by 2014” is the “introduction of Proactive Land Acquisition by the state for targeted groups in the land market. While PLAS was approved “in principle” in July 2006, it arrived with a Ministerial provision that a management (implementation) plan be developed prior to the implementation of the Strategy.

Initially, the department's Proactive Land Acquisition Strategy leased farms to emergent black farmers for a minimum of three years and after the trial-lease period has expired the land can be disposed of to the same beneficiaries if they have been satisfactorily assessed by the Department. The PLAS was officially launched in 2006 with the aim of supporting local government to develop area-based planning and improve coordination among the institutions responsible for land reform.<sup>5</sup>

## 1.3 OBJECTIVES OF PLAS<sup>6</sup>

The following are the main objectives of PLAS as highlighted in the strategy:

- Accelerate the land redistribution process;

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<sup>4</sup> Department of Rural Development and Land Reform. 2014. Draft Policy for Proactive Land Acquisition. Department of Rural Development and Land Reform, Pretoria.

<sup>5</sup> Nxumalo, K.K. S and Antwi, M.A. 2013. *Impact of PLAS on physical capital livelihood of beneficiaries in Dr. Kenneth Kaunda District. Journal of Human Ecology*, 44 (2): 161-169 2013, South Africa.

<sup>6</sup> Implementation Plan for the Proactive Land and Acquisition Strategy: version 1(May 2006)

- Ensure that the DRDLR can acquire land in the nodal areas and in the identified agricultural corridors and other areas of high agricultural potential to meet the objectives of ASGISA;
- Improve the identification and selection of beneficiaries and the planning of land on which people would be settled;
- Ensure maximum productive use of land acquired; and
- Hedge against escalating land prices.

In 2010 the Department took a decision to suspend all grant-based programmes such as LRAD, SLAG, SPLAG, Commonage, etc., and remained with PLAS. This meant that the Department had to acquire strategically located agricultural land through the Proactive Land Acquisition Strategy (PLAS) leases the farms to selected beneficiaries with certain prescribed conditions and strict production discipline. As a result PLAS has been repositioned as a strategic land reform intervention that involves the acquisition of land and other property (movable and immovable) which is then held by the state for the use by beneficiaries of the programme. The land is currently provided to beneficiaries through a "trial-lease" period with support, where the farm is made farmable before usage by the lessee/beneficiary, based on a credible development plan. The beneficiaries also need to commit to social contract to prove themselves capable of managing the land and conducting sustainable production on the land.

In addition, the Department will also not be disposing of the land outright to beneficiaries. One of the main reasons for this approach is to prevent land acquired for land reform purposes from repossessions and unsustainable land use practices.

The PLAS Manual 2007 state further that the Department should take into consideration of the following in terms of identifying the strategically located land:

- Where it is to be located;
- How it should be utilized and what it should be used for is dependent on the many other related factors including the skill and competence of rural people and their financial capability;
- Whether they are aimed at addressing only household food security needs or to link into a broader market or production chain;
- The access to water, transport, and other resources; and
- The extent to which they can be supported in the use of land.<sup>7</sup>

The recently launched Recapitalisation and Development Programme (RADP) came into being in order to address the challenges of poor financial support to PLAS and other past and future land reform beneficiaries. The following are some of the objectives of RADP:

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<sup>7</sup> Department of Land Affairs. 2007. Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

- To ensure an increase in production;
- To guarantee food security;
- To graduate small farmers into commercial farmers; and
- To create employment opportunities within the agricultural sector

During 2010 the Minister took a decision of holding PLAS consultative workshop wherein PLAS beneficiaries were assembled in one place sharing their experiences, perceptions and challenges in their specific projects (PLAS Evaluation report, 2011). One of the major finding of this workshop was a need by the department to interact regularly with PLAS beneficiaries and provide them with enough support in terms of finance and infrastructural development as well as good assets management and skills transfer to beneficiaries.<sup>8</sup>

The draft policy for Proactive Land Acquisition Strategy (PLAS) has been developed as an enabling mechanism to give effect to three phases of the comprehensive rural development plan (CRDP) which are; phase 1-Meeting basic human needs, phase 2- enterprise development and phase 3-light agro industries maintained by rural markets and credit facilities. Numerous core objectives of the CRDP including self-reliance of rural communities, local economic development, inclusive rural participation in developed value chains, and improved rural livelihoods and tenure security shall be accomplished through the PLAS.<sup>9</sup>

Chapter six of the National Development Plan (NDP) stresses the importance of land reform to unlock the potential for dynamic, growing and employment-creating agricultural sector. The NDP proposes the workable and pragmatic land reform schemes which are as follows:

- Rapid transfer of agricultural land to black beneficiaries without distorting land markets or business confidence;
- Ensure sustainable production based on capacity building prior to transfer through incubators, mentorships and other accelerated forms of training;
- Development of sound institutional arrangements to monitor markets against corruption and speculation;
- Alignment of transfer targets with fiscal realities; and
- Enhanced opportunities for commercial farmers and organised industry to contribute through mentorship, training, commodity chain integration and preferential procurement.<sup>10</sup>

The draft policy for PLAS makes reference to the fact that in order to realise the principles, Chapter six proposes a model in which District Lands Committee (DLCs) are established in all districts of South Africa that contain commercial farming land.

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<sup>8</sup> Department of Rural Development and Land Reform, report on PLAS National Workshop, 2011, DRDLR, Pretoria.

<sup>9</sup> Draft Policy for Proactive Land Acquisition by the Department of Rural Development and Land Reform, January 2014.

<sup>10</sup> The Presidency, National Development Plan, 2011 Vision 2030.



DLCs will consist of all landowners in the district, government officials from a variety of ministries addressing rural development issues, representatives of state agencies such as Land Bank, and other key stakeholders from the private sector. The central mandate of the DLCs is to identify commercial farming land that can be acquired by the state and then be transferred to emergent black agricultural producers.

The DLCs will be charged with identification of a minimum of 20 per cent farming land in the area that is easily acquirable and which does not cause distortions in the land market. Types of such land may include land that has already been placed on the market, land which is owned by persons suffering financial problems, land owned by absentees landlords willing to participate, and land in deceased estates. After identification of such land, the state will offer farm owners 50 per cent of the land's market value.<sup>11</sup>

## **1.4 PLAS FRAMEWORK**

The PLAS framework consists of the following elements:

### **1.4.1 Legislative framework and delegation**

The PLAS implementation manual version 2, 2007 make reference to the Provision of Land and Assistance Act, Act no 126 of 1993 which gives legal effect to the proactive acquisition of land. Section 10 of the Act has been delegated to Provincial Chief Directors and gives them the authority to purchase land without first identifying beneficiaries only if it is for the purpose of act 126.

The recent draft PLAS policy speaks of four key pieces of legislation directly applicable to the PLAS:

- The Land Reform: Provision of Land and Assistance Act, Act No. 126 of 1993 as amended in 2008, is the key legislation that governs the PLAS Programme (refer to Section 10).
- The Restitution of Land Rights Act, 1994 (Act No. 22 of 1994 as amended) (refer to Section 42C).
- The Extension of Security of Tenure Act, 62 of 1997, similarly provides for the Minister to allocate funds for developments related to farm-dwellers who live with insecure tenure. (Refer to Section 4 of the Act).
- The Land Reform (Labour Tenants) Act.

### **1.4.2 Target groups**

In terms of the framework the strategy will target black people (Africans, coloured and Indians), groups living in communal areas, black people with necessary farming skills in urban areas and people living under insecure tenure rights. The framework

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<sup>11</sup> Department of Rural Development and Land Reform, Draft Policy for Proactive Land Acquisition, January 2014, Pretoria.

seeks to contribute to the decongestion of the communal areas, secure on or off farm accommodation and create sustainable livelihoods. While the approach is pro-poor, it also caters for emergent and commercial farmers.<sup>12</sup>

#### **1.4.3 Corridor approach, agricultural development in nodal areas**

The framework strategy supports the concept the agricultural development corridors and should increase economic growth and development of rural towns. Therefore this development focuses on developing agriculture along the major arterial routes such as N1, N2 and etc. guided by the principle of exploiting agricultural potential in the rural towns scattered along these routes. The proactive strategy has also incorporated the method of fostering integrated planning and development. The strategy is also aligned to the Department of Housing currently known as Department of Human Settlements' various programmes linked to the fast tracking of housing delivery.<sup>13</sup>

#### **1.4.4 Institutional arrangements**

With regard to roles and responsibilities of government role players, the Intergovernmental Relations (IGR) Framework Act No 13 of 2005 compels all spheres of government to forge a mutual relationship and work together. Therefore the implementation of PLAS framework requires a concerted effort at both local municipalities and provincial level. The Department of Land Affairs, the now Rural Development and Land Reform together with its national counterparts in Department of Housing currently known as Human Settlements, the now Department of Agriculture, Forestry and Fisheries, Corporative Governance and Traditional Affairs (COGTA) and South African Local Government Association (SALGA) will play a monitoring and evaluative role in terms of the strategy. In relation to settlement projects the Rural Development and Human Settlements will ensure that adequate budgets, systems and procedures are in place and ensure alignment of housing products and grant instruments with the proactive strategy.<sup>14</sup>

Also stated in the manual is that Proactive Land Acquisition must be executed within the ambit of local and district level integrated development planning process or area based planning approach. Both the municipalities and department may actively identify needs, suitable land and select appropriate beneficiaries. Lastly, it will be critical for the department to initiate service level agreements with any public or private sector agency to implement strategy within the area based approach. Therefore in the development of the land and identification of beneficiaries, service level agreements with financial institutions, estate agents and commodity groups may be concluded.

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<sup>12</sup> Department of Land Affairs, Pro-poor guidelines for beneficiary selection in terms of the proactive land acquisition strategy for agricultural projects, February 2007, Pretoria.

<sup>13</sup> Department of Land Affairs. 2007. Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

<sup>14</sup> Department of Land Affairs. 2007. Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

#### **1.4.5 Financial mechanisms**

The financial mechanism of the strategy is done through firstly, Grant financing: this involves acquisition and disposal financing based on the selling price, expropriation or auction price without attaching beneficiaries to such land. Beneficiaries are expected to lease with an option to purchase and lease fees would also be taken into consideration once the applicants are ready to acquire full ownership of the land after the being assessed by the department. Secondly, there are planning related cost such as valuation, agricultural potential report/ feasibility study, infrastructure development, subdivision and other costs necessary to make the farm farmable and this will be jointly funded by the department. While in relation to settlement projects, the Department of Housing (Human Settlements) will fund planning cost and rural development will bear all costs related to land acquisition.

The different resettlement models: there are seven re-settlement models through which proactive strategy can be implemented i.e. agri-village, small holdings, settlement and commonage, establishing black commercial farmers, commonage and kibbutz type development.<sup>15</sup>

#### **1.4.6 Communication strategy**

The strategy identifies Communication as one of the key pillars towards successful implementation. Therefore the implementation manual requires the strategy to be well communicated to all spheres of government and relevant stakeholders. In this instance a clear and credible position on how administrative expropriation is to be supported. Also mentioned is different communication strategies needed to be put in place, the approach that should be widely communicated to different Government Departments at various levels i.e. national, provincial and local. Lastly, different communication tools are required to be used and these include road shows, print media, radio stations and etc.

#### **1.4.7 Skills development strategy**

The PLAS implementation manual further highlights the importance of skills development strategy as implementing PLAS is likely to present the Department with challenges and this would need highly skilled personnel. Also stated is the fact that government departments are moving away from appointing service providers to do work that can be done in-house. To ensure effectiveness and efficiency in delivering land using proactive land acquisition strategy and compliance with other important legislation, various training programmes will be put in place to target department project officers, local government employees, commodity groups, estate agents and other stakeholders that would be identified from time to time.

In order to inform a process of developing a comprehensive training strategy and a programme, needs assessment will be undertaken. The manual further stipulates that

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<sup>15</sup> Department of Land Affairs. 2007. Manual for the Implementation of PLAS Version2. Department of Land Affairs, Pretoria.

the existing training programmes such as business planning, valuations and etc. will also form part of proposed training programme. Consideration will also be made in terms of elements that will be included in a training programme such as policies and legislation that are specific to land reform e.g. Expropriation Act, National Spatial Development) Framework (NSDF, Environmental related legislation and other internal legislation such as Provision Of Land And Assistance Act, 1993, as well as Livelihood Participatory Approach and Integrated Development Planning.

The training programmes will not be limited to crosscutting issues like gender and HIV/AIDS. Lastly, it is critical for the project officers to understand other provincial specific process such as Provincial Growth and Development Strategies (PGDS) for the sustainability of land reform projects.

#### **1.4.8 Monitoring and evaluation**

With regard to keeping track of PLAS implementation the manual stipulate that the Department will through its Monitoring and Evaluation unit develop indicators for each model identified within the strategy. Therefore baseline information will normally be collected after projects have been in existence for about three years. As a result evaluation will take place both during and after the implementation of the different models. The impact assessment of the strategy will take place after five years of implementation through survey of different households that benefited from the strategy.

### **1.5 PLAS PROJECT LIFE CYCLE**

Section two of the manual outlines a five phases approach to PLAS implementation framework which are categorised into the following:

**Pre-Phase:** This is an initial phase dealing with identifying land and/or confirming needs within the area-based approach and then match the land needs with land in that area. In this phase the following steps and activities are expected:

**Land needs assessment:** this is where situation assessment/needs identification is undertaken through meetings with municipalities and Department of Agriculture for all agriculture-related projects as well as meetings with municipalities and Department of Housing, recently known as Human Settlements for all settlements related projects.

#### **1.5.1 Phase 1: Land Acquisition**

This phase addresses issues of how and is acquired via Section 10(a) and registered in the name of the national government prior to the identification and selection of beneficiaries. Land can therefore be acquired in 3 ways through:

- Expropriation
- Auctions

- Land market

Whatever method is deemed appropriate in terms of the PLAS, the following steps are common to all three methods:

Step 1: **Land identification**, Identify land within the area-based approach as well as checking for land claims or other rights in land within the area.

Step 2: **Planning costs approval related to land acquisition**, requires the provincial department to compile document for release of funding for the purpose of feasibility studies, valuation and conveyancing. Also needed is submission of document to provincial Chief Director for release of funding for planning as well as provisional budget allocated

Step 3: **Valuation**, this phase compels the department to obtain valuation report use in negotiation with the seller (not in auctions process). In this regard valuations can be obtained prior to auctions to base maximum price state will be willing to bid at an auction)

Step 4: **Land feasibility**, require the department to obtain feasibility report prior land acquisition to ensure that the farm is farmable.

Step 5: **Land acquisition**, in this phase the following is expected: obtain approval from PGC for acquisition of land; appoint a conveyancer to register land in the name of Republic of South Africa: National Government, financial officer releases funds for land acquisition to the seller and payment to the conveyancer and submit transfer details to PLRO district office.

Step 6: **Register land on state asset register**, here the PLRO project officer fills in asset inventory schedule and creates a manual file that must include:

- Copy of sale agreement
- Title deed
- Valuation report

Project officer must update Financial Lead Schedule and Total of inventory list should balance to amount shown on lead schedule.

### 1.5.2 Phase 2: Project Planning and Land Development

This phase identify and select beneficiaries for the land that has been acquired proactively and to plan further with the selected beneficiaries. Therefore the following steps are followed:

Step 1: **Holding arrangements**, Firstly, this step deals with holding arrangement through appointment of Caretaker/management Company. The activity that follows is to select caretaker and sign caretaker agreement with company

management. Secondly, the step addresses matter of management of caretaker/management Company through the following activities:

- PLRO will forward copy of lease agreement to Directorate: Land Reform Implementation Support.
- Directorate: Land Reform Implementation Support captures relevant information on lease debtor system.
- Directorate: Land Reform Implementation Support generates a report and submits to PLRO. PLRO must verify every three months the PLRO.
- PLRO must ensure that caretaker pays all rates and taxes, water, electricity and other costs associated with the agreement.

Step 2 of **beneficiary selection** in this phase deals with beneficiaries identification and selection.

Step 3: **Approval of planning costs and development of business plans.** In this phase the following is undertaken:

- Document is compiled for release of funding for business planning, production/operational planning, compilation of lease agreements, legal entity formation (if necessary) and infrastructure development assessment.
- Submitted and presented for documentation to DSC.
- Submission of document to Provincial Chief Director for release of funding for planning and infrastructure assessment is done. Compile and finalise business plan and production/operational plan with selected beneficiaries (lease period will also be determined during this phase).
- Formation of legal entity and Identification of skills development needs.

Step 4: **Surveying and subdivision**, in this step obtaining of provisional subdivision sketch plan in cases where subdivision is needed to appoint a surveyor and finalisation of subdivision.

Step 5: **Land Development**, in this step the following activities are followed:

- Conduct infrastructure assessment;
- Submit for approval;
- Release of joint funding from DLA/DoA (CASP) for infrastructure development; and
- Appoint service providers and finalise development of and provision of infrastructure.

### 1.5.3 Phase 3: Trial Lease Period

Phase 3 deals with finalization of lease agreements with the selected beneficiaries and to manage and monitor these lease agreements. Below are the steps that are undertaken:

Step 1 of phase 3 deals with **finalisation of lease agreements** by conducting the following:

- Compile and finalize lease agreements with selected beneficiaries;
- Provincial CD signs lease agreements;
- PLRO to forward copy of lease agreement to Directorate: Land Reform Implementation Support;
- Directorate: Land Reform Implementation Support captures relevant information on lease debtor system; and
- Directorate: Land Reform Implementation Support generates a report and submits to PLRO.

While Step 2 is concerned with **managing, monitoring and evaluation of assets**, lease payments and agreements. Therefore to achieve this step the department should do the following:

- PLRO has option to appoint management company to manage lease payments;
- PLRO must verify every three months the assets as per report and report any deviances to Directorate: Land Reform Implementation Support;
- Monitoring reports of lease agreements to be issued at least twice a year to Provincial CD;
- Evaluation on expiration on lease agreement;
- Sign MOU for aftercare/post transfer support;
- Extension officer/mentor assigned; and
- Ensure that the extension officer/mentor executes skills development aspects of business plan.

#### **1.5.4 Phase 4: Transfer/Disposal of Land**

Beneficiaries apply for LRAD grant funding and for transfer/disposal of land/title to beneficiaries after satisfactory performance during lease period. The following steps are followed:

##### **Step 1: Determination and approval of grant funding and disposal**

- Determine grant funding and any additional funding needed
- Submit to PGC for approval of grant funding and disposal

##### **Step 2: Transfer land to beneficiaries**

- Financial officer credits beneficiary grant funds for land acquisition to the state and payment to the conveyance;
- Submit transfer details; and
- PLRO to provide Directorate: Land Reform Implementation Support with copy of title deed to terminate lease entry on lease debtor system.

### 1.5.5 Phase 5: Post Settlement Support

This phase is aimed at ensuring that the business plan is implemented and that support is provided to beneficiaries. Below is step/ or activities to be followed when implementing the business plan:

The main step in phase 5 is to **ensure post settlement support** by rendering the following activities:

- Complete Implementation Completion Report;
- Ensure that the extension services are still in place as per MOU; and
- Monitor and Evaluate project as per business plans.



## **CHAPTER TWO: BACKGROUND TO THE EVALUATION**

### **2.1 INTRODUCTION**

This chapter gives a brief background to the evaluation that was conducted. The chapter highlights the type, importance, and purpose of the evaluation, the objectives of this study, the evaluation questions and scope of the study.

In the beginning of 2013/14 financial year the Evaluation and Research Directorate developed a three year departmental evaluation plan which was in line with the National Evaluation Policy Framework of 2012 developed by the Department of Planning, Monitoring and Evaluation (DPME), which was one of the prescripts of the DPME that addresses how evaluations should be planned and conducted within the public service. The DRDLR evaluation plan identified programmes to be evaluated from 2013/2014 to 2015/2016. An implementation evaluation of PLAS programme was one of the evaluations to be conducted in the 2014/15 financial year.

### **2.2 TYPE OF EVALUATION**

An implementation evaluation was conducted in order to assess if PLAS as an intervention to fast track land acquisition in order to improve agrarian transformation is indeed achieving its intended objectives as planned. The implementation evaluation also provided the beneficiaries an opportunity to share their experiences, perceptions and challenges in their projects of which the concerns raised would inform the department about the performance of PLAS and how the strategy can be reviewed going forward. The study further evaluated the contribution of PLAS projects to agrarian transformation and improvement of food security.

### **2.3 IMPORTANCE OF THE EVALUATION**

In 2010 the Department took a decision to suspend all grant based programs such as LRAD, SLAG, SPLAG, Commonage etc., and as a result all these programmes were made to fall within PLAS. It is critical for the department to continuously visit PLAS projects timeously and conduct evaluation as this will inform the department as to whether the objectives of the programme are being realized or not and will also provide the beneficiaries with an opportunity to share their experience, perceptions and challenges in their projects.

### **2.4 PURPOSE AND OBJECTIVES OF THE EVALUATION**

The purpose of the evaluation was to assess the implementation of the PLAS. To some extent the evaluation also assessed the efficiency and effectiveness, as well as impact on the target group. The study will also provide the Department with information needed to make decisions with regard to improvement of PLAS

performance, implementation of the strategy, highlight challenges, lessons learned and recommendations.

The objectives of the study are as follows:

- To assess PLAS implementation processes and whether implementation is likely to result in the achievement of PLAS main goal of achieving agrarian transformation.
- To assess the performance of PLAS projects on accelerating the acquisition of strategically located and well-resourced land in a developmental fashion;
- To evaluate performance of PLAS against the standards as stipulated in the PLAS manual ;
- To assess overall performance against the strategy's objectives as set out in the planning documents;
- To document lessons learned in order to improve the implementation, and management of existing and future land acquisition strategies and
- To determine implementation successes or challenges.

## **2.5 KEY QUESTIONS TO BE ADDRESSED BY THE EVALUATION**

The following questions will be addressed by the study:

- Whether PLAS is being implemented according to its implementation manual?
- Is PLAS reaching its intended beneficiaries?
- Are PLAS projects benefiting the beneficiaries in a significant way in terms of improvement of their livelihood?
- Are there short -and long term visible and tangible benefits for beneficiaries?
- What has been the impact of the Proactive Land Acquisition Strategy (PLAS) projects on the livelihoods of the beneficiaries?
- Is there a profitable production taking place on PLAS project in terms of food security?
- What has been the potential impact of the PLAS project on economic development?
- Have the beneficiaries been empowered sufficiently to manage the projects on their own?
- Is PLAS implementation fit to achieve its objectives?
- Have PLAS projects beneficiaries experienced any conflicts that can affect productivity?
- Do PLAS projects promote gender equality?

The following are the key questions linked to specific themes and outcomes of the programme.

**Table 1: Key questions linked to specific themes and outcomes of the programme**

<b>Thematic areas in terms of Projected Benefits of the PLAS Programme</b>	<b>Key Questions to be addressed</b>	<b>Outcomes</b>
Implementation according to its plan	Is the PLAS being implemented as planned?	Effectiveness of the implementation of PLAS
Target groups	Is PLAS reaching its intended beneficiaries?	
Integration and development	Is PLAS aligned to integrated planning and development? Are PLAS projects supporting the concept of agricultural development corridors and increased economic growth and development of rural towns?	Effectiveness of the programme in achieving integrated development
Improvement of beneficiaries livelihoods	What has been the impact of the Proactive Land Acquisition Strategy (PLAS) projects on the livelihoods of the beneficiaries? i.e. <ul style="list-style-type: none"> <li>• Contribution of agricultural projects to sustainable households?</li> <li>• Contribution of settlement projects to sustainable livelihoods?</li> </ul>	Increased food security  Improved access to secured living
Improved food security	Is there a profitable production taking place on PLAS project in terms of food security?	Contribute to food security
Improved access to economic activity (economic development)	What is the potential impact of the PLAS project and its contribution to economic development?	Increased economic growth and development of rural towns, employment and entrepreneurial opportunities
Improved farming skills development	Have the beneficiaries empowered sufficiently to manage the projects on their own?	Increased self-reliant and project management
Improved community participation	Have PLAS projects beneficiaries experienced any conflicts or squabbles that can affect productivity? What is the degree of participation, involvement, support and benefit of the community?	Ensure maximum productive use of land acquired

## 2.6 SCOPE OF THE STUDY

In October and November 2014, Evaluation and Research Directorate visited nine (9) provinces in South Africa. Individual interviews were conducted with PLAS beneficiaries and provincial land reform managers. The detailed scope of the evaluation is outlined in the next chapter which focuses on methodology.

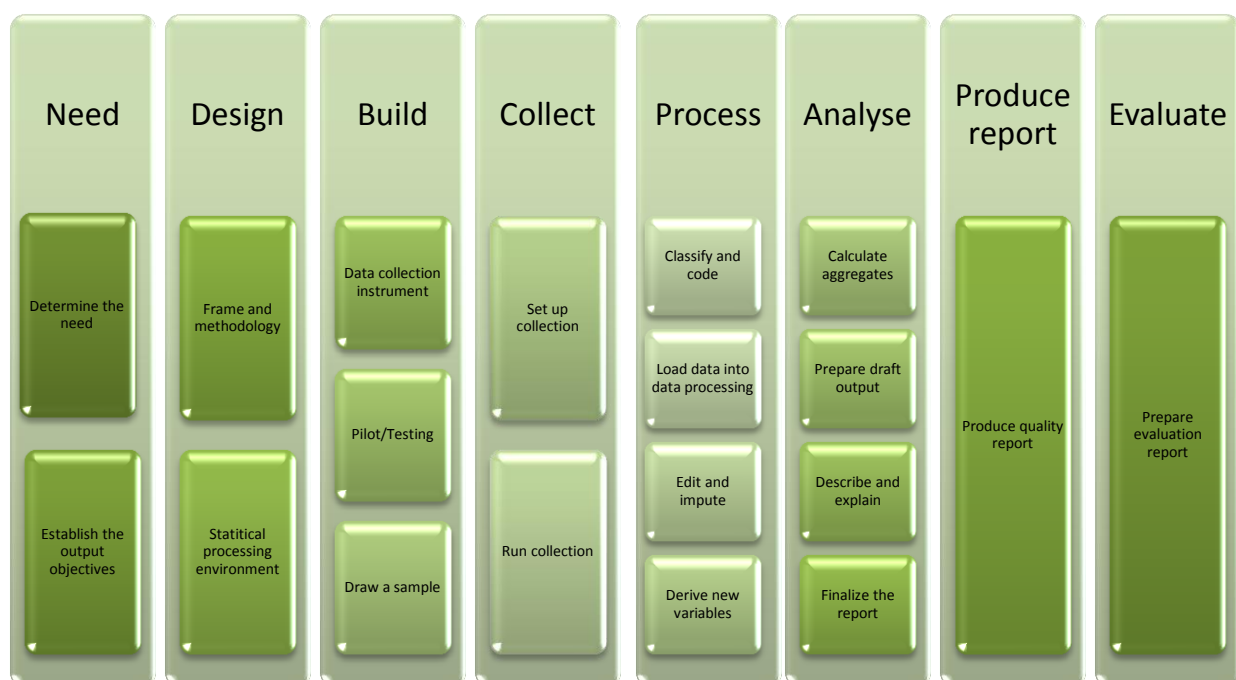
## CHAPTER THREE: METHODOLOGY

### 3.1 INTRODUCTION

This chapter outlines the methods and procedures adopted for the evaluation. This includes a description of data collected, data collection instruments, details of sampling and data analysis. The evaluation study was conducted in all nine provinces. Interviews were held with beneficiaries of the farms acquired through PLAS (Pro-active Land Acquisition Strategy), implementers (programme directors). The study also involved review of existing PLAS documents.

Given that implementation evaluation aim to understand the key activities, process and events in programme delivery and whether these are being implemented as designed, a variety of methods such as analysis of programme and project administrative records and interviews were used to gather information on the implementation of the PLAS farms/projects. The following statistical value chain was followed when conducting the evaluation study:

**Figure 1: Statistical value chain**



### 3.2 TARGET POPULATION

The target population of the study consists of all farms acquired through PLAS in all nine provinces, as well as the managers involved in the implementation of PLAS.

The Directorate: Evaluation and Research (D: E&R) worked with the list of all farms acquired through PLAS which was provided by Land Reform and Development Branch. From that list, there were about 1 393 farms acquired through PLAS at the end of March 2014.

The table below shows the distribution of total number of farms/projects per province as provided by Land Reform and Development Branch.

**Table 2: Distribution of total number of farms acquired through PLAS per province**

<b>PROVINCES</b>	<b>TOTAL AS ENDED ON THE 31<sup>ST</sup> OF MARCH 2014</b>
<b>Eastern Cape</b>	193
<b>Free State</b>	215
<b>Gauteng</b>	162
<b>KwaZulu-Natal</b>	215
<b>Limpopo</b>	79
<b>Mpumalanga</b>	255
<b>North West</b>	81
<b>Northern Cape</b>	150
<b>Western cape</b>	43
<b>TOTAL</b>	<b>1 393</b>

The D: E&R was then informed that other farms acquired through PLAS did not have beneficiaries but a caretaker (person looking after the farms for the period of a year until the beneficiaries are given the farm). Since the evaluation study intended to focus on beneficiaries that have been allocated the farms, provincial M & E officials were then requested to confirm the status of the PLAS farm (whether beneficiaries have been allocated or a caretaker) from the sampled list given to them. It was also requested that in the case of caretakership, they must replace the farms with the other farms/projects where there are beneficiaries.

### 3.3 SAMPLING SELECTION

For the purpose of sampling for this evaluation, non-random sampling technique was utilised. Non-random samples are commonly classified into four types: purposeful, snowball, judgemental and convenience.

Purposeful sampling method was used to draw up the sample for this evaluation. This method allowed evaluators to make the selection based on predetermined criteria that in the judgement of the evaluators will provide the data needed. The criteria used for the selection focused on provincial coverage of PLAS farms.

However, due to changes in the administrative data from the branch, evaluators had to use the database ended in first quarter of financial year 2013/2014. The decision for using first quarter of financial year 2013/2014 database was to ensure that we have the standard and fixed database. This was due to the fact that the Land Reform and Development Branch updates their database daily as the results of changes of the status of farms/projects within the database.

The total number of farms/projects acquired through PLAS from the used database was 1 393 for all provinces. The list of the farms was then aggregated in order to have total representation of beneficiaries, hence 109 farms/projects were drawn from 1 393 farms in all nine province but the evaluators managed to interview representatives of 113 farms/projects (see Table below).

### 3.3.1 Determining the sample size

The sample size was determined in a manner where evaluators were able to decide the confidence of the sample results to be accurate in order to reflect the entire relevant population.

Criteria used to draw-up the sample were:

- Approximately 7,8% of total number of farms/projects per province was used, due to long distance to be travelled to the farms/projects;
- The sample was adjusted in order to be manageable when travelling to the farms/projects and also to adjust where there is a fewer farms/projects selected in the provinces e.g.: Limpopo province, Northern Cape province and Western Cape province had few farms/projects selected due to less total number of farms/projects. Therefore, the sample size for those three provinces was adjusted by decreasing the sample size of other provinces with big sample size such as Mpumalanga; Free State; Kwa-Zulu Natal and Eastern Cape province (see Table below);
- The targeted sample size per province was between 10 to 14 farms/projects; and
- Sampling with replacement was used in case of unavailability of beneficiaries in the farms/projects.

Table below shows the proposed sample size and actual sample size and also the actual response rate against the proposed.

**Table 3: Proposed and actual sample size and response rate**

Provinces	Proposed Sample size	Adjusted sample size	Actual collected	Response rate (%)
Eastern Cape	15	14	14	100,0
Free State	17	14	13	92,9
Gauteng	13	13	12	92,3
Kwa-Zulu Natal	17	14	13	92,9
Limpopo	6	10	10	100,0
Mpumalanga	20	13	12	92,3
Northern Cape	6	10	13	130,0
North West	12	12	13	108,3
Western Cape	3	10	13	130,0
<b>TOTAL</b>	<b>109</b>	<b>109</b>	<b>113</b>	<b>103,7</b>

Originally, the sample size was 109 (which is 7, 8% of 1 393) but we manage to collect from 113 farms/projects due to other beneficiaries being willing to be interviewed even though they were not in the sample in three provinces (Northern Cape, North West and Western Cape).

The table above indicates that overall we had the response rate of 103, 7%. Northern Cape, Western Cape and North West were the only provinces with more than 100% response rate ranging from 108, 3% to 130% due to availability of extra beneficiaries who were willing to be interviewed. Eastern Cape and Limpopo had 100% response rate as everyone was available to be interviewed. The rest of the provinces were ranging from 92, 3% for Gauteng and Mpumalanga to 92.9% for Free State and Kwa-Zulu Natal due to one refusal in Gauteng as the beneficiary refused to be interviewed after arrangements were made with him, unavailability of beneficiaries in Mpumalanga and Free State as they told the evaluators that they are at work after the arrangements were made with them.

In addition, the study also focused on interviewing Land Reform directors in each province. Five provincial Land Reform directors were not interviewed and reasons are specified in the table below.

Table below shows number Land Reform directors interviewed.

**Table 4: Number of provincial Land Reform directors interviewed**

Province	Managers	Reasons for not interviewing directors
Eastern Cape	0	The acting director had to leave but an arrangement was made that the fieldworker email the questionnaire and it will be completed and emailed back but the questionnaire was not received despite numerous follow-up through email and telephone.
Northern Cape	1	
Western Cape	1	

<b>Free State</b>	1	
<b>Kwazulu-Natal</b>	1	
<b>North West</b>	0	State Land officials arranged an interview with one district manager but a director was to be interviewed.
<b>Gauteng</b>	0	The evaluation team intended to interview the Land Reform Director as part of piloting the questionnaire but he was not available despite numerous attempts.
<b>Mpumalanga</b>	0	The field workers were informed that there is no Land Reform Director in the provincial
<b>Limpopo</b>	0	The fieldworker could not finish the interview due to the Director indicating that he has other commitments. It was arranged that the questionnaire be emailed, which was done but the Director did not email back the questionnaire even after follow-up by telephone and email.
<b>TOTAL</b>	<b>4</b>	

### 3.4 QUESTIONNAIRE DESIGNING

The interviews were conducted by using structured questionnaires as tools for collection of information from beneficiaries and land reform directors. The questionnaires consisted of nominal and ordinal data type. The questions were designed in a way that would be able to assist evaluators in reaching the objective of measuring and evaluating the status and performance of the farms acquired through PLAS.

The questionnaire was piloted with one beneficiary from Gauteng province due to time and budget constraints. The pilot study was done to ensure the quality in terms of:

- Contents of the questions included;
- Relevant layout of the questionnaire;
- Time usage to administer the questionnaire;
- Understanding of the question by the beneficiaries; and
- Attractiveness to ensure that beneficiaries will be able to respond to the questionnaire.

**Table 5: Contents of beneficiary's questionnaire**

<b>Participants questionnaire</b>		
<b>Section &amp; sub-sections</b>	<b>Number of questions</b>	<b>Detail of each section</b>
<b>Flap</b>	8	Demographic information, beneficiaries information and field staff information
<b>Section 1</b>	5	Beneficiaries household status, size, position and employment
<b>Section 2</b>	10	Farm background
<b>Section 3</b>	13	Lease agreement
<b>Section 4</b>	9	Farm planning and development
<b>Section 5</b>	22	Farm productivity
<b>Section 6</b>	6	Agrarian transformation



<b>Section 7</b>	7	Food security
<b>Section 8</b>	4	Basic infrastructure
<b>Section 9</b>	9	Skills audit and training
<b>Section 10</b>	4	Beneficiaries livelihoods
<b>Section 11</b>	8	Economic development
<b>Section 12</b>	3	Gender equity at project level
<b>Section 13</b>	4	Community participation
<b>Section 14</b>	8	Financial benefits
<b>Total</b>	<b>120</b>	

**Table 6: Contents of the land reform director's questionnaire**

<b>Directors questionnaire</b>		
<b>Section 1</b>	11	PLAS description
<b>Section 2</b>	7	Land planning and development
<b>Section 3</b>	<b>29</b>	Overall design focus
• <b>Sub-section 3.1</b>	7	Implementation according to design
• <b>Sub-section 3.2</b>	7	Beneficiary selection process
• <b>Sub-section 3.3</b>	7	Economic development
• <b>Sub-section 3.4</b>	4	Livelihoods improvement
• <b>Sub-section 3.5</b>	4	Strategy sustainability
<b>Section 4</b>	9	Skills audit and training
<b>Section 5</b>	<b>17</b>	Financial implications
• <b>Sub-section 5.1</b>	15	Financial management
• <b>Sub-section 5.2</b>	2	Asset management
<b>Section 6</b>	7	General perspectives
<b>Total</b>	<b>80</b>	

The full questionnaires for beneficiaries and directors are attached as Appendix A and B.

## **5. DATA PROCESSING**

Data was collected across all nine provinces in October and November 2014. After collection, the data was captured in Excel. The captured data was verified and cleaned by the team to ensure consistency and correctness.

Data cleaning and verification is the procedure of removing capturing errors and inconsistencies from data in order to improve quality. It is also used to remove the duplicates. In the case of missing data, the data was confirmed telephonically or imputed by using other questions related to the missing value, elsewhere it was noted as unspecified.

### 3.6 DATA ANALYSIS

Data was analysed utilizing both data analysis strategy that is qualitative and quantitative strategies. Qualitative data analysis involves making sense of non-numeric data collected as part of evaluation. This evaluation used this strategy to analyse open-end question more especially in the Land Reform Director's questionnaires.

Quantitative data analysis strategy was used to analyse data collected from beneficiaries as the questionnaire included nominal (categorical) data (beneficiaries were able to choose answer from the box), ordinal data (e.g. beneficiaries were able to rate the PLAS) and interval data (e.g. beneficiaries were able to specify amount of money).

Graphs and tables were determined from the percentages and numbers derived from the sampled results. The two strategies were linked together in order to compile the report.

### 3.7 LIMITATIONS OF THE STUDY

- Due to the number of farms/projects and the coverage thereof, the team had to ensure that the selected sample is representative of all the population, hence the sampling of 105 farms/projects across all provinces;
- The capacity within the Evaluation and Research Directorate was a limitation as officials involved in data collection had to visit all provinces within a period of two months, where data collection in a province lasted for a week;
- Unclear farms/projects list in terms of caretakership received from Land Reform Branch;
- Beneficiaries not showing up after appointments were made with them, however in this case beneficiaries were replaced where possible;
- The evaluation team requested documents to assist the evaluators to understand the programme better from the Land Reform Branch but such documents were never received.
- Lack of adequate information about PLAS from the Land Reform Branch making it difficult to compile the questionnaire and also understand how the PLAS functions; and
- Unavailability of provincial managers in some provinces, namely North West, Mpumalanga, Gauteng and Free State.

## CHAPTER FOUR: KEY FINDINGS

### 4.1 INTRODUCTION

This chapter presents the key findings of the PLAS evaluation study conducted during the 2014/2015 financial year with field work specifically conducted during September, October and November 2014. The results are presented according to the evaluation questions and key themes. The results are based on an analysis of strategy records, document analysis, and interviews with beneficiaries of PLAS as well as managers. The results of the interviews conducted are also presented according to the various themes namely: status of the beneficiaries, background of the farm, lease agreement, farm planning and development, farm productivity, agrarian transformation, food security, basic infrastructure, skills audit and training, beneficiaries' livelihoods, economic development, gender equality, community participation and financial benefits. The results from the interviews are presented by province, where necessary, and for all nine provinces combined to provide an overall picture of PLAS status and performance.

The results are based on 113 sampled PLAS projects selected from the target population of 1 393 PLAS projects within nine provinces of the country as indicated in Chapter 3 on methodology).

### 4.2 PLAS DESIGN AND MANAGEMENT FOCUS

#### 4.2.1 PLAS Design

##### 4.2.1.1 PLAS conceptualisation

The findings from interviews with 4 provincial directors involved in land acquisition revealed that directors had an understanding of what the PLAS is all about. Interviewed directors indicated that the PLAS was developed with a focus of proactively acquiring agricultural land in order to achieve the departmental mandate and objective of redistributing 30% of land to black farmers. It was also mentioned during the interview that PLAS was developed with the aim of improving food security and job creation. The interviewed provincial directors specified that PLAS was conceptualized in the national office in order to buy land proactively and provincial offices were only at the operational level.

According to the interviewed provincial directors, PLAS was designed to address issues such as skewed acquisition of land, to deal with unproductive land and overcrowded beneficiaries from the previous grant called LRAD.

It is noted again that the PLAS beneficiaries are expected to benefit from the strategy through the leasing of land in order to secure tenure and generate income so that they can create jobs. All interviewed provincial directors believe that the planned outcomes of PLAS will be achieved through the correct allocation of land to the right people and support from the government departments to use the land effectively.

#### **4.2.1.2 PLAS implementation manual**

While PLAS was approved “in principle” in July 2006, it arrived with a Ministerial provision that a management (implementation) plan be developed prior to the implementation of the Strategy. The PLAS Implementation Manual was developed in 2007 in order to address the ministerial provision, however, during the interviews with land reform directors, evaluators were informed that the evaluation of PLAS was based on the 2007 implementation manual, while PLAS is no longer implemented using the said manual. There are few concerns regarding PLAS not implemented according to manual, namely: the implementation process is not standardised and leads to PLAS implemented differently in various provinces.

### **4.2.2 PLAS Management**

#### **4.2.2.1 Management accountability**

There seems to be no accountability in terms of who is responsible for the management of PLAS at the national level. The evaluation team battled to find a person responsible for the management of the programme, the team was firstly referred to the CD: RECAP which indicated that they are not responsible for PLAS. The team was later referred to the valuers within the land redistribution and development branch. A meeting was then held with the valuers and the evaluation team felt that the valuers were not the appropriate people to speak to regarding the management of PLAS as they are responsible for evaluating the land to be purchased through PLAS and not managing the strategy itself.

#### **4.2.2.2 Document management**

The evaluation team requested a number of PLAS documents from the branch where PLAS is located and most documents that were requested were not received.

### **4.2.3 Cost-effectiveness Analysis**

The aim of this section is to provide a perspective on the relative scale of PLAS projects that relates to the time period covered by this evaluation. Table below shows the

number of PLAS projects, PLAS expenditures, average costs per project and average cost per hectare. These data are aggregated and cover the time period from the 2007/08 financial year to the end of March 2014.

Since the inception of PLAS in 2007/2008 to 2013/2014 the cost for the PLAS projects has been distributed as follows:

**Table 7: Budget allocation/financial year since inception of the programme**

Financial year	PLAS projects cost per FY	Number of Projects	Hectares acquired	Average price per project	Average price per hectare
2007/2008	R 594 604 504,21	182	143 478,81	R 3 267 057,72	R 4 144,20
2008/2009	R 976 447 560,58	168	197 617,81	R 5 812 187,86	R 4 941,09
2009/2010	R 299 555 684,49	103	57 060,99	R 2 908 307,62	R 5 249,75
2010/2011	R 692 186 733,57	167	210 022,57	R 4 144 830,74	R 3 295,77
2011/2012	R 1 387 825 184,61	285	278 819,44	R 4 869 562,05	R 4 977,51
2012/2013	R 764 425 681,82	220	113 207,61	R 3 474 662,19	R 6 752,42
2013/2014	R 529 076 959,56	223	69 382,62	R 2 372 542,42	R 7 625,50
<b>Total</b>	<b>R 5 244 122 308,84</b>	<b>1 348,00</b>	<b>1 069 589,85</b>		

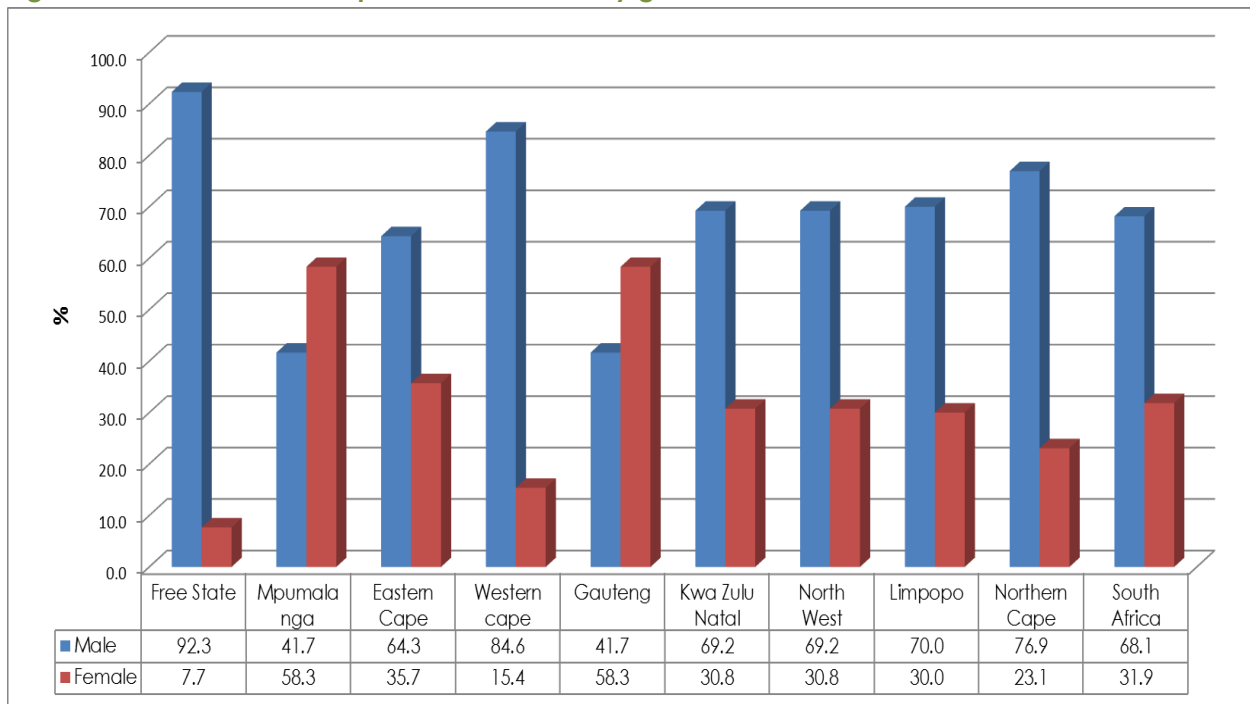
The cost of PLAS farms per financial year started in 2007/2008 was R 594 604 504.21 for 182 PLAS projects with 143 478.81 ha purchased. The financial year 2009/2010 had the lowest cost of R 299 555 684, 49 with 103 projects with 57 060,99ha purchased.

### **Cost-effectiveness Analysis**

On average, the cost per hectare during financial year of 2007/2008 was about R 4 144, 20 with the average cost per project being R 3 267 057, 72. In the financial year of 2013/2014, the average cost per hectare was R 7 625, 50 with the average cost per project being R 2 372 542, 42. Given that the beneficiaries have complained about poor infrastructure, lack of access to water and the fact that that most of the farms that are purchased by the Department need to be immediately recapitalised, the evaluators believe that the Department is paying a lot per hectare for the farms acquired. Because when determining what should be paid for a farm, a variety of factors such as water security, soils, the quality of infrastructure and location are considered and which were found to be a challenge in most PLAS farms.

### 4.3 DEMOGRAPHIC ANALYSIS

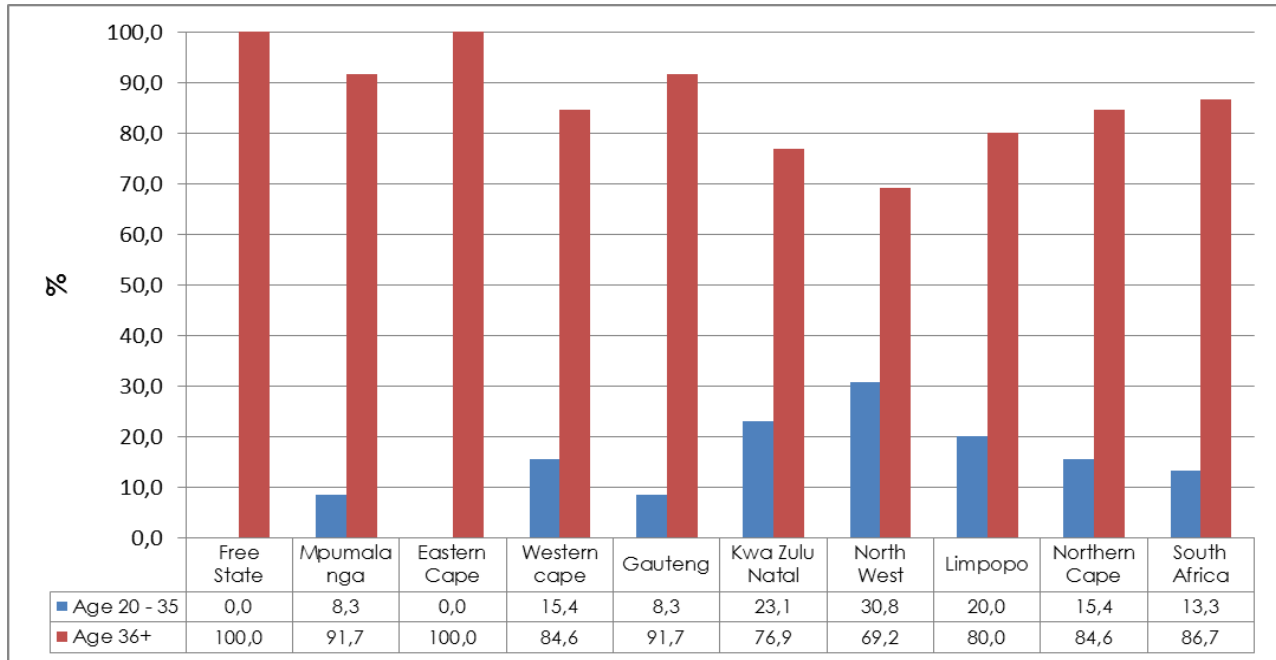
Figure 2: Distribution of sampled beneficiaries by gender



The figure above indicates that Free State has the highest percentage of male respondents accounting for 92.3%, followed by Western Cape with 84.6% and both Gauteng and Mpumalanga had the lowest percentage of male respondents accounting for 41.7% each.

In terms of female respondents, Gauteng and Mpumalanga are the leading provinces with the highest percentage of female respondents accounting for 58.3% each, followed by Eastern Cape with 35.7% and the least being Free State with 2.8%. Overall, 68, 1% of respondents were male where else 31.9% were female.

**Figure 3: Distribution of sampled beneficiaries by age groups**

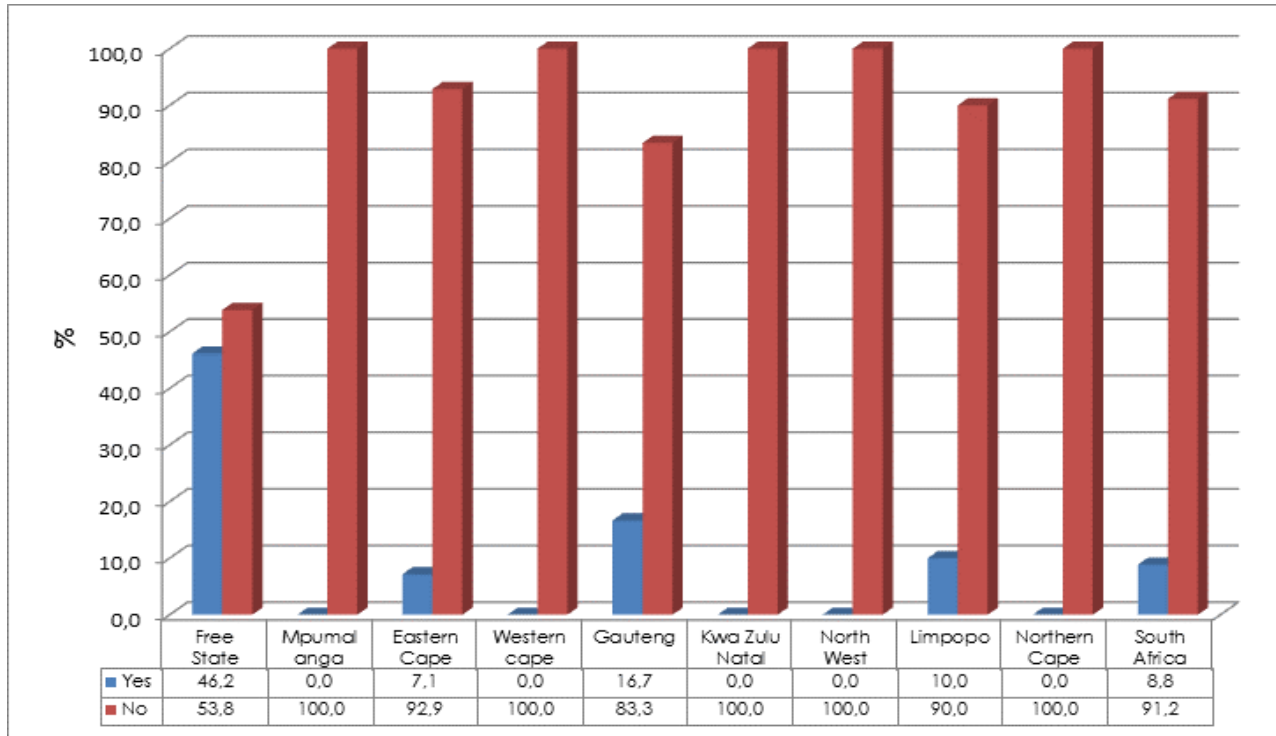


The figure shows that North West province has the highest percentage of respondents between the age group of 20 – 35 years old with 30.8%, followed by Kwa Zulu-Natal with 23.1% and Limpopo with 20.0%. In addition, Western Cape and Northern Cape have the same proportion of 13.3% of respondents between the age group of 20 – 35 years old. The figure also indicates that both Free State and Eastern Cape had no respondents within the age group 20 – 35 years old. Therefore, all respondents from Free State and Eastern Cape were above the age of 35 years old.

Furthermore, the figure indicates that respondents from Mpumalanga and Gauteng were above the age of 35 with 91.7% each, followed by Western Cape and Northern Cape with 84.6% each; Limpopo (80.0%), KwaZulu-Natal (76.9%) and North West (69.2%).

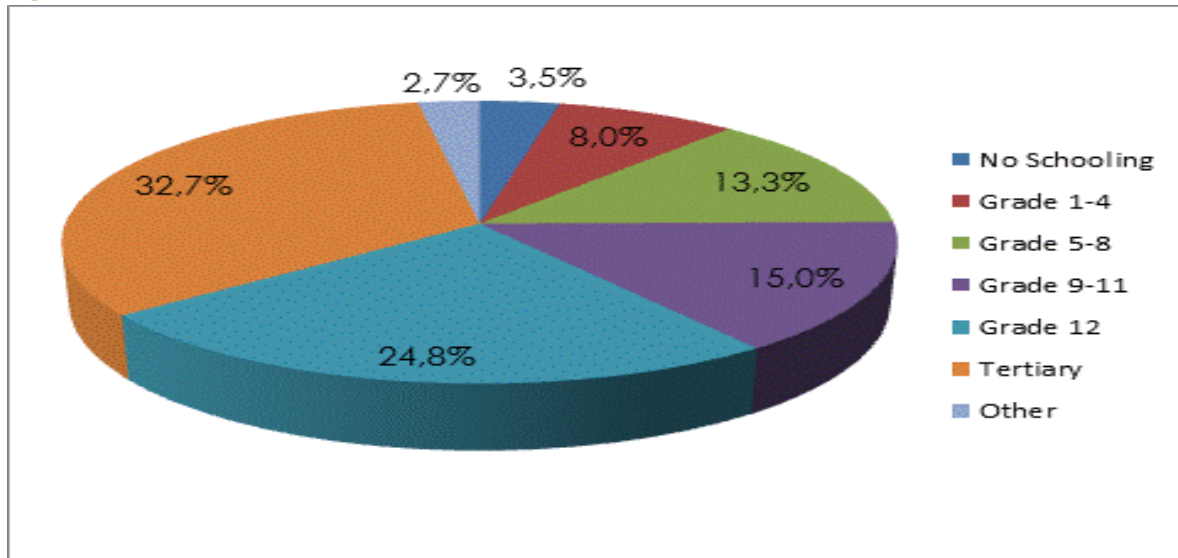
In general, 86.7% of respondents were above the age of 35 years old while 13.3% were within the age group of 20 – 35 years old.

**Figure 4: Distribution of sampled beneficiaries with disability status per province**



The above Figure indicates percentage distribution of respondents with disabilities. It shows that Free State, Gauteng and Eastern Cape were the only province which had disabled respondents with 46.2%, 16.7% and 7.1% respectively. Overall, 8.8% of respondents were disabled across the country.

**Figure 5: Level of qualification for sampled beneficiaries**



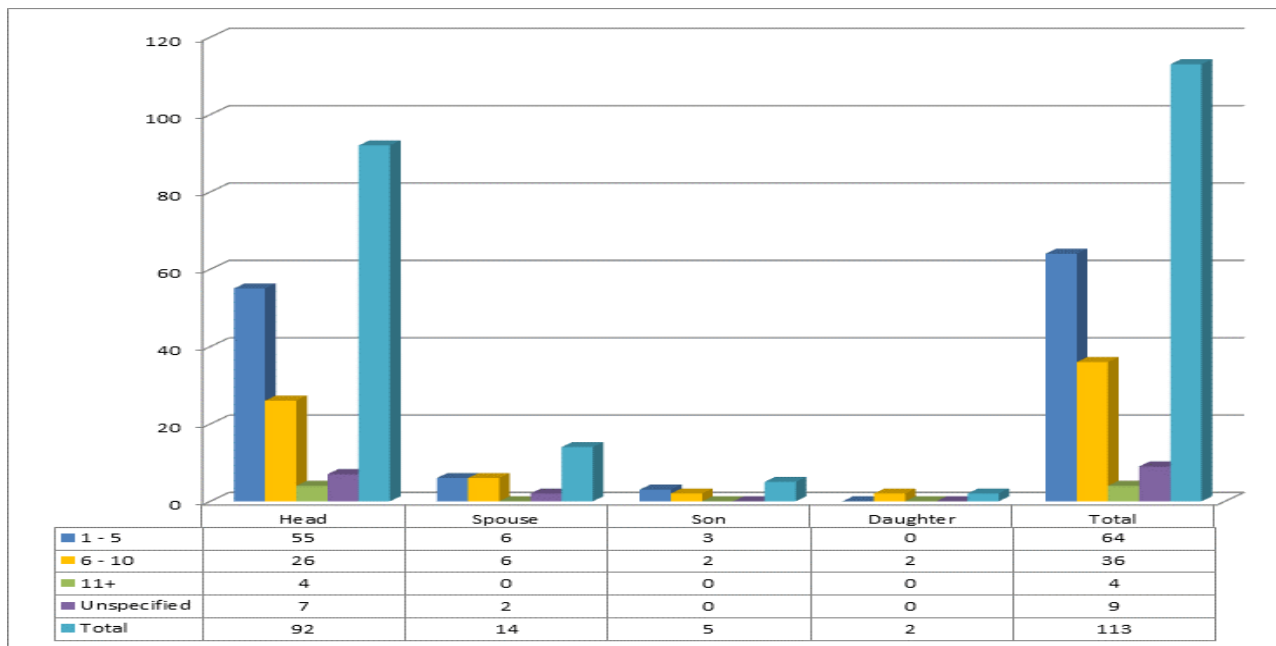


The figure shows that about 32.7% of respondents have tertiary qualification, followed by 24.8% with matric certificates. About 36.3% of respondents indicated that they have grade 1 - 11 with grade 1 – 4 accounting for 8.0%, grade 5 – 8 accounting for 13.3% and grade 9 – 11 accounting for 15.0%. Furthermore, the figure shows that only 2.7% of respondents have other qualifications which include N1 – N6 and certificates from short course.

#### 4.4 BENEFICIARIES STATUS

The Figure below indicates the status of the beneficiaries per household size.

**Figure 6: Status of the household per household size**

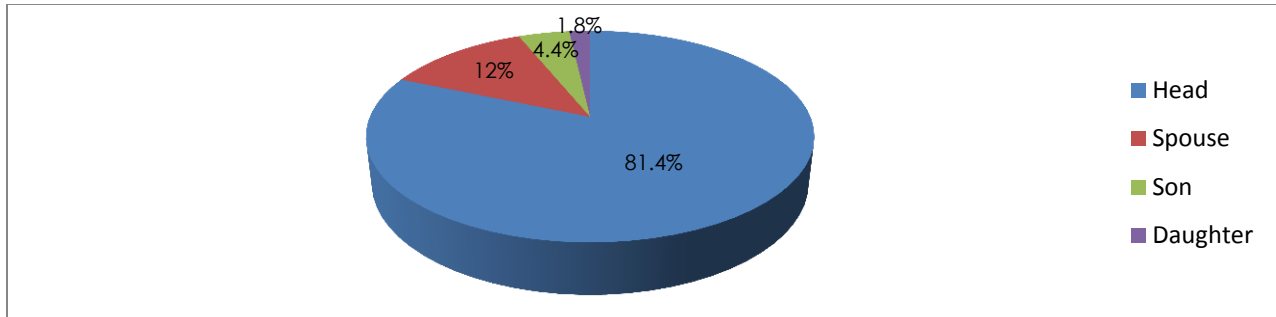


Of the total 113 sampled beneficiaries, about 64 were from the first interval with five members of the household or below accounting for 56.6%, followed by second interval with 36 accounting for 31.9% and third interval being the lowest with 4 accounting for 3.5%. About 9 beneficiaries out of the total of 113 did not specify their household sizes. We also note that out of 113 beneficiaries 92 (accounting for 81.4%) of them specified that they are heads in their households in which 7 did not specify the number of household members, followed by spouse and sons with 14 (accounting for 12.4%) and 5 (accounting for 4.4%) respectively and daughters being the least with 2 (refer to figure 6 for percentage).

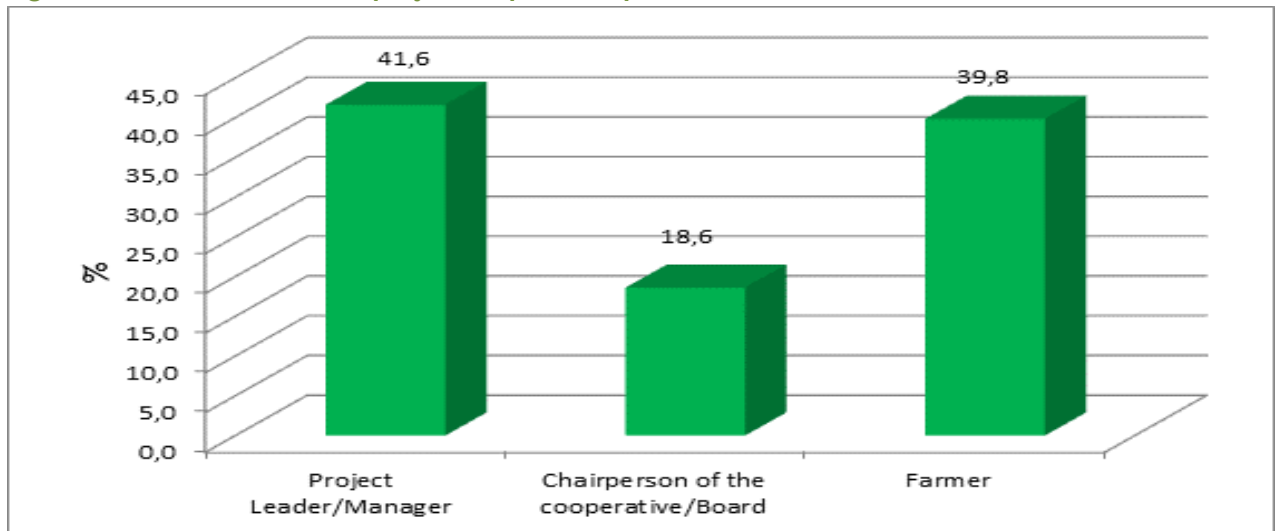
The above analysis further shows that PLAS has improved the identification and selection of beneficiaries where target groups are mostly head of the household. This

demonstrate that the programme is also in line with its strategic objectives of ensuring that land and agrarian reform moves to the new direction that will contribute to the higher path of growth and ensuring a maximum productive use of land acquired, strengthening and sustaining the livelihoods within the household and providing the head of household with land in order to expand their means of living and create more job opportunities.

**Figure 7: Household status of beneficiaries**



**Figure 8: Beneficiaries in the project as per their position**



The Figure above shows the percentage of positions held by beneficiaries within their projects. Most of the beneficiaries were project leaders/managers accounting for 41.6% followed by farmers with 39.8% and chairperson of the cooperative/board being the least with 18.5%.

**Table 8: Beneficiaries and their employment status**

Provinces	Employment Status		
	Yes	No	Total
Free State	4	9	13
Mpumalanga	0	12	12
Eastern Cape	0	14	14
Western Cape	0	13	13
Gauteng	0	12	12
KwaZulu-Natal	0	13	13
North West	2	11	13
Limpopo	2	8	10
Northern Cape	1	12	13
<b>South Africa</b>	<b>9 (8%)</b>	<b>104 (92%)</b>	<b>113</b>

About 9 beneficiaries out of the total of 113 are employed and also leasing the farm with the department. Free State with 4 beneficiaries, North West and Limpopo with 2 beneficiaries respectively and Northern Cape being the last with only one beneficiary employed. Therefore this indicates that there are beneficiaries who are currently working and leasing the farms from the department. However, it is important to note that all the 9 beneficiaries are not working for the government which make them eligible to be the beneficiaries. For other provinces no beneficiaries were found to be working.

#### 4.5 FARM BACKGROUND

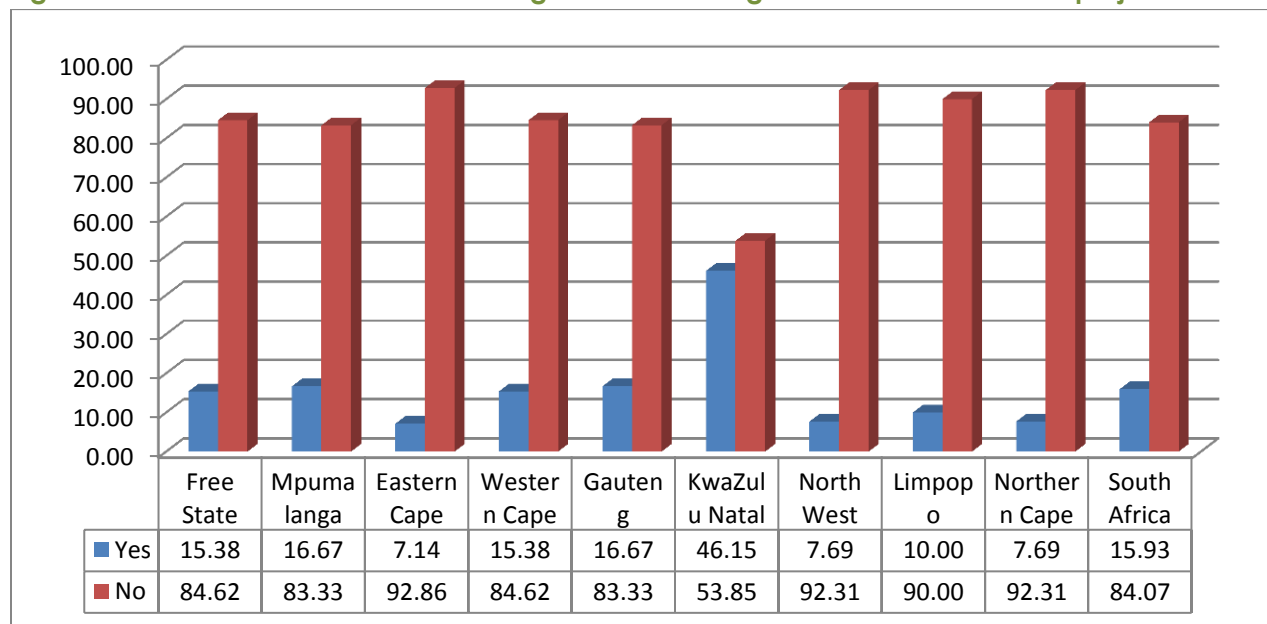
This section focus on the background of the farms. The below figure shows the number of beneficiaries benefitting from PLAS projects.

**Figure 9: Number of beneficiaries benefitting from PLAS project**



The Figure above shows the percentage of beneficiaries who are benefitting from the PLAS projects. The Figure indicates that 92.04% of projects had beneficiaries ranging between 1-20, followed by 2.65% ranging between 21-40 beneficiaries, and 1.77% ranging between 41-60 beneficiaries. Approximately in 0.88% projects, it was not specified how many beneficiaries are benefitting from PLAS.

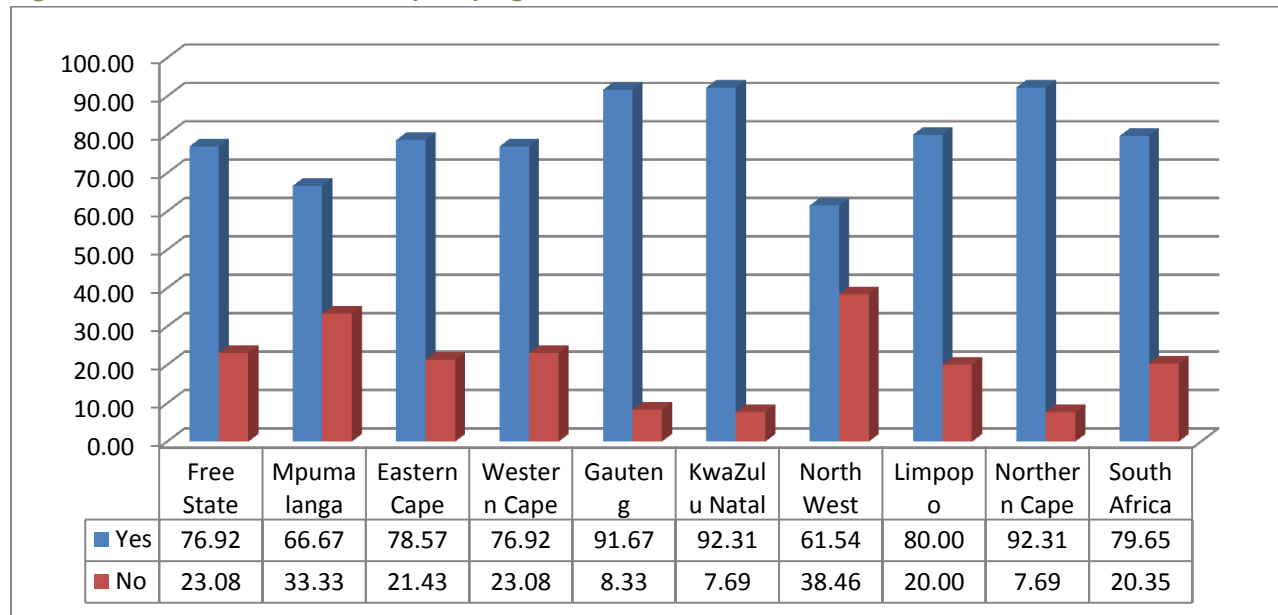
**Figure 10: Beneficiaries who were residing and not residing in the farm before PLAS project**



Of the total of 113 beneficiaries, about 15.9% indicated that they were residing in the farm before PLAS project and 84.1% indicated that they were not residing in the farm. The figure further shows that KwaZulu-Natal has the highest percentage of beneficiaries residing in the farm with 46.1% followed by Gauteng and Mpumalanga with 16.7% respectively, Eastern Cape being the least with 7.14%.

Other remaining provinces have the highest number of beneficiaries who were not residing in the farm before the PLAS project, Eastern Cape, North West and Northern Cape being the highest with approximately 93% and Kwazulu-Natal being the least with 53.8%. This is indicative of the fact that PLAS has resulted in many beneficiaries (84.62%) being resettled in the farms and having access to land for farming.

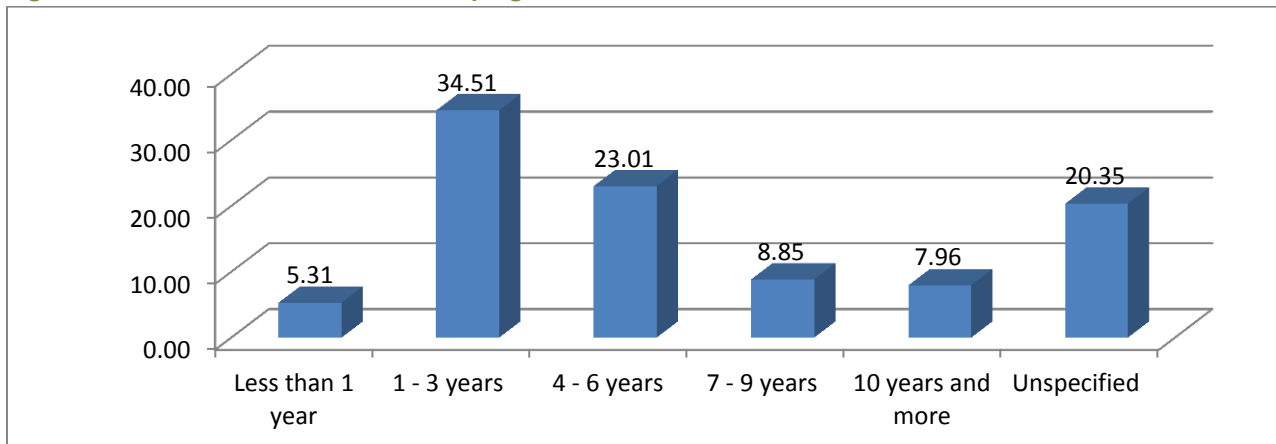
**Figure 11: Beneficiaries currently staying in the farm**



Of the total of 113 beneficiaries, about 79.6% indicated that are currently residing in the farm and 20.3% indicated that they are not residing in the farm. The figure further shows that KwaZulu-Natal and Northern Cape has the highest percentage of beneficiaries residing in the farm with 92.3% respectively, followed by Gauteng with 91.7% and North West being the least with 61.5%.

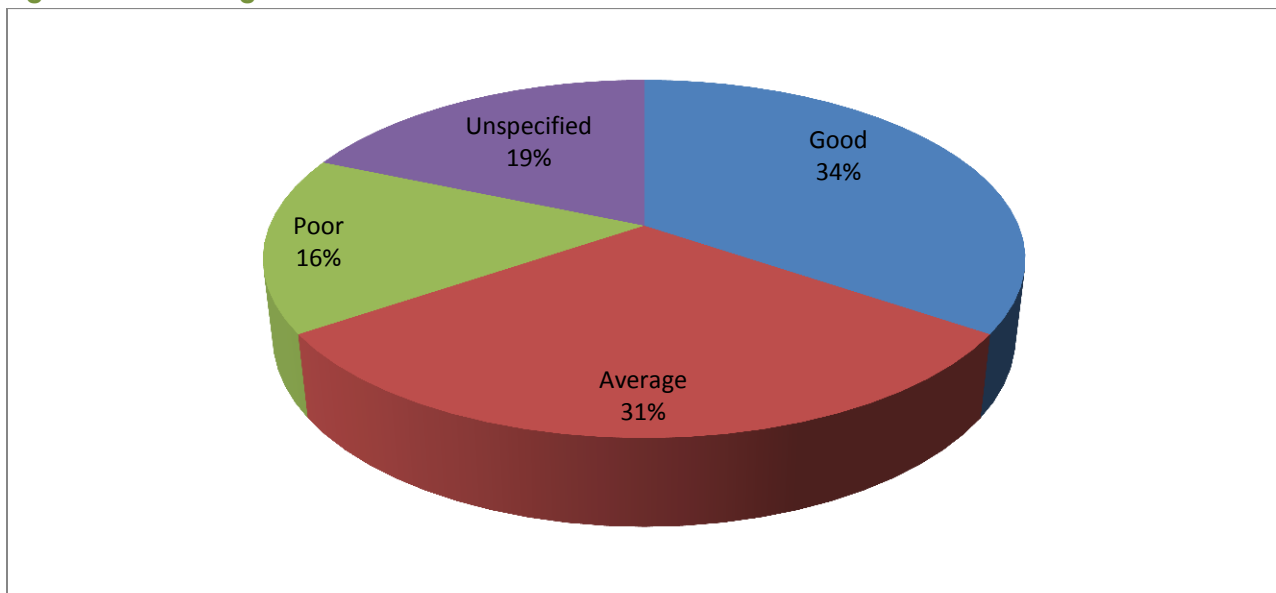
By looking at figure 13 and 14 above, we note that most of the beneficiaries are now residing in the farm as compared to before due to increase in percentage, this shows that the department made a positive impact with access to land for the beneficiaries and providing them with place to stay. Even though the analysis has revealed that majority of beneficiaries do stay in the farms there were still some beneficiaries who were not occupying their farms on a full time basis. This was discovered when the evaluators had to make arrangements to meet with beneficiaries for interviews in other areas other than the farm itself. In support of their non-staying on farms some have stated that their type of farming activities did not warrant them to be in the farm on a daily basis, while others have raised uncondusive farm environment as their problem due to poor sanitation, unavailability of electricity and water.

**Figure 12: Period of beneficiaries staying on the farm**



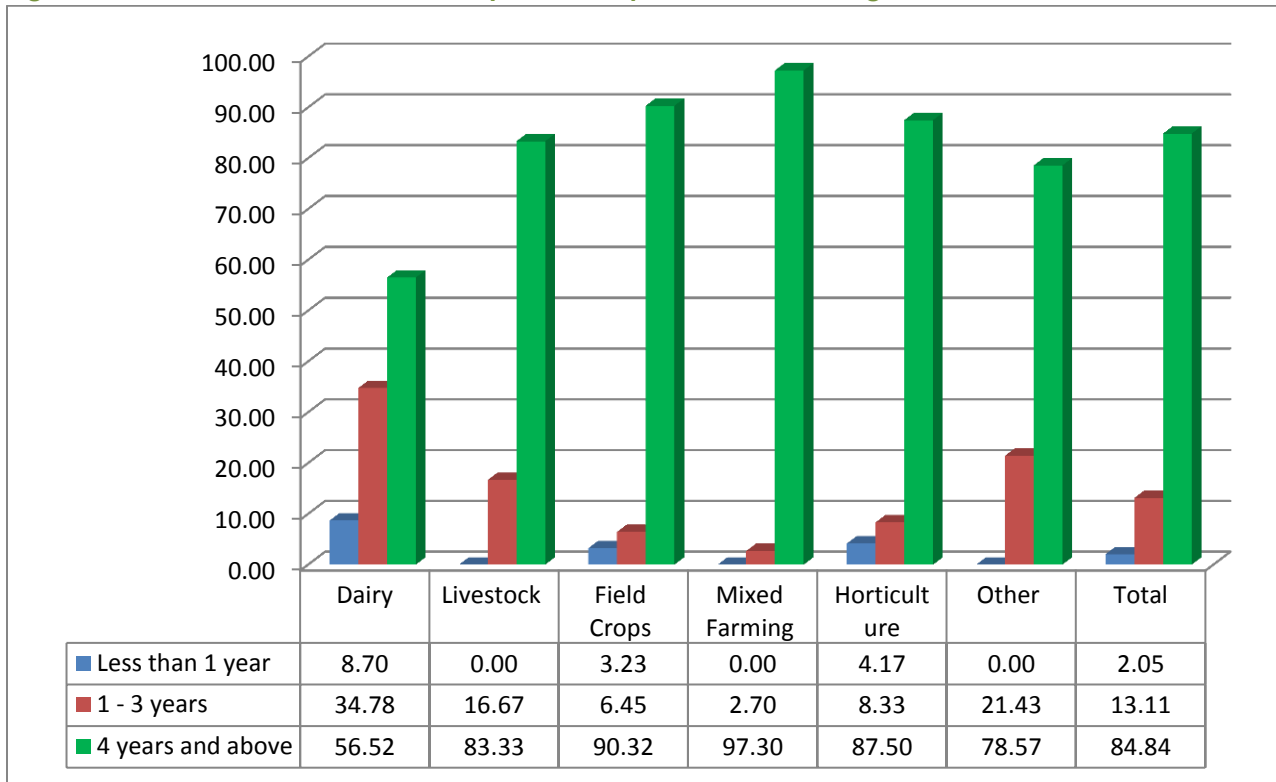
The figure above illustrates the number of years that beneficiaries have lived on the farm. It is noted that 34.5% of beneficiaries have been staying in the farm for three years or below, followed by 23.0% who have been staying for six years or below and 5.31% indicating beneficiaries with less than one year. About 20.3% of beneficiaries did not specify how long they have been staying in the farm.

**Figure 13: The living conditions in the farms**



Of the total of 113 beneficiaries, 39 (34.5%) indicated that the living condition is good whereas 18 (15.9%) indicated that the condition is poor, hence some beneficiaries were not residing on the farms. About 35 (31.0%) indicated that the living condition is average and 21 (18.6%) did not specify the living condition. Some of the beneficiaries indicated that they are still waiting for financial assistance and other support from the department for purchasing equipment's and improving of infrastructures etc...

**Figure 14: Beneficiaries on areas and years of experience in farming**

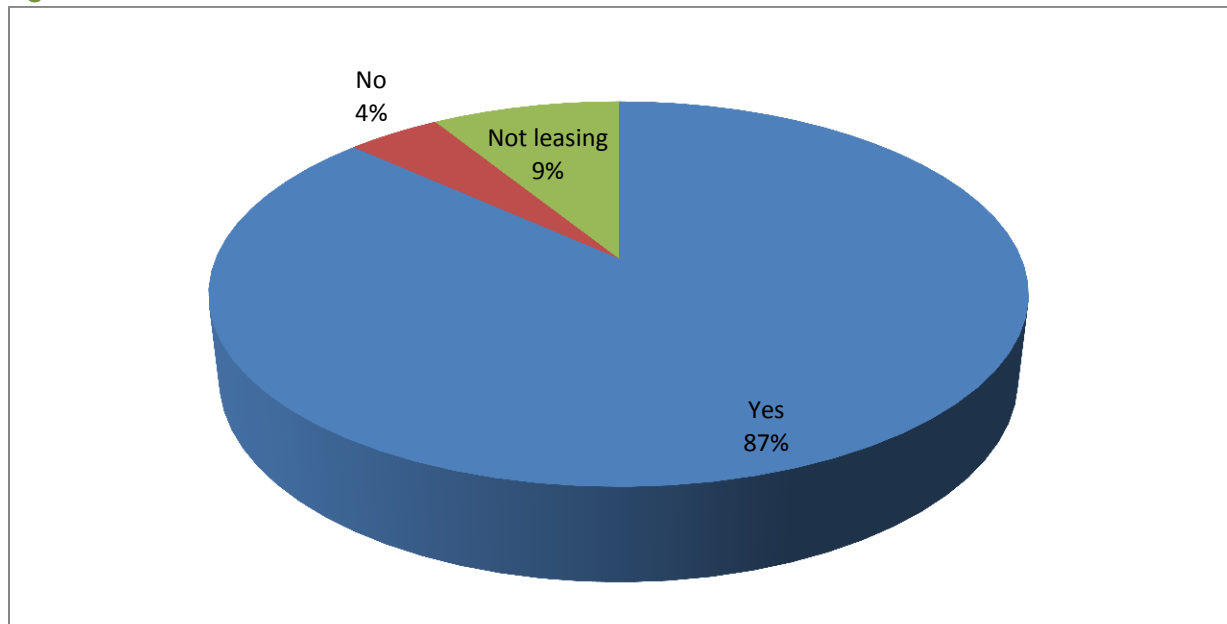


NB: other (Timber, Wild Ranger, Broiler, Lucerne, Forestry, Hydroponics and Agro-processing)

The Figure above shows the percentage of beneficiaries on areas and years of experience in farming. About 84.8% of beneficiaries have more than four years of experience in farming, followed by 13.1% representing beneficiaries with three years or below and 2.05% representing those with less than one year of experience in farming. The figure further shows that 97.3% of beneficiaries have more than four years of experience with mixed farming, followed by 90.3% with fields crops and dairy being the least with 56.5%. About 34.8% of beneficiaries have three years or less experience in dairy farming. Overall, it is noted that most of beneficiaries have experience in livestock, field crops and mixed farming as compared to other farming activities. There is no doubt that the skills they possess will assist them in taking forward their projects.

## 4.6 LEASE AGREEMENT

**Figure 15: Beneficiaries who are leasing the farm from the department and signed the lease agreement**



The Figure above illustrates percentage of beneficiaries who are leasing the farm from the department and also signed the lease agreement. About 86.7% of beneficiaries indicated that they are leasing the farm from the department and signed the lease agreement whereas 4.4% indicated that they are leasing the farm from the department but never signed any lease agreement.

The figure further shows that about 8.8% of beneficiaries are not leasing the farm from the department. Below are the common reasons why they are not leasing the farm from the department:

- They were beneficiaries before their contract expiry but since they are waiting for the renewal of the contract they converted to be caretakers;
- They never received any lease agreement from the department to sign; and
- Some of the beneficiaries are still busy with developing their business plans.

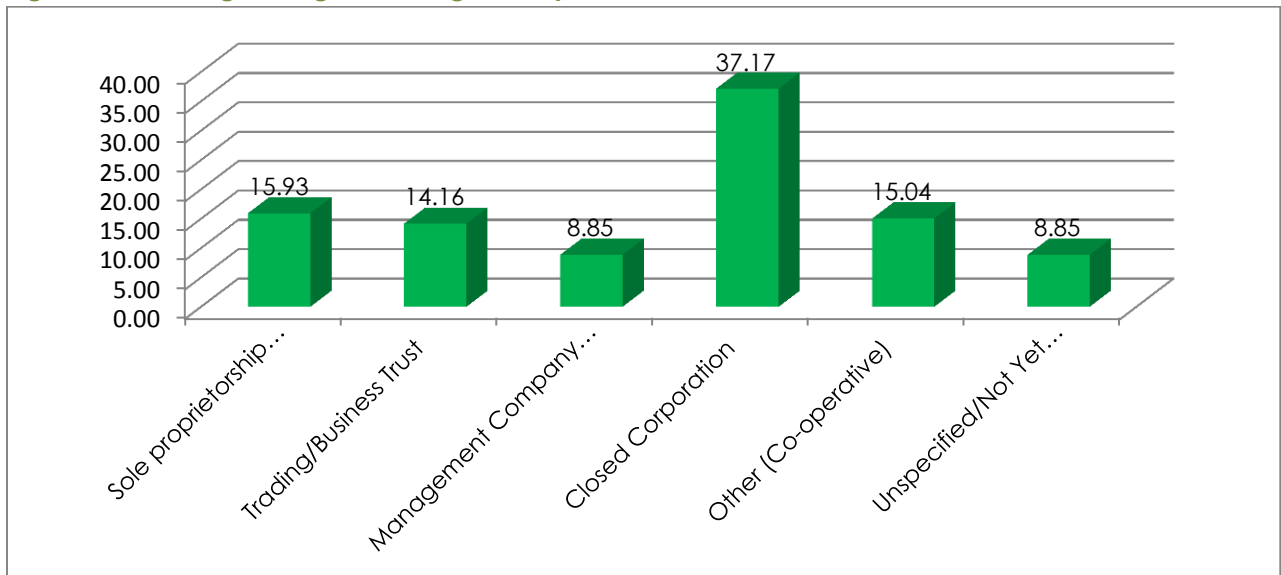
According to the manual for the implementation of PLAS, lease agreements with the option to purchase must be concluded with the selected beneficiaries and the lease period should be linked to one production cycle of the enterprise that the beneficiaries are engaged in. Based on the above it shows that there are instances where beneficiaries are allocated land to use but never signed a contract or lease agreement with the department. This is indicative that PLAS is not implemented as designed in some areas. It is also noted that the programme has achieved some tremendous success in terms of leasing the land to the beneficiaries and followed the pro-poor



approach guidelines that results in increased net benefits for poor people and also enhances the linkages between commercial activities and poor people. This is done so to ensure poverty reduction identified by the Department to assist them with the transition in management of farm from the department to the beneficiary and poor people are given an opportunity to access land and create sustainable livelihoods for themselves.

#### 4.7 FARM PLANNING

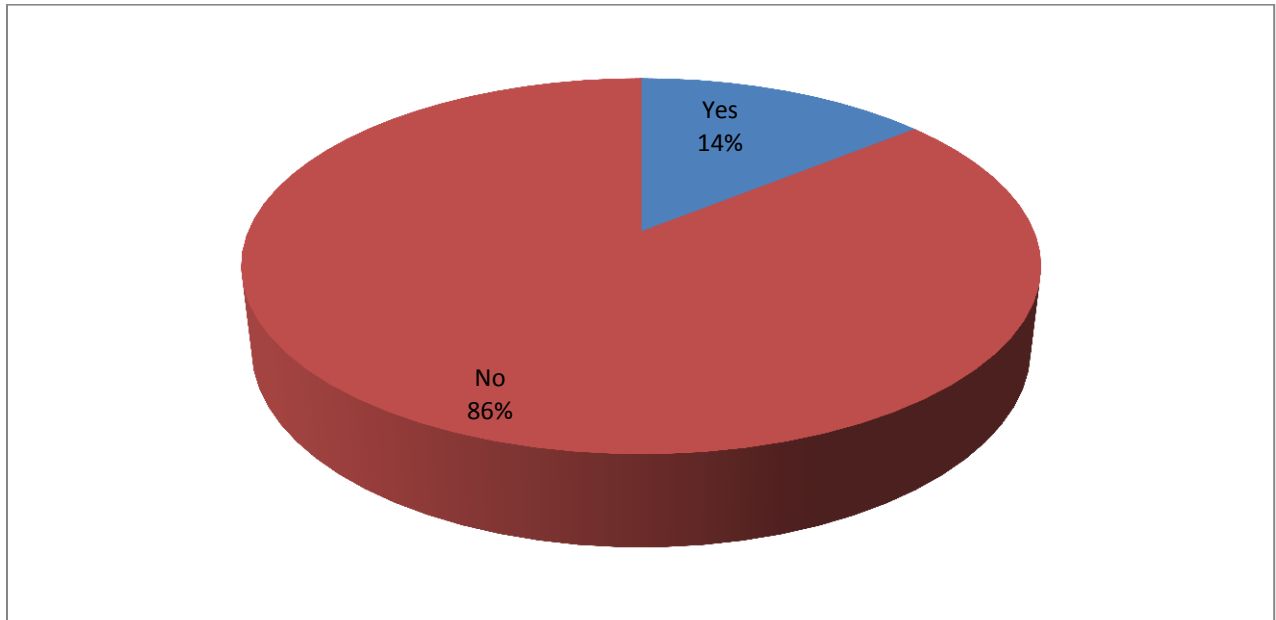
**Figure 16: Holding arrangement/legal entity of the farm**



About 37.2% of departmental farms are leased by beneficiaries registered as closed corporation, followed by sole proprietorship (individual) accounting for 15.9% and Management Company being the least with 8.85%. Other beneficiaries accounting for 15.0% indicated that their farms are register as Co-operatives while 8.8% of beneficiaries did not specify their holding arrangement or indicated that they are not yet registered as an entity.

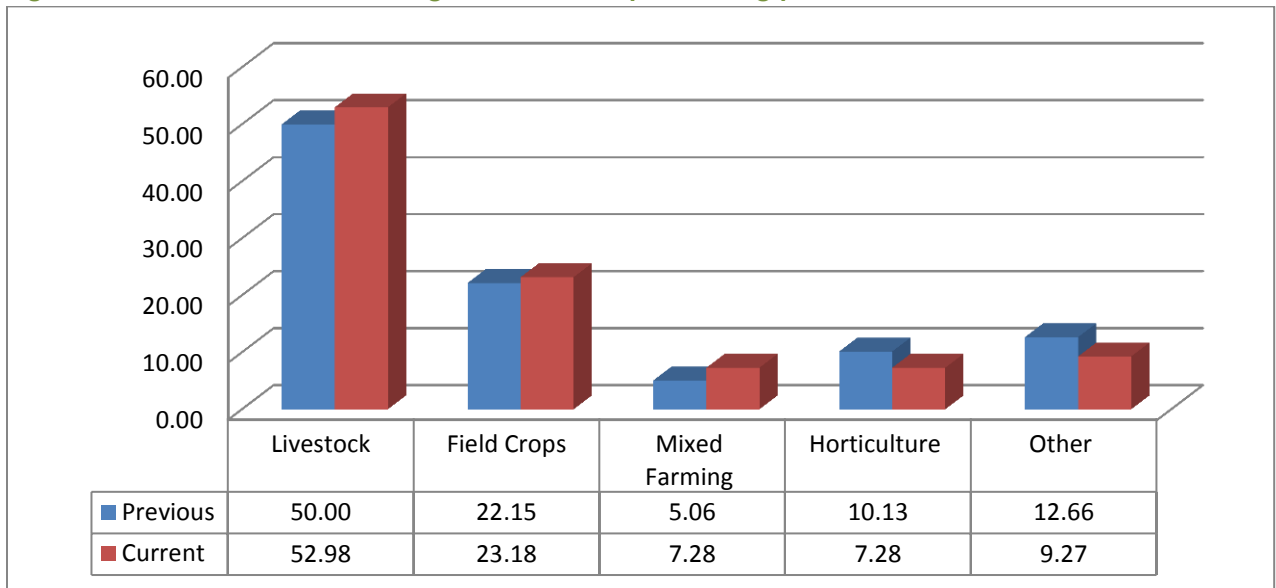
The above analysis gives a clear indication that majority of farmers have chosen CC company as an entity that will assist in running their business.

**Figure 17: Percentage of land/farm subdivision**



About 14.2% of beneficiaries indicated that the farms were subdivided whereas 85.8% indicated that there was no subdivision of the farm they are utilising. The reasons for subdivision were to allocate some portions to other beneficiaries and for settlement purposes (tenants).

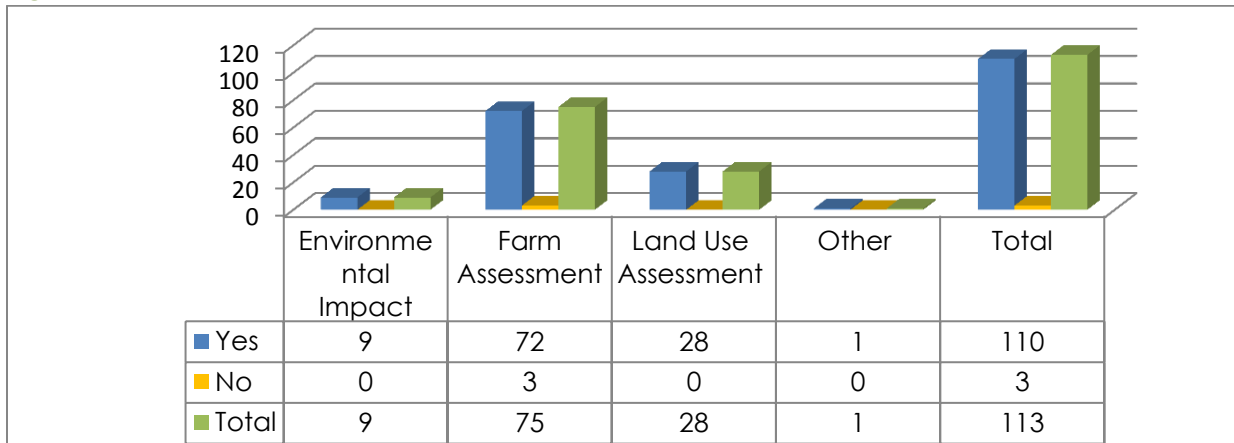
**Figure 18: Previous and current agricultural enterprise being practiced in the farm**



The Figure above shows the percentage of previous and current agricultural enterprise being practised in the farm. The current beneficiaries practising livestock and field Crops accounting for 53.0% and 23.2% respectively which is higher as compared to previous practises which was 50% and 22%. It is noted that the previous and current

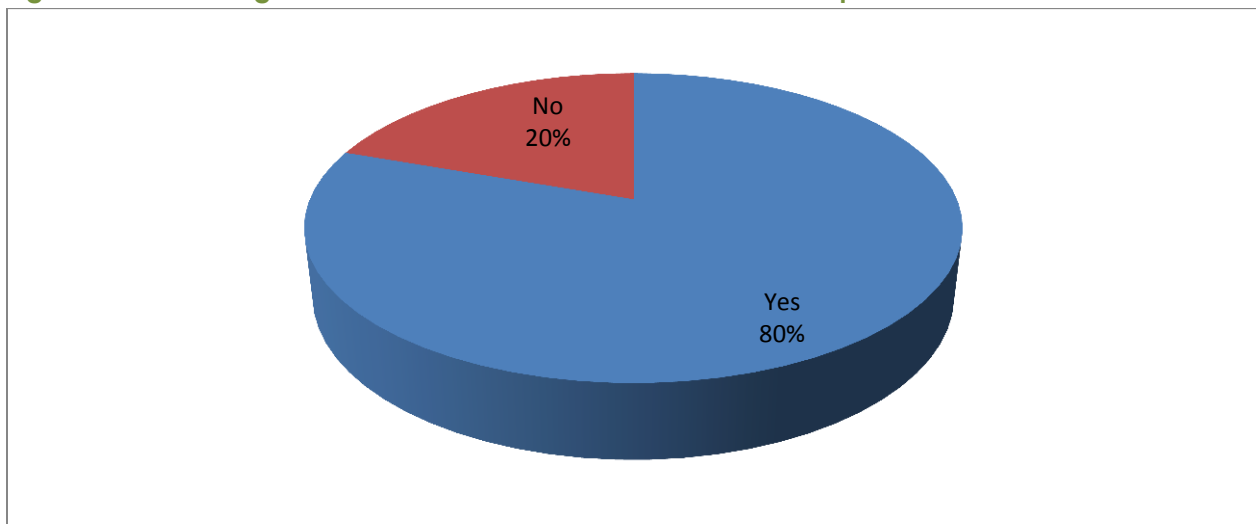
farmers practised and still practising livestock and field crops as compared to other agricultural enterprises. Other beneficiaries indicated that they are practising dairy farming, pasture management and broiler. The figure indicates that there is not much difference in the previous and current agricultural practices. This indicates that the current farmers have not deviated from what the previous farms used to produce.

**Figure 19: Feasibility study conducted on the farms**



The Figure above shows the kind of feasibility study conducted in the farms. About 110 (accounting for 97.3%) beneficiaries indicated that feasibility study was conducted in their farms, followed by 3 (accounting for 2.7%) beneficiaries who indicated that no feasibility study was conducted. Only 1 beneficiary indicated that infrastructure assessment was done at their farms. Most of the beneficiaries indicated that farm and land use assessment was conducted at their farms. This is part of phase1Step 2 of PLAS which requires the provincial department to compile document for release of funding for the purpose of feasibility studies, etc.,

**Figure 20: Percentage of beneficiaries who have viable business plan**



The Figure above illustrates the percentage of beneficiaries who have viable business plans for their farms. About 80.36% of beneficiaries indicated that they do have the business plans whereas 19.64% indicated that they don't have them. Below are the reasons why some of the beneficiaries don't have viable business plans:

- Business plans were submitted to the department and beneficiaries never got any feedback about them;
- Some of the beneficiaries are in a process of developing business plan; and
- Changes of mentors within short period of time.

It is critical to note that the evaluators did not assess the viability of the business plans, but this is based on the perception of the beneficiaries that the business plans are viable.

Even though 80.36% of the beneficiaries indicated that they do have business plans for their farms some of the beneficiaries have alleged that the level of consultation by strategic partners/mentors was limited to the farmers being asked about his/her needs, where in some instances the mentors developed business plans for the beneficiaries without engaging them. Some beneficiaries couldn't tell how much are they generating per month and season since almost everything was being handled by the mentors without engaging them.

#### 4.8 FARM PRODUCTIVITY

**Table 9: Responses on the land allocated in terms of range**

HECTARES CATEGORIES	HECTARES OF THE FARM	
	NO. RESPONSES	%
1 to 50	16	14
51 to 100	7	6
100 to 500	31	27
501 and above	54	48
Unspecified/Not sure	5	4
<b>TOTAL</b>	<b>113</b>	<b>100</b>

The Table above indicate the grouped category of hectares as per allocation and usage to beneficiaries. It further indicate that out of 113 beneficiaries, 48% of beneficiaries are allocated hectares ranging from 501 hectares and above, followed by 27% of beneficiaries who are allocated 100-500 hectares. Number of hectares that

has been allocated to the 113 projects was totalling 147,233.26 hectares and 87% (127,865.31 hectares)<sup>16</sup> was indicated as being utilised by the beneficiaries.

**Table 10: Field crops**

ITEMS	AREA PLANTED (HA)	QUANTITY HARVESTED (TONS)	QUANTITY SOLD (TONS)	FORMAL MARKET GROSS FARMING INCOME	INFORMAL MARKET GROSS FARMING INCOME
MAIZE	2734	8491.4	6257.1	8438200	8500
SORGHUM	0	0	0	0	0
WHEAT	10	0	0	0	0
BARLEY	0	0	0	0	0
SUNFLOWER SEED	998	921	791	4111000	0
GROUND-NUTS	30	90	90	855000	0
SOYA BEANS	631	542.5	337.5	2106187	350300
DRY BEANS	11	6	3	0	2100
SUGAR CANE	270	10000	7500	495	0
OTHER	684.6	100	130	460000	5000
<b>TOTAL</b>	<b>5368.6</b>	<b>20150.9</b>	<b>15108.6</b>	<b>R 15,970,882.00</b>	<b>R 365,900.00</b>

NB: (Other: Lucerne and Timber)

The Table above indicates field crops, area planted, quantity harvested and quantity sold and whether field crop are being sold to the formal market or informal market. The table above shows that out of 5368.6 ha where field crop are being planted, 20 150.9 tons have been harvested, 15 108.6 tons are being sold with the total gross farming income of R 15 970 882, 00 from the formal market whereas R365, 900.00 have been generated from informal market.

<sup>16</sup> The total number of hectares utilised will not tally with table 10 and 11 due to the fact that most of land area might have been used for grazing number of livestock in table 12 is almost 20 788 with chicken excluded.

**Table 11: Horticulture products**

ITEMS	AREA PLANTED (HECTARES)	QUANTITY HARVESTED (i.e. tons, bags, boxes and crates)	QUANTITY SOLD (TONS)	FORMAL MARKET GROSS FARMING INCOME	INFORMAL MARKET GROSS FARMING INCOME
POTATOES	3	900	900	R 12,000.00	R 12,000.00
BEETROT	7.75	79	79	R 16,000.00	R 15,600.00
TOMATOES	11	45027	44912	R 3,105,435.00	R 11,880.00
ONIONS	1.5	3	3	R 0.00	R 2,240.00
PUMPKINS	10.5	116	116	R 113,000.00	R 500.00
BUTTERNUTS	9.5	498	498	R 146,000.00	R 500.00
CARROTS	0	0	0	R 0.00	R 0.00
CABBAGE	12	129	129	R 238,000.00	R 5,650.00
MUSHROOMS	0	0	0	R 0.00	R 0.00
GREEN BEANS	4.5	995	995	R 228,960.00	R 8,000.00
ORANGES	0	0	0	R 0.00	R 0.00
LEMONS	0	0	0	R 0.00	R 0.00
PINEAPPLES	0	0	0	R 0.00	R 0.00
BANANNAS	0	0	0	R 0.00	R 0.00
APPLES	13.38	378	378	R 10,000.00	R 0.00
PEARS	0	0	0	R 0.00	R 0.00
PEARCHES	0	0	0	R 0.00	R 0.00
OTHER	118.5	1977	1947	R 3,090,000.00	R 5,300.00
<b>TOTAL</b>	<b>151.38</b>			<b>R 6,959,395.00</b>	<b>R 61,670.00</b>

NB: The totals were not done on the table above because of the different units i.e. boxes, bags, tons etc.

The Table above indicate the area where horticulture products are planted, quantity harvested and quantity sold for both formal and informal market. The table shows that the other category which is inclusive of mangoes, spinach, cucumber, grapes, pot plant and plums were the most planted with 118,5ha; 1977 tons have been harvested and of 1947 tons are being sold with the gross farming income of R 3,090,000.00 to the formal market and R 5,300 to informal market. The overall gross income generated from all horticulture products was R6, 959,395.00 from formal market whereas R61, 670 was from informal market. This table also reflects the fact that most farmers are producing horticultural products (5368 Ha) as compared to field crops 151.38 Ha.

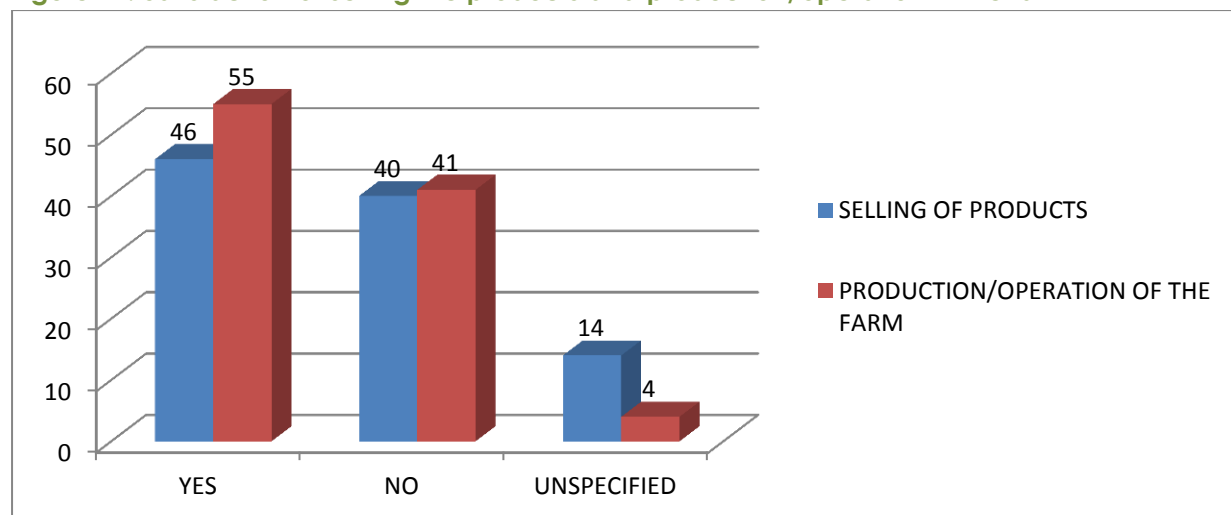
**Table 12: Livestock**

ITEMS	NUMBER	NUMBER SOLD	FORMAL MARKET GROSS FARMING INCOME	INFORMAL MARKET GROSS FARMING INCOME
<b>BEEF CATTLE</b>	5243	1727	R 1,949,095.00	R 1,152,600.00
<b>DIARY CATTLE</b>	1338	2850	R 1,067,100.00	R 6,000.00
<b>SHEEP</b>	12671	930	R 7,189,922.00	R 64,000.00
<b>GOATS</b>	1536	598	R 285,370.00	R 243,200.00
<b>PIGS</b>	683	321	R 17,997.60	R 376,000.00
<b>CHICKENS</b>	687659	424300	R 6,707,000.00	R 1,119,250.00
<b>OTHER</b>	0	72bails	R 274,200.70	R 44,363.38
<b>TOTAL</b>			<b>R 17,216,484.60</b>	<b>R 3,005,413.38</b>

NB: The totals were not done on the table above because of the different units i.e. litre, kg etc.

The Table above indicates the number of livestock and the number sold in both formal and informal market. The table above also shows that most livestock and were sold in formal markets than in informal markets, the formal market accounts for income to the amount of R 17, 216, 484.60 while R3, 005,413.38 was generated in informal markets. The reason for selling at formal market is that beneficiaries come across challenges such as payment of high electricity bills and maintenance of farm in general; therefore they have to sell their product in formal market such as auction and abattoirs in order to get good prices.

**Figure 21: Satisfaction of selling the products and production/operation in the farm**

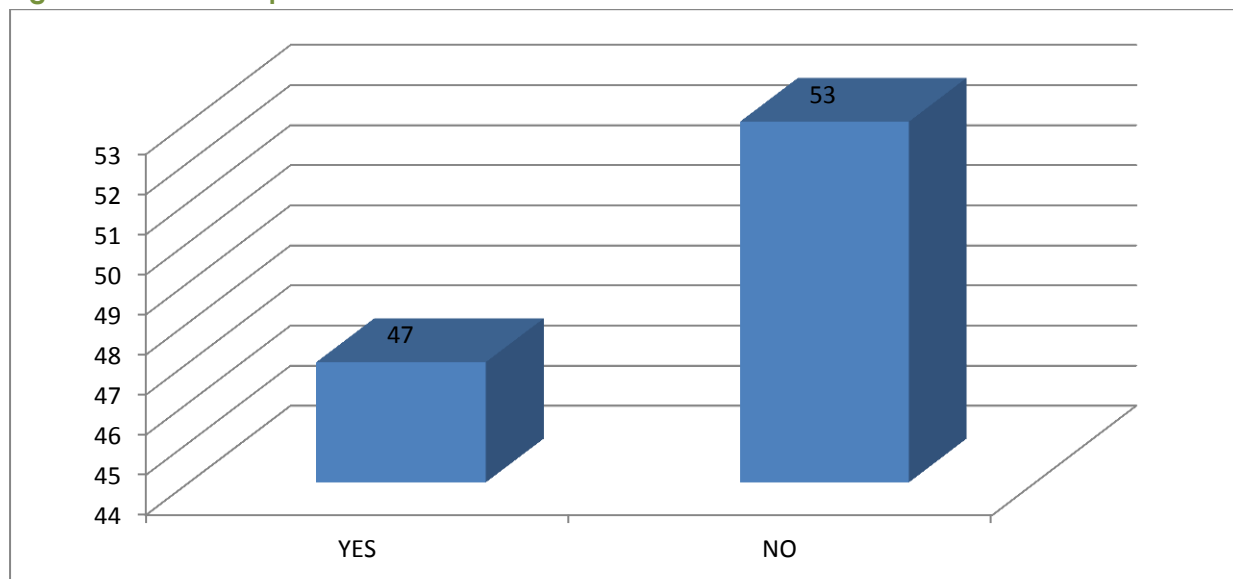


The Figure above indicates the percentage of beneficiaries who indicated whether they are satisfied with selling of products and farm production/its operation. Out of 113 beneficiaries 46% indicated that they are satisfied with selling of the products whereas 55% illustrated that they are satisfied with the production/operation of the farm, and 40% and 41% indicated that they are not satisfied with both the selling of the products and the production /operation of the farm. The reasons such as not yet started selling, no formal market, relying on one market (silo) for selling maize and

auction for livestock to name the few were highlighted as why beneficiaries were not satisfied. This is indicative of a great need for market access for the PLAS farmers. The newly proposed Agri-Parks might assist with the improvement of market access and also improve access to the value chain as the farms that the department purchase were part of the value chain, but the department only purchase that land but not the value chain. Therefore, these farmers find themselves out of the value chain.

The figure also shows that most of the beneficiaries that are satisfied with selling of products are the ones that are also satisfied with production/operation of the farm. The percentage of beneficiaries that are not satisfied with the selling of products is similar to the ones that also not satisfied with the operation of the farm.

**Figure 22: Profitable production**



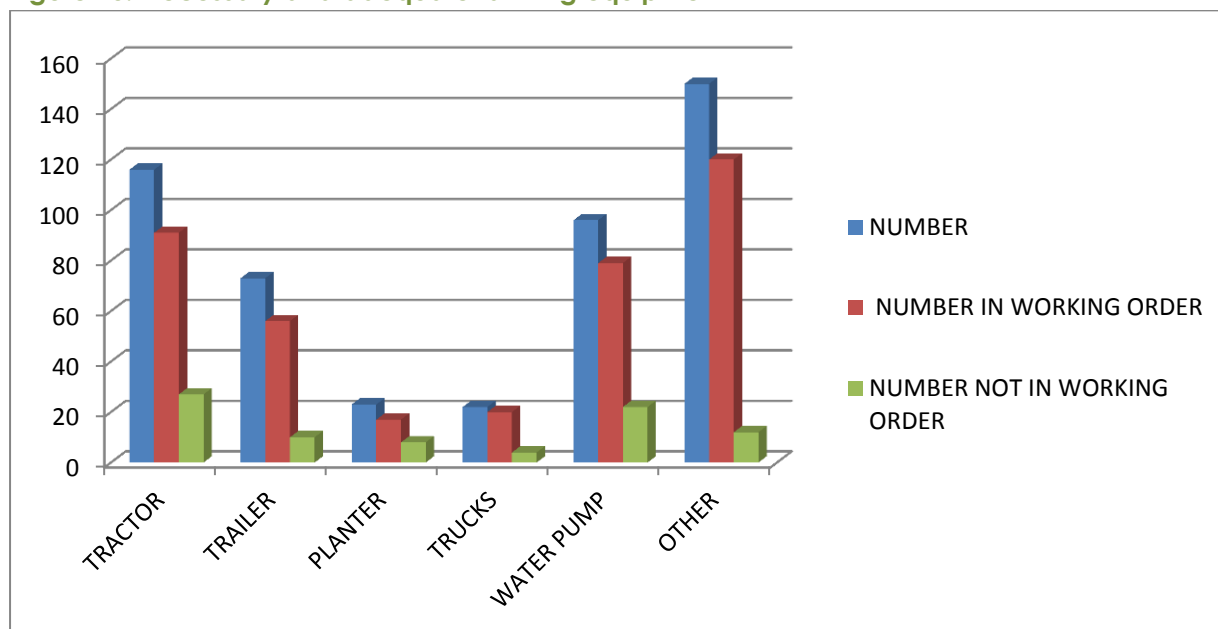
The Figure above indicates whether there is any profitable production taking place in the farms or not. Out of 113 beneficiaries, 53% indicated that there is no profitable production taking place in the farms whereas only 47% indicated that there is. The beneficiaries highlighted that there is profit through broiler production they are able to operate the farm and pay all the expenses, although some of the profit goes back to operational costs, paying the lease and also able to pay workers to name a few. However those who indicated that there is no profit stipulated that no production yet, never sold any products yet, have to pay the bills and also pay workers with the money that received and due to lack of funds the farm is not operating therefore there is not profit etc. The results above shows that overall the PLAS farms nationwide are not performing very well in terms of making profits except the beneficiaries in the field of broiler production even though they are still not enjoying it because of the operational costs.



**Table 13: Necessary and adequate farming equipment**

ASSET	NUMBER	PERCENTAGE (%)	NUMBER IN WORKING ORDER	PERCENTAGE (%)	NUMBER NOT IN WORKING ORDER	PERCENTAGE (%)
TRACTOR	116	24	91	78	27	23
TRAILER	73	15	56	77	10	14
PLANTER	23	5	17	74	8	35
TRUCKS	22	5	20	91	4	18
WATER PUMP	96	20	79	82	22	23
OTHER	150	31	120	80	12	8
<b>TOTAL</b>	<b>480</b>	<b>100</b>	<b>383</b>	<b>80</b>	<b>83</b>	<b>17</b>

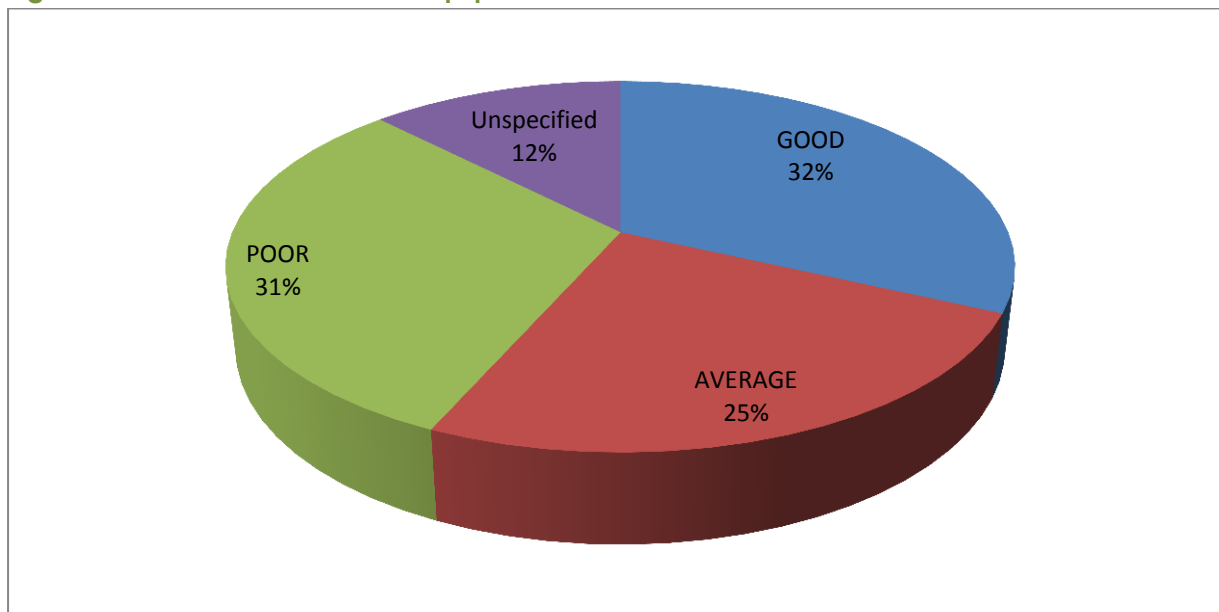
**Figure 23: Necessary and adequate farming equipment**



The Table and Figure above indicate both the number and percentage of necessary and adequate farming equipment which are available to the respondents and comparisons of whether are in working order or not. The Table shows that 31% indicated that they have access to other farming equipment which is inclusive of lasher, bobcat, disk, scorn skidder, boom spray, scrap block, harvester, bakkie and center pivot etc., followed by 24% and 20 % of tractor and water pump respectively. Out of 480 farming equipment, 80% are in working order whereas only 17% are not in working order.

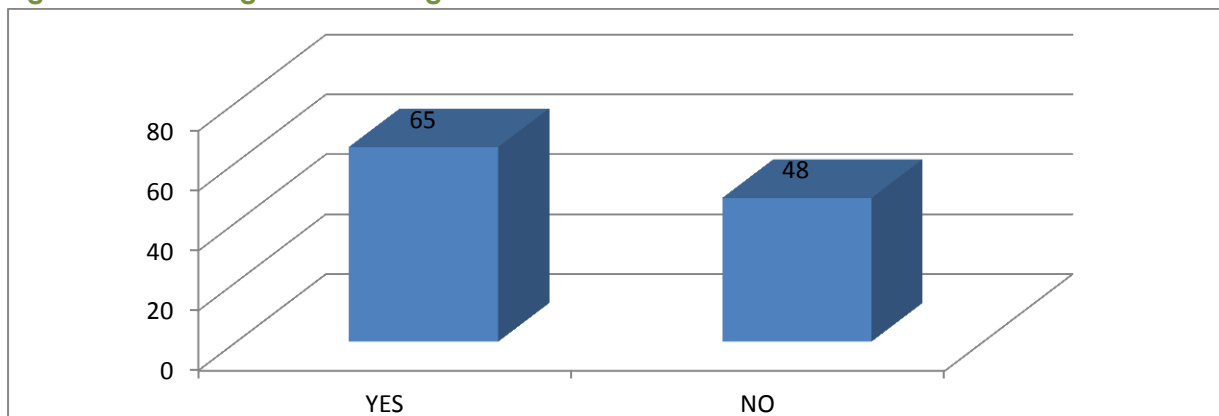
Based on the results above it shows that most of the assets that are found on the farms visited are in a good working condition to run the day to day activities of the farm. It was also found that only a small number of beneficiaries are affected by farming equipment that are not adequate and not in a good order.

**Figure 24: The condition of farm equipment**



The Figure above indicates the condition of farming equipment which is available to the beneficiaries. Most beneficiaries indicated that the farming equipment's are in good condition (32%) and almost the same percentage (31%) indicated that the farming equipment's are in poor condition, while 25% indicated that the condition of the equipment is average. This is consistent with the statement on the figure above which highlighted that 80% are in a working order. About 12% of beneficiaries did not specify the condition of the equipment.

**Figure 25: Asset register to manage the asset and record**

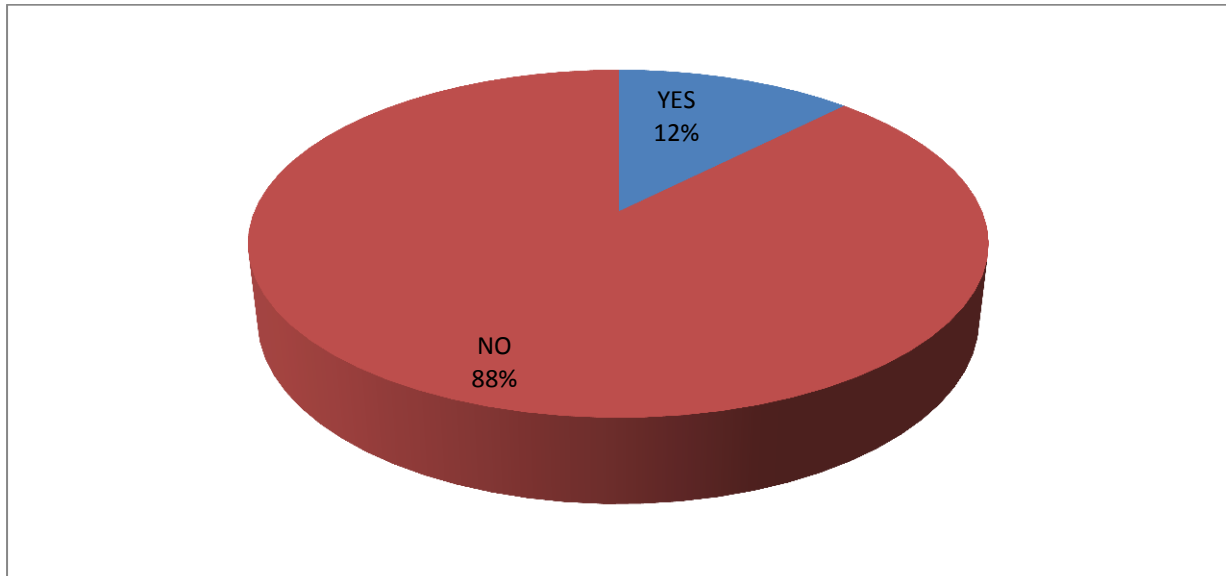


The Figure above indicates whether beneficiaries have asset register to manage the asset and record the financial and non-financial information. Out 113 beneficiaries, 65 beneficiaries indicated that they do have asset register which account for 58% whereas 48 beneficiaries indicated that they don't have which account for 42%. Looking at results above it shows that the majority of the beneficiaries know the importance of the asset register and also able to manage their asset registers very

well; however the 42% that do not have asset registers still needs to be trained about the importance of having asset register and be assisted by the responsible officials in terms of how to compile the asset registers.

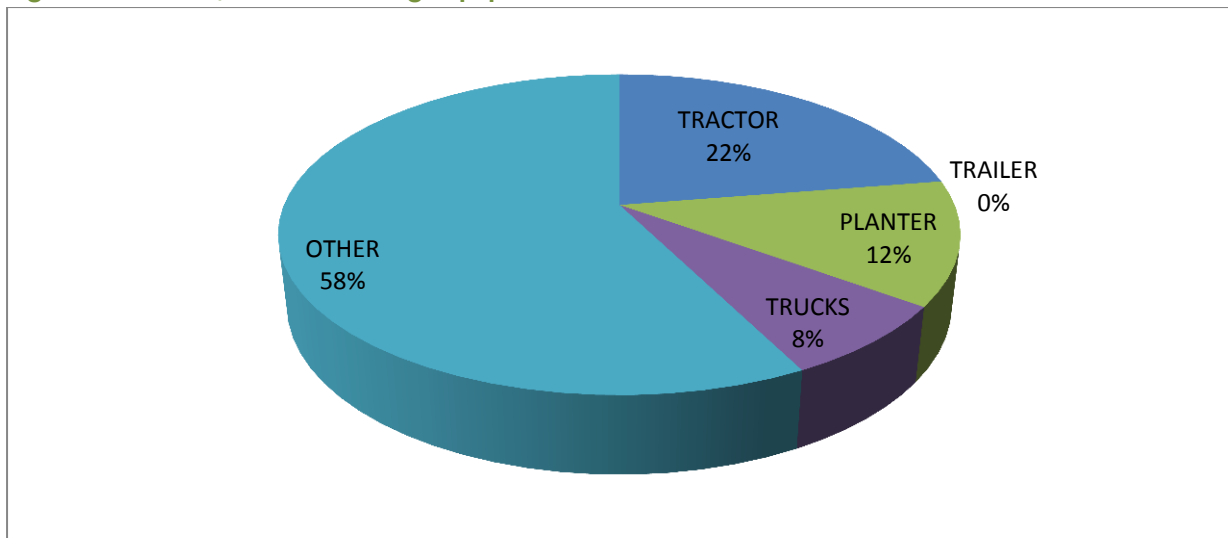
A challenge that was raised by beneficiaries in some provinces during data collection is that most of the beneficiaries are having the asset registers, but they do not keep the registers with them on the farms but they are kept by the district and provincial offices.

**Figure 26: Leasing of farming equipment**



The Figure above indicates whether beneficiaries are leasing farming equipment or not. Out of 113 beneficiaries, 88% indicated that they are not leasing farming equipment whereas only 12% are leasing or renting from neighbouring farmers, friend, and Accessories Company. Based on the results above it shows that most of the beneficiaries prefer to have their own farming equipment rather than leasing equipment's from neighbouring farms or companies. Most of the beneficiaries are having the relevant farming equipment that are needed to run the day to day farming activities in order to be productive and this is also linked to the fact that 80% of the farming equipment's that farmers are having access to are in working order as illustrated above.

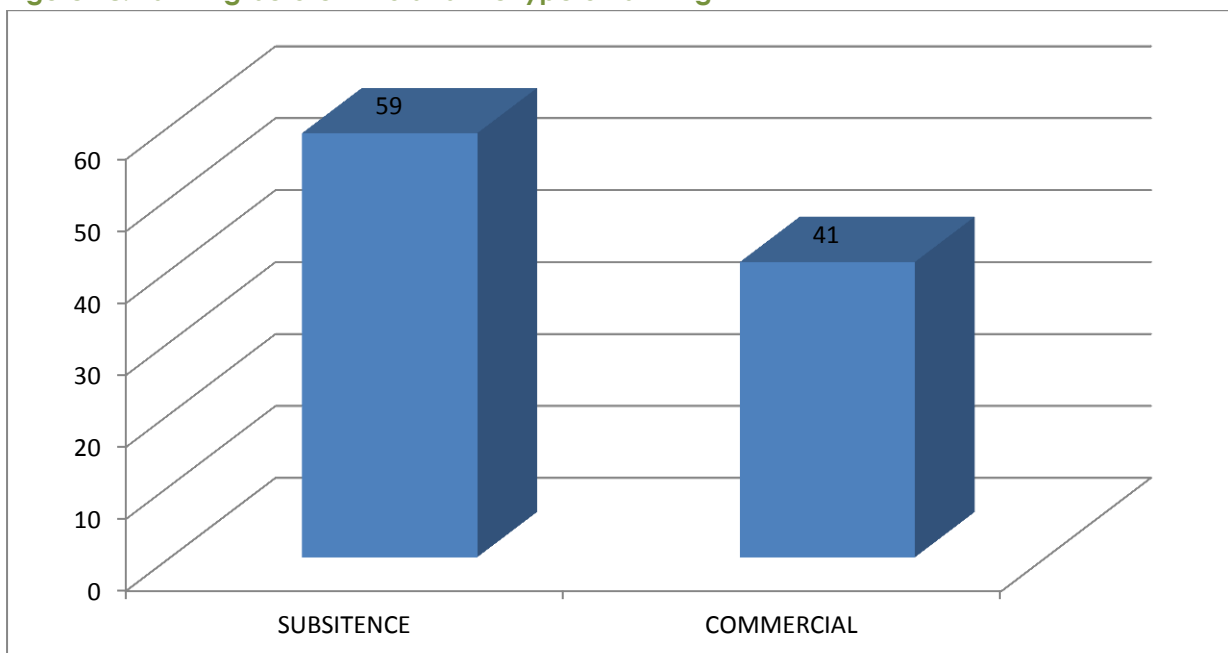
**Figure 27: Rental/leased farming equipment**



The Figure above indicates percentage of farming equipment that are leased or rented by beneficiaries. Other farming equipment such as cutter, disk, bakkie, generator, rapper, lasher, boom spray, cultivator, bobcat, excavators and sprayer etc. are the most rented/leased by the beneficiaries with 58%, followed by tractors at 22%, planter at 12% and only 8% renting trucks. The results above show that the majority of beneficiaries have rented different types of light farming equipment more than heavy farming equipment as they are cheaper to rent.

#### 4.9 AGRARIAN TRANSFORMATION

**Figure 28: Farming before PLAS and the type of farming**

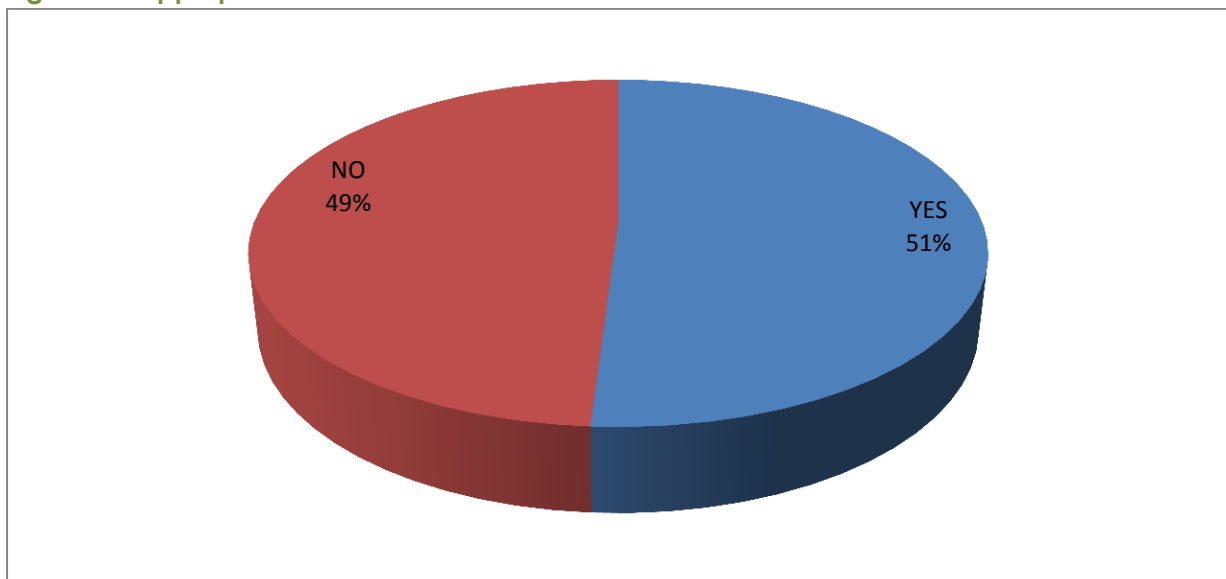


The Figure above indicates whether the beneficiaries were farming before PLAS and the type of farming involved. Out of 113 respondents, 59% indicated that there were farming before and were involved in subsistence farming and 41% indicated that were involved in commercial farming.

The following points were indicated by the respondents on the contribution of PLAS in transforming the beneficiary:

- The buying of the assets such as farm/land.
- Transformed the farmer /beneficiaries from being a subsistence farmer to commercial farmer.
- Able to compete well with other commercial farms.
- Farming knowledge has expanded.
- The department assisted in buying livestock and implements and upgrade of the infrastructure in the farms.
- PLAS has really contributed a lot with empowering black people and also capacitating them with skills development and through mentorship.
- To contribute to economy and improve individual with their businesses

**Figure 29: Appropriate structure identified**



The Figure above indicates whether the beneficiaries have appropriate structures identified by the Department to assist beneficiaries with the transition in management of farm from the department to the beneficiary. Out of 113 beneficiaries, 51% indicated that they have appropriate structure whereas 49% indicated that they don't have. The respondents who highlighted that they have appropriate structure indicated the following factors:

- The DRDLR has introduced the strategic partners (privately) to assist them in farming even though they have not started working with them.
- AGRI SETA was identified in terms of training.

- Bono holding is currently trying to assist farmers with farming guiding and providing them with livestock.
- The DRDLR has assisted them by appointing mentors.
- The extension officers who help them in the management of the farm.

A challenge that was identified by the beneficiaries is the misunderstanding and poor relationship between the beneficiaries and the strategic partners that are appointed by DRDLR.

Whereas those who indicated that they don't have structure highlighted the following:

- They are managing on their own.
- The beneficiary also taking their own initiative.
- Do not have any mentor and was told not to look for a mentor though
- They decided on their own to go the cooperative route.

#### 4.10 FOOD SECURITY

This section outlines food security measures at the individual level, community level and provincial level. The table below summarize the productivity in section 4.8 regarding the aggregated quantity harvested and sold and the remaining quantity not sold, also the number of livestock available, the number of livestock sold and the remaining of livestock not sold. This is based on the projects sampled.

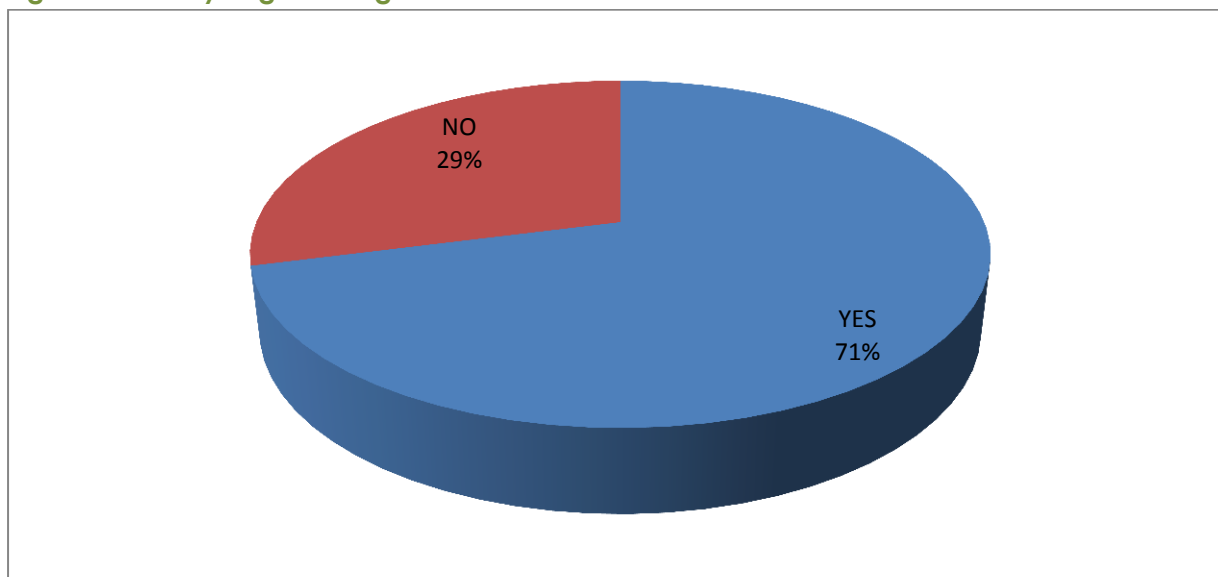
**Table 14: Aggregated farm production based on field crop, horticultural products and livestock**

Products & Livestock	Quantity harvested	Quantity sold	Quantity remaining
Field Crop	20 151	15 108 (75%)	5 049 (25%)
Horticultural products	50 102	48 010 (96%)	2 92 (4%)
	Number	Number sold	Remaining livestock
Livestock	709 130	430 726 (61%)	278 404(39%)

Please refer to table 10, 11 & 12 for full description of products and livestock.

The table above indicates that 75% of harvested field crops and 96% of horticulture crops are sold to market, therefore contributing to food security. During the interview, it was explained by interviewed beneficiaries that remaining quantities not sold are used for household consumption to support families and some are donated to the communities around in order to support institutions like crèches and schools.

**Figure 30: Ability to get enough food**



The Figure above indicates whether the beneficiaries are able to get enough food since benefitting from the project. Out of 113 beneficiaries, 71% indicated that they are able to get enough food since benefitting from the project whereas 29% indicated that they are not. The beneficiaries who indicated that are not able to

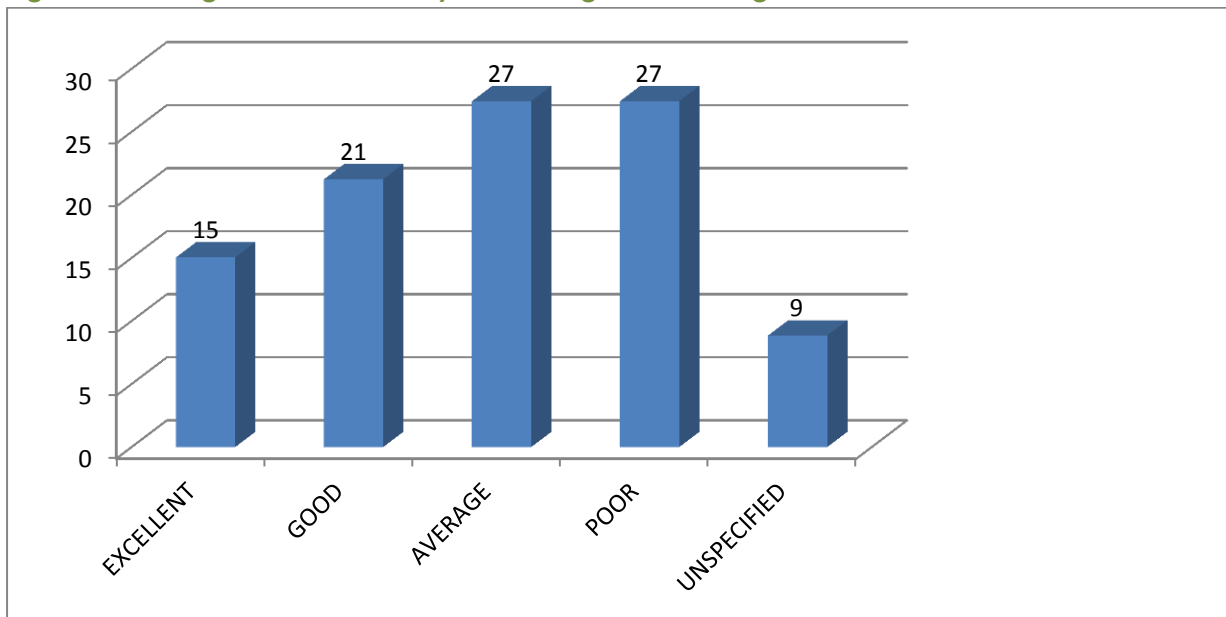
benefit is because some projects were recently transferred and have not yet started with the production.

The above figure further shows that majority of beneficiaries have benefited immensely when it comes to food security. The beneficiaries are able to get enough food and provide for their families because of PLAS project. Only a handful indicated that they were not able to get enough food since benefiting from PLAS project.

#### 4.10.1 FOOD SECURITY AT COMMUNITY LEVEL

Regarding community level food security, beneficiaries indicated that they are able to sell their products to communities around and also donate to support institutions such as crèches, and schools with food and vegetables as outlined in the community participation in section 4.16.

**Figure 31: Rating of the community benefitting from farming**



The Figure above indicates the degree to which the community is benefiting from the farming (PLAS) project in terms of food security. About 27% indicated that community benefit is average from the farming project in terms of food security and a similar percentage indicated that it is poor. The figure also shows that 21% and 15% of respondents indicated good and excellent community benefit respectively, whereas 9% did not specify. The respondents also indicated the following reasons for selecting both good and average:

- Community benefit through employment because members of the community are the ones employed.
- Due to the fact that production is not that active they can't provide more products.
- Selling some products (e.g. chickens etc.) to the members of the community.

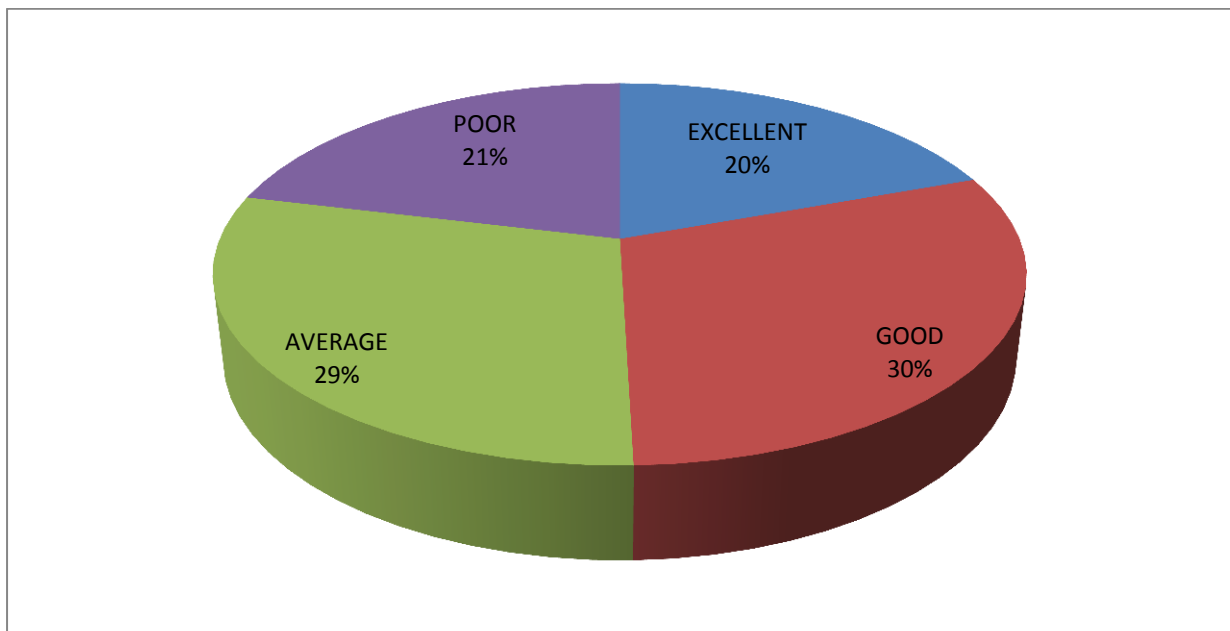


- The community benefit indirectly because products are sold to the formal market and obviously people buy.
- The community only benefit through the provision of seasonal jobs, so in a way they are able to benefit in terms of food security.

Those who selected poor highlighted the following reasons:

- The farm is not nearer to the community.
- The products are sold to formal market and not to the community.
- Nothing has happened in the farm and there is no production as yet.

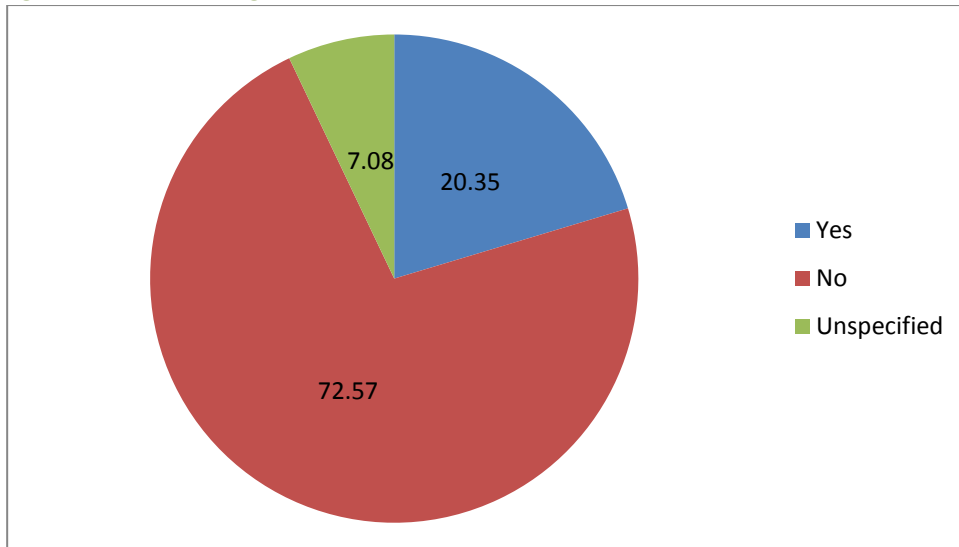
**Figure 32: Rating of the farming operations**



The Figure above indicates the overall rating of the farming operation in terms of improving beneficiary's life and the community to have access to food. Out of 113 beneficiaries, 30% rated good, followed by 29% and 20% who rated average and excellent respectively whereas 21% rated poor in terms of improving their life and the community's food security. Based on the figure above it shows that majority of PLAS beneficiaries rated the operation of the farms as average, good and excellent and a minority of beneficiaries rated poor.

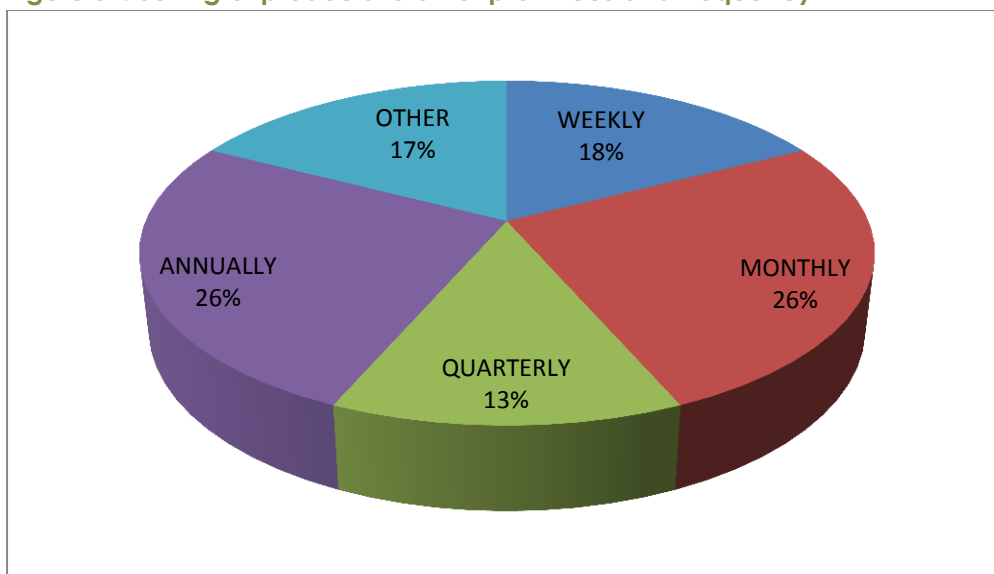
This is indicative of that the majority of PLAS beneficiaries are able to operate their farms very well. It must be noted that those who rated the operation of the farm poor, was as a result of several reasons but the most common one was that the beneficiaries lack finance hence the operation of the farms became poor. Overall, the beneficiaries are satisfied with the operations of their farms and project.

**Figure 33: Percentages of beneficiaries who are able to sell their products to other provinces**



The above figure shows the percentage of beneficiaries who are able to sell their products outside their province to other provinces. It shows that 20% of beneficiaries were able to sell to other provinces. Even though it is few beneficiaries who can sell outside their provinces food security can improve around the country through PLAS projects. This shows that PLAS can play a significant role in improving food security around the country. If beneficiaries can be assisted with the market, then they will be able to fight poverty by improving food security and also improve social economic factors by creating employment to the needy communities.

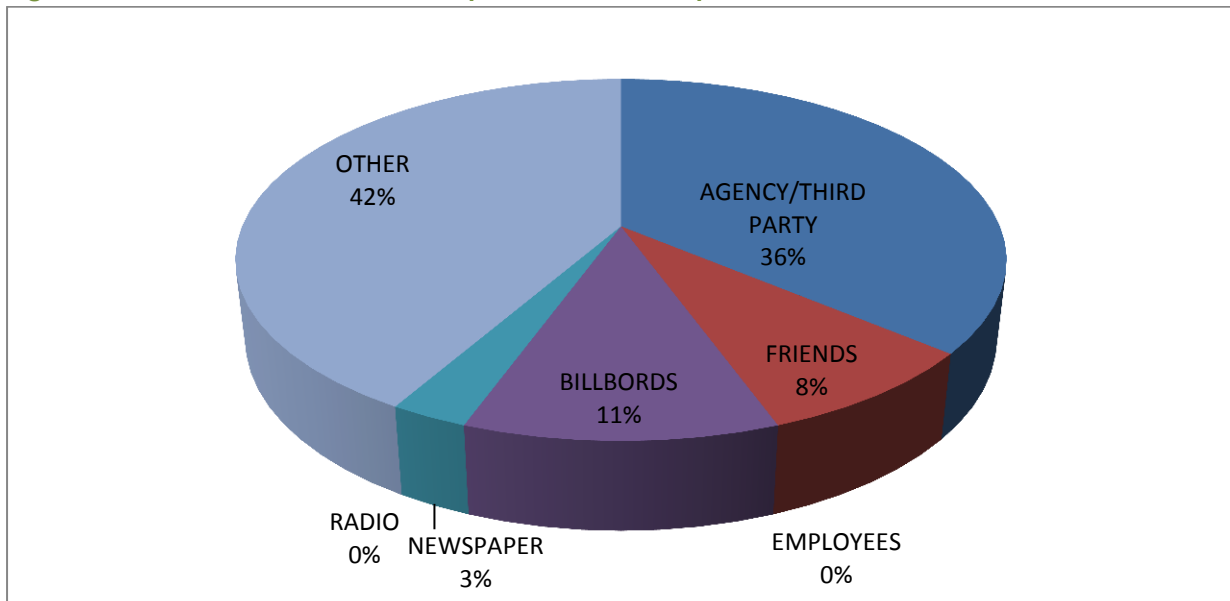
**Figure 34: Selling of products to other provinces and frequency**



The Figure above indicates the percentage of beneficiaries who indicated they sell their products to other provinces weekly, monthly, quarterly and annually. Out of 113

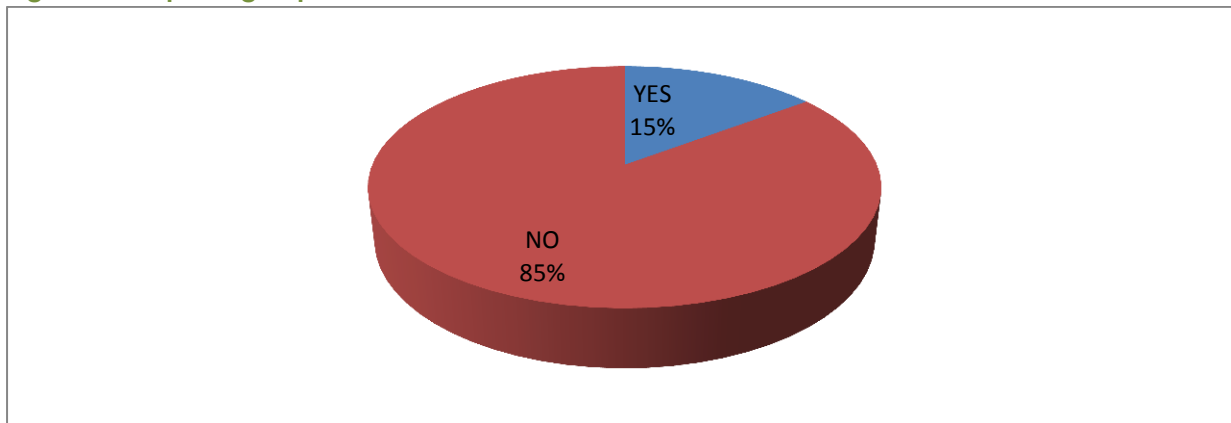
beneficiaries, 26% indicated that they sell their products both annually and monthly, followed 18% and 13% who indicated that is weekly and quarterly respectively. Beneficiaries also indicated that they sell their product to other province daily and biannually and 17% indicated other such as daily, after two weeks etc. This is indicative that the farmers/ beneficiaries are not producing for house consumption only, but for the formal markets locally and provincially. In this regard, it is clear that PLAS projects have played a huge role in improving food security

**Figure 35: Channels used to market products to other provinces**



The Figure above indicates the percentage of beneficiaries who indicated they sell their products to other provinces using different channels to market the products. The beneficiaries who indicated that they use agency/third party are 36%, followed by 11% and 8% who indicated billboards and friends respectively. However the highest percentage (42%) of respondents indicated that they use other channels such as word of mouth, AFGRI Expo and Mohair Grower Association to market their products to other provinces. The second most important channel for marketing is the agency/third party which results in beneficiaries having consistent channels to rely on them and give them advantage of selling their products throughout the year without having any risk of losing their market even though it disadvantages them because they have to pay the commission to the middle-men.

**Figure 36: Exporting of products**



The Figure above indicates the percentage of beneficiaries who indicated whether they export products to other countries or not. Out of 113 beneficiaries, 85% indicated that they are not exporting their products whereas only 15% indicated that they are exporting to countries such as Botswana, Mexico, China, Japan, Zimbabwe and Uganda. The figure above highlights that a small number of PLAS beneficiaries (15%) do export their products to other countries, even though it does not make a huge impact on the market nationwide. This indicates that most farmers still need support in producing good quality products that will meet the export standards. Exporting will increase the farmers' disposable income as they will receive higher prices with exports versus selling their products locally. Based on the interviews conducted with the beneficiaries it was identified that majority of the beneficiaries are not happy with the middle-men marketing their products locally, then definitely a large number of beneficiaries would not have interest to test or market their product globally.

## 4.11 BASIC INFRASTRUCTURE

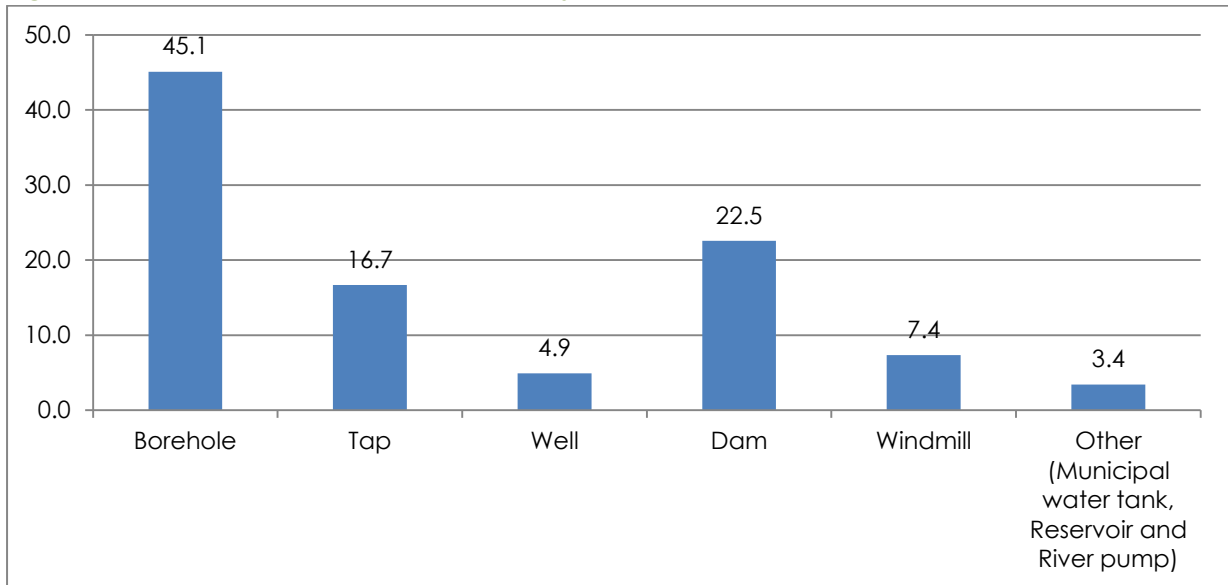
**Table 15: Access to physical capital on the farm before and after PLAS**

Physical capital	Before PLAS				After PLAS			
	Yes		No		Yes		No	
	n	%	n	%	n	%	n	%
<b>Water</b>	94	83.2	19	16.8	103	91.2	10	8.8
<b>Shelter</b>	98	86.7	15	13.3	102	90.3	11	9.7
<b>Electricity</b>	75	66.4	38	33.6	81	71.7	32	28.3
<b>Telephone facility</b>	34	30.1	79	69.9	22	19.5	91	80.5
<b>Health facility</b>	57	50.4	56	49.6	60	53.1	53	46.9
<b>Road and transport</b>	83	73.5	30	26.5	90	79.6	23	20.4
<b>Sanitation and toilets</b>	81	71.7	32	28.3	95	84.1	18	15.9
<b>Storage facilities</b>	75	66.4	38	33.6	80	70.8	33	29.2
<b>Animal handling facilities</b>	51	45.1	62	54.9	71	62.8	42	37.2
<b>Cold storage</b>	20	17.7	93	82.3	25	22.1	88	77.9
<b>Irrigation infrastructure</b>	29	25.7	84	74.3	41	36.3	72	63.7
<b>Dipping facility</b>	33	29.2	80	70.8	34	30.1	79	69.9
<b>Breeding infrastructure</b>	13	11.5	100	88.5	15	13.3	98	86.7

The Table above indicates that 83.2 % of beneficiaries indicated there was water in the farm and only 16.8% indicated that there was no water before accessing the farm. After PLAS /or after accessing the farm 91.2% indicated that there is water and only 8.8 indicate that there is no water. In terms of electricity before accessing the farm, 66.4% indicated that there was electricity and 33.6%, whereas after accessing the farm 71.7% indicates that there is electricity and 28.3% indicated that there is no electricity. For physical capital such as sanitation, road and transport, and storage facilities accounts for less than 30% after accessing the farm.

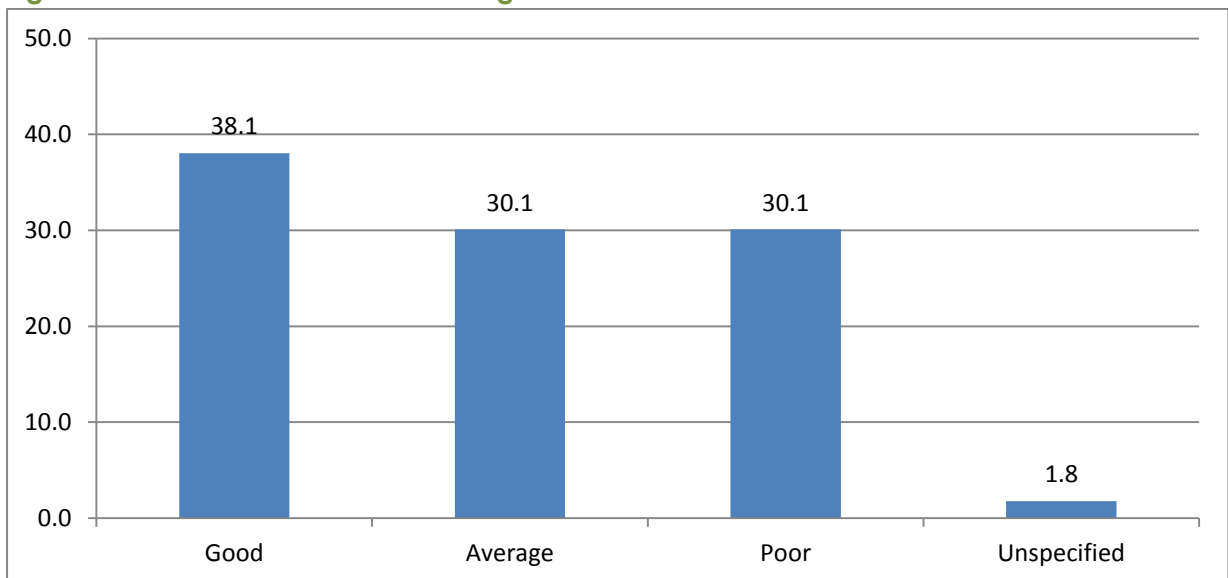
According to PLAS Manual 2007, when beneficiaries are allocated land the Department must take into consideration where the farm is located, the production that must take place and whether water, transport, electricity and other basic services are accessible. The table indicates that access to physical capital has improved after PLAS. The greatest percentage increase in access to physical capital was recorded in animal handling facilities with 17.7% increase, irrigation infrastructure with 10.6%, sanitation and toilets with 12.4%, and water with 8% increase. Minimal percentage increases were recorded in dipping facilities with 0.90%, breeding infrastructure with 1.8% and health facilities with 2.7%.

**Figure 37: How water is accessed in the projects**



The Figure above indicates that most farms access water through boreholes which accounts for 45.15% followed by 22.5% of farms accessing the water through dams and 16.7% access water through taps. Only 4.9% access water through well and only 3.4% access water through other sources such as river pumps, municipal tanks, reservoir etc. This shows that water accessibility is mainly through boreholes and dams more than any other sources.

**Figure 38: Condition of roads accessing the farms**

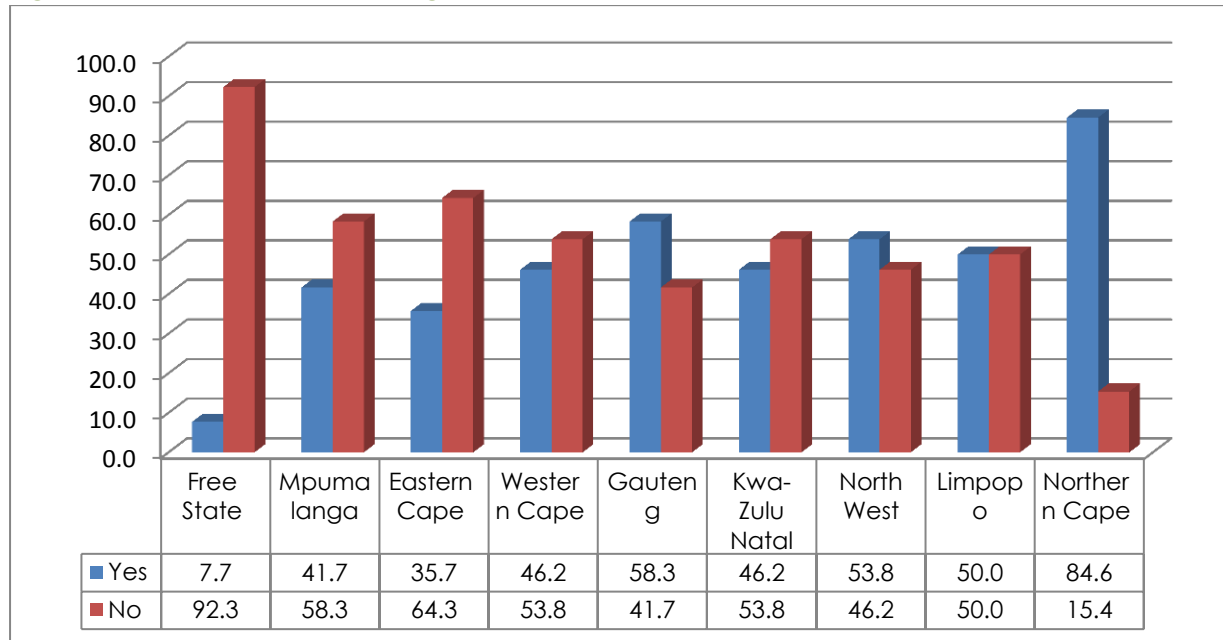


The Figure indicates the condition of the roads to access the farms. About 38.1% indicated that the condition of roads to access the farms is good, followed by beneficiaries who have indicated that the roads are poor and average each of which accounts for 30.1% respectively.

Based on the condition of road roads to access farms it shows that most farms are accessible.

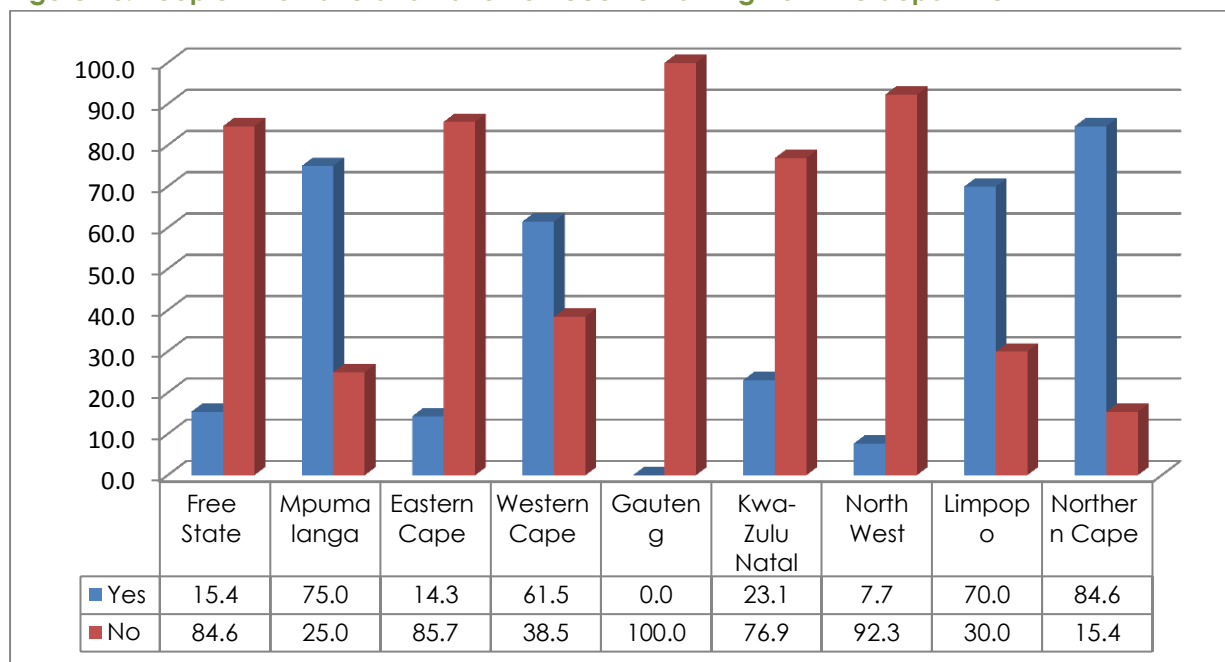
#### 4.12 SKILLS AUDIT AND TRAINING

Figure 39: Beneficiaries indicating that skills audit is conduct or not conducted



Out of 113 beneficiaries who were interviewed, Northern Cape depicts the highest percentage followed by North West where skills audit was conducted by the department. Northern Cape indicates the highest percentage of 84.6% of beneficiaries where skills audited was conducted followed by North West with 58.3% of beneficiaries. Free State depicts the highest percentage of 92.3% among all provinces where skill audit is not conducted followed by Kwa Zulu Natal with 53.8%. Limpopo is indicating a 50/50 of beneficiaries that skills audit is conducted and not conducted. This shows that skill audit was not conducted in many provinces, regardless of PLAS Manual stipulating that in order for beneficiaries to acquire land or a farm the Department must look at what the land is suitable for, the skills of beneficiaries and their capabilities. The finding shows that in other provinces skills were not taken into consideration, beneficiaries were allocated farms without checking what they know and whether they are capable of farming.

**Figure 40: People who have and have not receive training from the department**



The Figure above indicates that 84.6% of interviewed beneficiaries in Northern Cape received training, followed by 70% in Limpopo and 61.5% in Western Cape. The figure further indicates that none of the beneficiaries who were interviewed in Gauteng have received training, being the least among all the 9 provinces with 100% or all beneficiaries who were interviewed have not received training, followed by North West with 92.3% and Eastern Cape with 85.7%.

Although the evaluators have noted that PLAS was targeting individuals who had previous farming experience and expertise, there are some who did not have sufficient skills to manage the farms productively and needed some extra training. It is therefore concluded that majority of beneficiaries did not receive training in most provinces. This means that training is not taken as a priority to beneficiaries meanwhile beneficiaries need further and up to date farming skills to operate effectively.

**Table 16: Number and percentage of beneficiaries as per training attendance**

Types of training	n	%
Financial management and accounting	19	11,4
Project management	12	7,2
Life skills and HIV/AIDS training and counseling	6	3,6
Computer training:	2	1,2
Records keeping, archiving and management	12	7,2
Stock management	7	4,2
Crop farming	14	8,4
Livestock farming	24	14,4

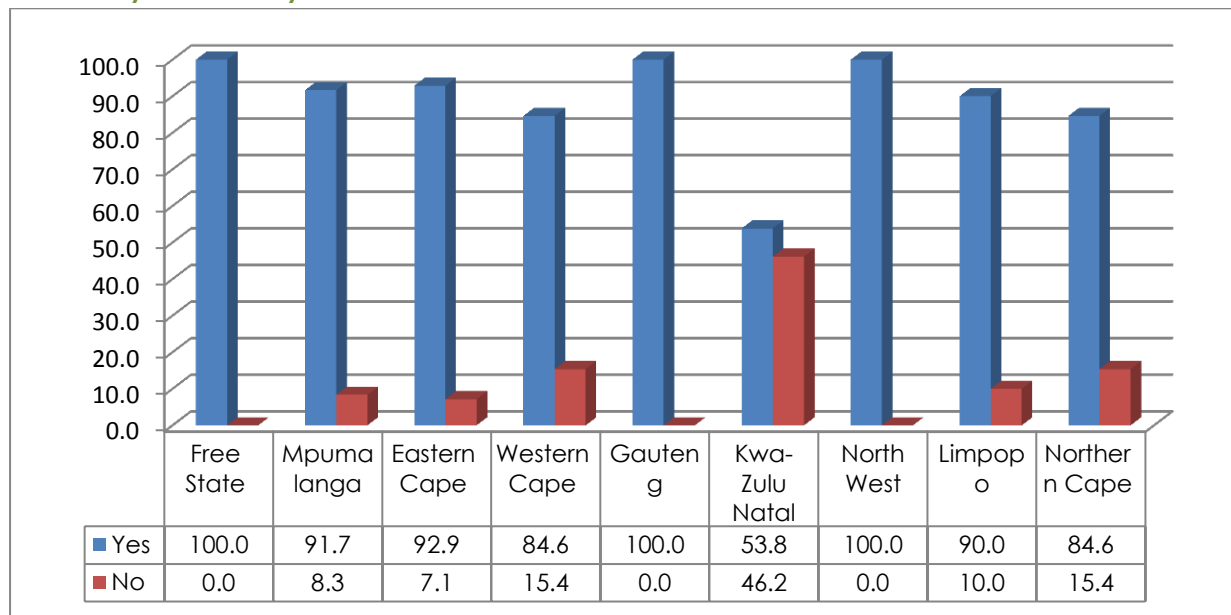


<b>Piggery</b>	4	2,4
<b>Gardening, land scape and pruning</b>	1	0,6
<b>Veterinary health</b>	5	3,0
<b>Fencing</b>	6	3,6
<b>Disease control</b>	16	9,6
<b>Water management</b>	4	2,4
<b>Tractor driving and maintenance</b>	7	4,2
<b>Marketing</b>	8	4,8
<b>Dairy production</b>	1	0,6
<b>Canning, freezing, distilling and fermenting</b>	0	0,0
<b>Wildlife preservation</b>	6	3,6
<b>Mentoring</b>	5	3,0
<b>Other (Firefighter, Farm management and repairing of windmill)</b>	8	4,8

NB: Beneficiaries had an option to choose more than one option

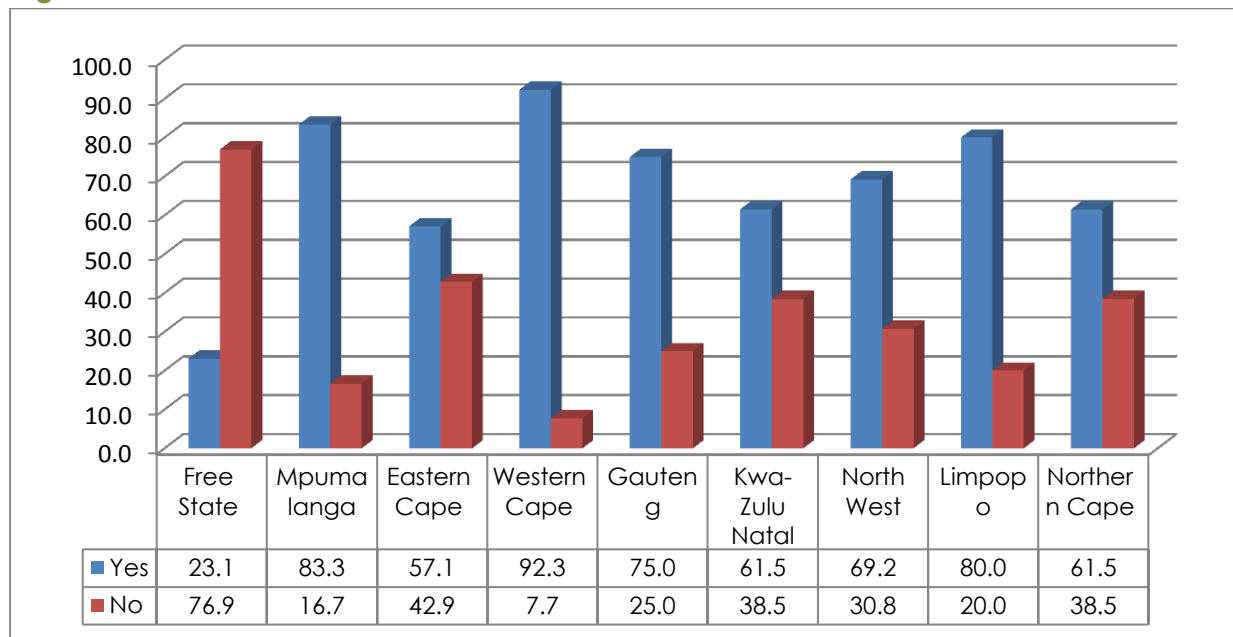
The Table above indicates the number of beneficiaries as per training attendance. About 14.4% beneficiaries have attended livestock farming, followed by 11.3% who have attended financial management and accounting and 9.5% who attended disease control. Only 0.5% has attended gardening, land scape and pruning, followed by computer training: designing, planning and programming which accounts for 1.2%. For all the nine provinces only few beneficiaries received training from other organisations in their area of farming. Other beneficiaries still lack crucial skills such as financial management and record keeping and basic farm administration. It is therefore imperative that the Department should make it its responsibility to provide basic training to beneficiaries especially on areas where they need skills most so that they are able to manage the daily operation of the farm.

**Figure 41: Percentage of beneficiaries who can and cannot manage the farm on their own sufficiently without any assistance from other relevant stakeholders**



The Figure above indicates that North West, Gauteng, and Free State beneficiaries indicated that they are able to manage the farms sufficiently on their own without the assistance of any mentors and support from anyone followed by 92.9 % in Eastern Cape. Kwa-Zulu Nata beneficiaries with a percentage of 46.2% being the highest indicated that they are not able to manage the farm on their own, which suggest that they need assistance for mentorship or guidance on how to manage or run the farm. Some beneficiaries indicated that they are not able to manage the farm because of insufficient skills, bad conditions of the farm as well as lack of equipment's and funds for farming. Most of the beneficiaries are able to manage their farms without any assistance from mentors or any other person. For those who are unable to manage on their own should be taken into consideration because most of their challenges are lack of sufficient skills, bad farming conditions, lack of equipment and that of funding. Operation in the farms will not take place without basic operating equipment, this therefore will jeopardise production.

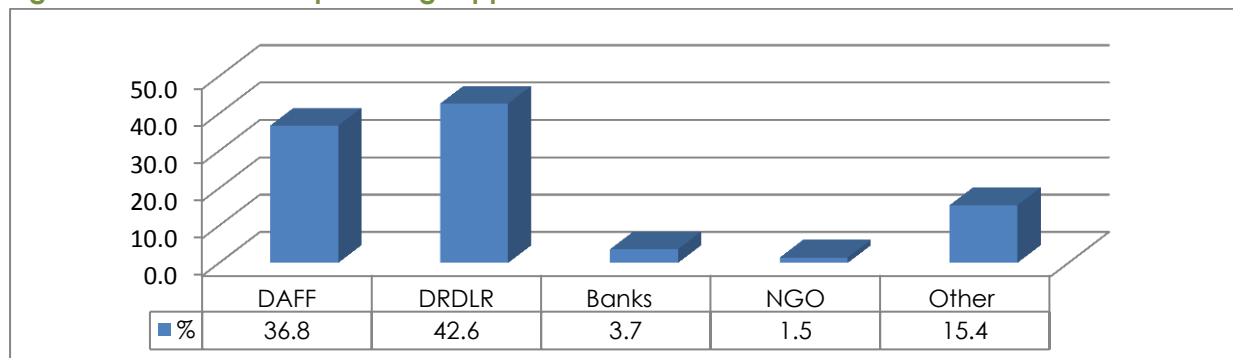
**Figure 42: Beneficiaries who receive and not receive support from other stakeholders or organization**



The Figure above indicates that 92.3% of beneficiaries in Western Cape indicate that they do receive support from other organisations/ stakeholders, followed by 83% in Mpumalanga. About 76.9% of beneficiaries in Free State indicated that they do not receive support from any stakeholders/ organisation, followed by 38.5% in Kwa Zulu Natal and Northern Cape. The beneficiaries further indicated that they do need support from other stakeholders and organisation for the success of the farm.

It shows that not all beneficiaries in all the provinces get the support they need and when beneficiaries are allocated farms there are sometimes no mentors to give them advice and support they need. This is further evidenced by farmers complaining that they feel abandoned and have never heard from the Department for a long time. Even if it was not financial support, beneficiaries always have queries about farming which need experts.

**Figure 43: Stakeholders providing support to beneficiaries**



The Figure above indicates that most beneficiaries receive support and assistance from DRDLR and DAFF followed by other organisation such as North West Kooperasie (NWK), Sappi etc., as well as banks (3.7%) and NGO (1,5%). Even though the

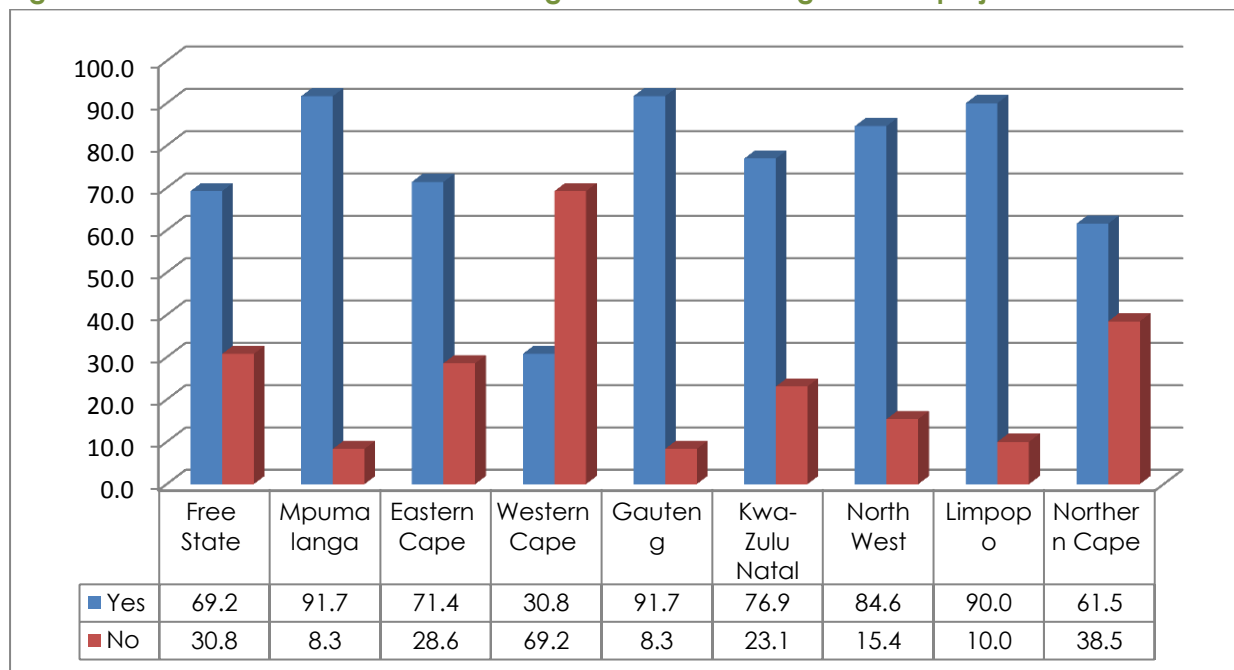
beneficiaries receive support from the above mentioned organisations there are some challenges that they encounter with the organisations or stakeholders. Challenges such as:

- No proper communication.
- Promises not fulfilled.
- More beneficiaries in the farm including those that are productive and non-productive.
- Delays of release of funds from DRDLR.

Although the evaluators sees a need for all the organisations e.g. DAFF and Municipality that promised to give support to fulfil the needs of beneficiaries this will not be an easy task since DRDLR does not have a binding contract which obliges the two to provide support to beneficiaries. The DRDLR is commended for making effort to support PLAS beneficiaries but emphasis should be put on fast tracking the release of RADP funding, so that production is not jeopardised.

### 4.13 BENEFICIARIES LIVELIHOODS

Figure 44: Beneficiaries who are benefitting and not benefitting from the project



The Figure above indicates percentage of beneficiaries who indicated that they are benefitting and not benefitting from the project. About 91% of beneficiaries in Gauteng and Mpumalanga indicated that they are benefitting from the project followed by 90% in Limpopo. About 69.2% of beneficiaries from Western Cape indicated that they do not benefit from the PLAS projects, followed by Northern Cape with 38.5 % of beneficiaries. The beneficiaries not benefitting from the PLAS

projects indicated they have to sell their livestock in order to pay high electricity bill and maintain the farm.

Beneficiaries have indicated that the strategy has impacted positively and negatively on their lives.

Beneficiaries have indicated that the strategy is impacting positively on their lives because:

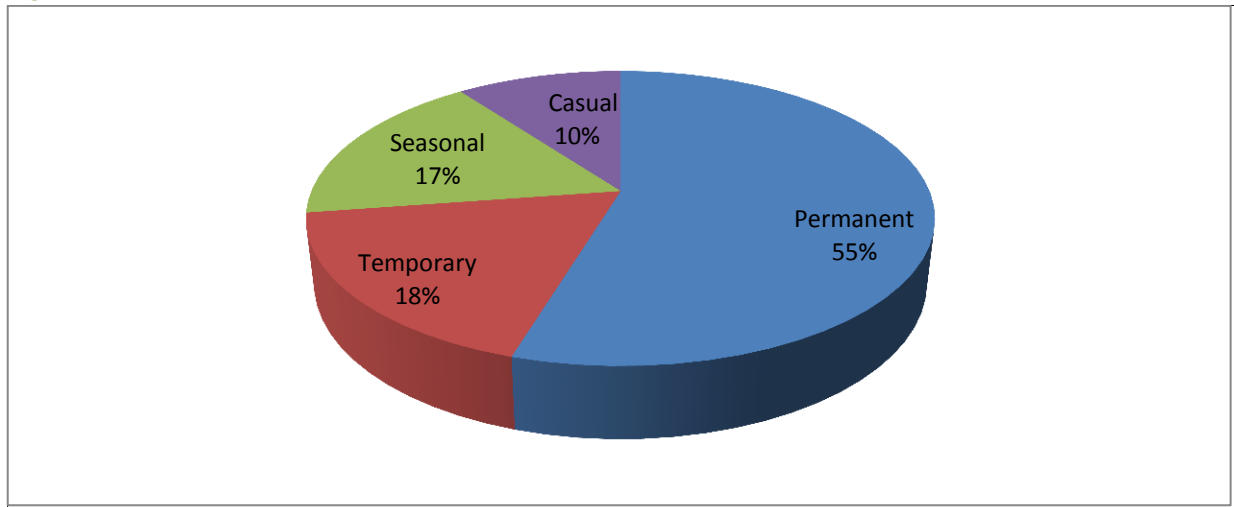
- The provision of land by the department enables the beneficiaries to have enough grazing for their livestock;
- Beneficiaries are able to provide more for themselves and their families with income resulting from farming e.g.: taking their children to educational institutions and buying enough food for their household;
- There is improved standard of living not only for the farmers but for the community as well;
- PLAS has contributed in beneficiaries moving from being emerging farmers to become commercial farmers;
- There is improved production capacity in their farms, which results in creating more job opportunities in the farm in order to improve other people lives;
- PLAS has given the farmers an opportunity to do what they have passion for in order to contribute to food security for own family as well as neighbouring communities;
- PLAS assisted in providing equipment's from collaborated stakeholder (Department of Agriculture) to improve their farming skills; and
- It has improved their farming skills through training and skills provided by the department.

Beneficiaries who have indicated that PLAS has impacted negatively on their lives because they cannot make any profit due to challenges they are facing on a daily basis such as electricity bills, lack of space for grazing of their livestock, lack of water, poor conditions of the farms they reside in, no proper markets to sell their livestock.

The other challenges that farmers are facing is that they do not have proper market to sell their livestock, they sell their livestock mostly at auctions in order to make income in order to pay Eskom and fixing or maintenance of some infrastructure in the farms. The beneficiaries also indicated that there are many beneficiaries in the farm and not everyone is fully participating some only come to the farm to collect money they make out of selling certain products. Due to the reasons mentioned above this hinder beneficiaries from optimising their benefit from the project because of beneficiaries not participating fully on farming activities but are interested in the profits made.

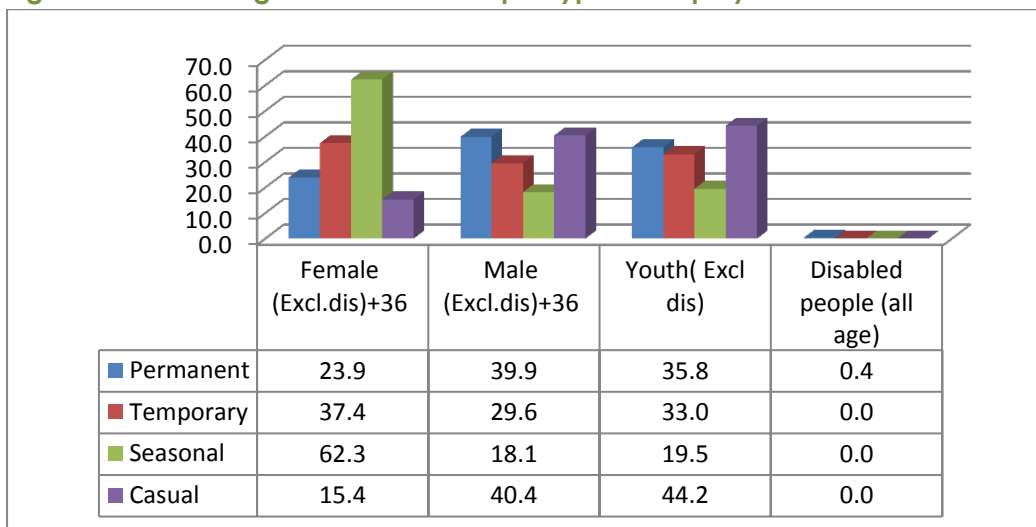
## 4.14 ECONOMIC DEVELOPMENT

**Figure 45: Farm workers employed in the farm per type of employment**



The Figure above indicates the percentages of farm workers as per type of employment. About 55% of farm workers are employed on a permanent basis, followed by 18% who are employed on a temporarily basis. Seasonal and casual workers accounts for 17% and 10% respectively.

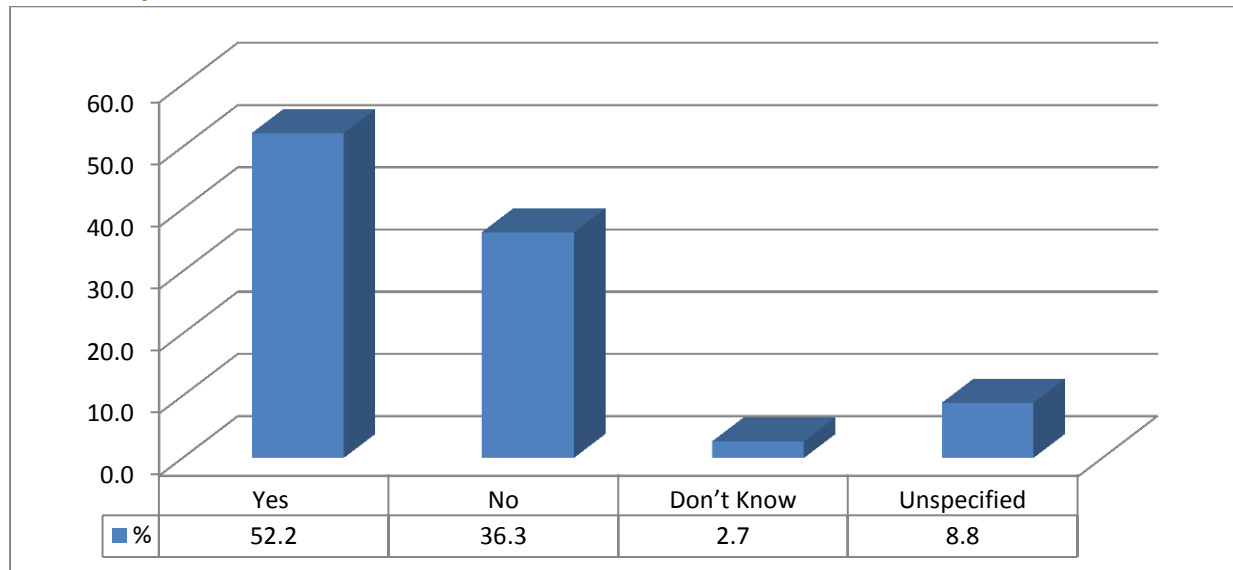
**Figure 46: Percentage of farm workers per type of employment**



The Figure above shows the percentage of farm workers per demographic characteristics. The figure further indicates that more males aged 36 and above are employed as compared to females, youth and disabled people. In terms of seasonal employment more females are employed which accounts for 62.3%, followed by youth with 19.5%. Seasonally it shows that more females are employed as compared to other males, youth and disabled person. The assumption might be that the type of work they are doing. For casual employment more youth is employed which accounts for 44.2%.

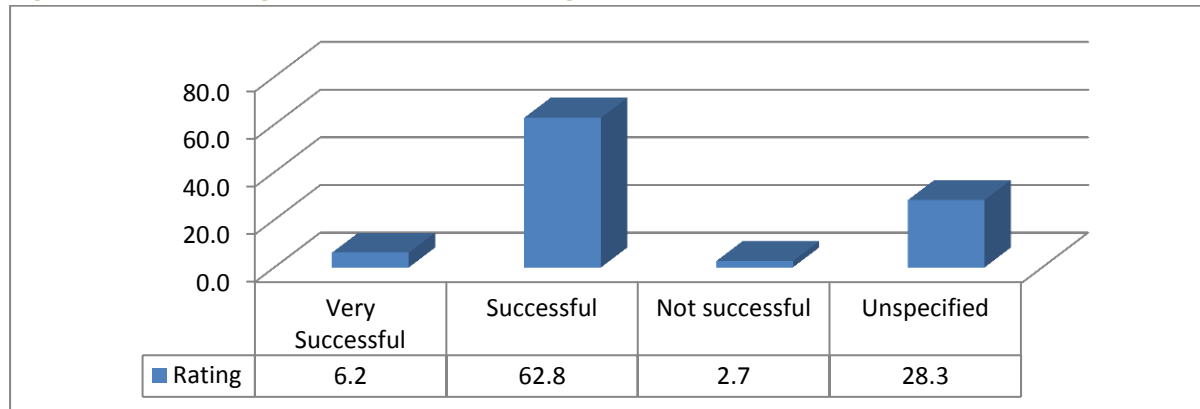
The above analysis demonstrates that there is no balance on the type of employment occupied by men and female, due to the type of labour required. This might be due to the fact that women are sometimes reluctant to do heavy farming activities than men. Most of the seasonal and casual work requires women and youth especially in field crops. Disabled workers are not given equal opportunity as compared to other groups because of the type of work available in the farms which are labour intensive in nature.

**Figure 47: Beneficiaries who agree or disagree that PLAS projects promote progress towards rural enterprise and industries**



The Figure above indicates that 52.2% of beneficiaries indicated that they agree that PLAS projects promote progress towards rural enterprise and industries. Approximately 36.3% of beneficiaries believe that PLAS project does not promote the progress of rural enterprise and industries. Only 8.8% did not specify reason being they are new in the farms, they have not yet lasted for more than 12 months in the farm. It is the objective of PLAS to promote rural enterprise and industries. Half of beneficiaries indicated that PLAS promote rural enterprise and industries, while the other half indicated that it does not, don't know or not specified.

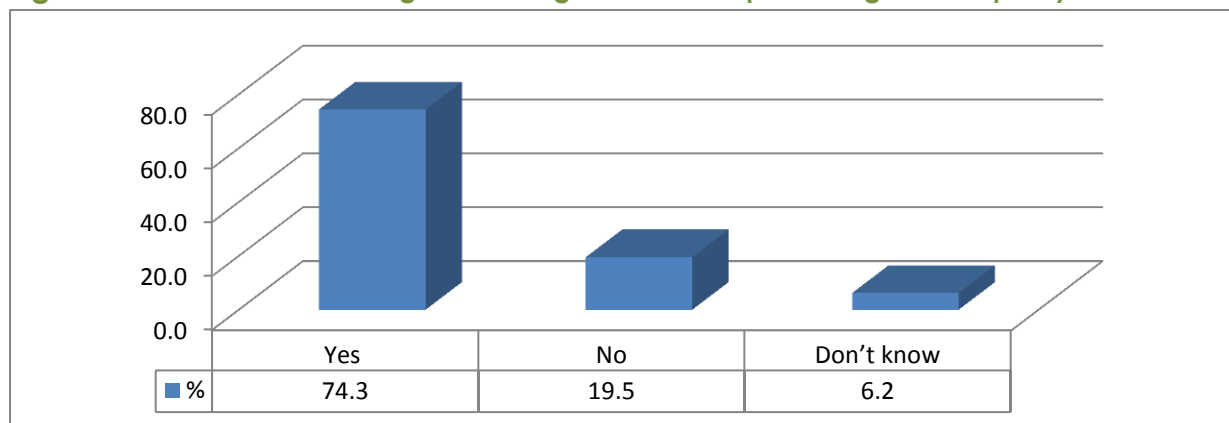
**Figure 48: Percentage of beneficiaries rating the overall success of the farms**



The Figure above depicts that 62.8% of beneficiaries rated their farms as successful, followed by 6.2% who rated very successful. Only 2.7% rated not successful reason being the challenges they are faced with and lack of assistance to pursue their dreams, challenges such as high electricity bill from Eskom, and no proper market as well as limited /insufficient space for their livestock as there are more beneficiaries in one farm. Although most farms were rated as successful (62.8) and very successful (6.2), of concern here is that 28.3% of beneficiaries did not indicate whether the farms are successful or not.

#### 4.15 GENDER EQUALITY AT PROJECT LEVEL

**Figure 49: Beneficiaries who agree or disagree that PLAS promote gender equality**



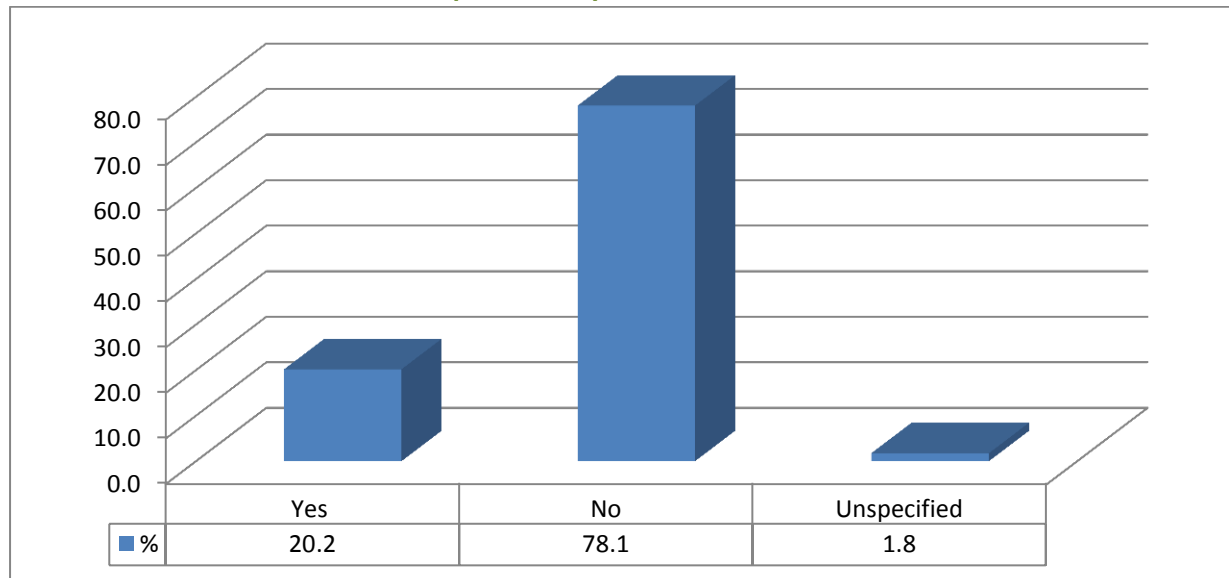
About 74.3% of beneficiaries indicated that PLAS promote gender equality at the project level, meaning both male and females are given the same opportunities in terms of farming in the projects. Only 19.5% of beneficiaries said it does not promote gender equality. Reasons mentioned were that the type of work undertaken needs males as compared to females. The analysis further shows that the department has made tremendous progress in terms of gender equality as most respondents indicated that PLAS was gender sensitive by providing both males and females with the same opportunity to acquire farms and utilise them. The few beneficiaries who



mentioned that PLAS does not promote gender equality, referred to job opportunities that were created in the farm and not in terms of acquiring farms.

#### 4.16: COMMUNITY PARTICIPATION

**Figure 50: Percentage of beneficiaries who indicated whether they have experienced any conflicts or not that have affected productivity**



The Figure above indicates that 78.1% of beneficiaries have not experience any conflicts or squabbles. Only 20.2% indicated that they have experienced conflicts with community members around the farm that have affected the productivity.

Beneficiaries have indicated that community is participating fully as well as benefiting from the farm as:

- Beneficiaries are able to donate to communities around in order to support institutions like crèches, and schools with food and vegetables, uniforms and so forth.
- The community participate in the farming activities through employment provided by the farms in order to improve their livelihood.
- Beneficiaries have also indicated that they do have a good relationship with the community and they are able to come and buy their products from the farm meaning the community support the farms to grow.

The beneficiaries that indicated that they have experienced conflicts with community members indicated theft as being the most challenge as some community members have easy access into their farm because there is a problem of fencing in most farms. The other challenge is the previous tenants, who are left by the department in the farm, as they steal and fight with the current occupants therefore it results in them poisoning their livestock or even causing fire in the farms. It is therefore proposed that the department should avail itself whenever there are

community issues threatening production as it make it difficult for beneficiaries to be productive. It was discovered that farms that are near the community surrounding are the ones that have experienced squabbles greater than those that are far from community members. The other challenge that might have exacerbated this is seen to be caused by poor and no fencing, making community members to have easy access to the farms.

## 4.17 FINANCIAL BENEFITS

**Table 17: Number of beneficiaries who have and have not receive grants and usage of grant**

Grant received	No of beneficiaries received/not received grant	% of beneficiaries received/ not received grant	Purpose of grant				
			Settlement	Farming	Both	Not indicated	Infrastructure
None	53	46.9					
1 000 000 -5 000 000	38	33.6	3	29	1	4	1
5 000 001-10 000 000	17	15.0		16		1	
above 10 000 001	5	4.4		4	1		
<b>Total</b>	<b>113</b>	<b>100.0</b>	<b>3</b>	<b>49</b>	<b>2</b>	<b>5</b>	<b>1</b>

The Table above indicate the number and percentages of beneficiaries who have and have not received grants from the department. Out of 113 beneficiaries 53 (47%) beneficiaries have not receive any form of grant, and 38 beneficiaries have received grants that ranges between R1 000 000 to R5 000 000, followed by 17 who have received grants that ranges between R5 000 000 to R10 000 000. Only 5 beneficiaries received above R10 000 000 grant.

Although there are farmers who have received the grant most of them were not satisfied as they have a feeling that the grant should be given to them at once without considering the percentages per stages as stipulated in the PLAS Manual. If the grant is delayed, it also delays production process, because farmers cannot operate optimally without adequate funds. Although the department has made a provision that farmers can access RADP funding this was regarded as a lengthy process as the Department takes time to process applications for this fund.

**Table 18: Income generated in the first year and the last financial year**

Income generated	No of beneficiaries generated the income in the First year of execution	% of beneficiaries per income	No of beneficiaries generated the income in the last financial year (2013/2014)	% of beneficiaries per income
R0- R50 000	60	53.1	49	43.4
R50 001-R100 000	1	0.9	7	6.2
R100 001-150 000	4	3.5	3	2.7
R150 001- R200 000	3	2.7	6	5.3
R200 001-R250 000	4	3.5	4	3.5

<b>Above 250 001</b>	19	16.8	30	26.5
<b>Unspecified</b>	22	19.5	14	12.4
<b>Total</b>	<b>113</b>	<b>100.0</b>	<b>113</b>	<b>100.0</b>

According to the Table above, in the first year of executing the project about 53.1% were on the scale of R0- R50 000 and 16.8% were above 250 001. In the last financial year, the percentage of beneficiaries who generated income decreased to 43.4% within the range of R0- R 50 000, and showed an increase in the range above 250 001 to 26.5%. This shows a positive impact to beneficiaries that at least they are trying to sustain themselves and the farms.

There is an increase of growth in production from the first year of execution of PLAS to the last financial year.

## **CHAPTER FIVE: CHALLENGES AND SUGGESTIONS FOR IMPROVEMENT**

### **5.1 INTRODUCTION**

This section provides information on the challenges and suggested solutions as identified by beneficiaries and programme managers in relation to the experience of PLAS implementation. Also addressed in the section is what the evaluators thought to be lessons learnt from this study which will assist in strengthening PLAS programme performance.

The chapter will outline challenges as experienced by beneficiaries, and programme managers.

### **5.2 CHALLENGES IDENTIFIED BY BENEFICIARIES**

Beneficiaries have indicated common challenges which are categorised as follows; selling of the products, operation/production in the farm, surplus/profit, paying rent and organisational support as main challenges they are faced with up to date.

#### **5.2.1 Market and production**

- Beneficiaries have alleged that most formal markets dictate price for them, especially when they sell their produce at the auction, they end up selling their product at a lower market price and this has led to beneficiaries not having a choice on determination of market price. This has resulted in beneficiaries accepting any price being offered.
- Absence of identification of formal market for produce. Some of the farmers indicated that they produce enough products but the problem is the identification of the formal market where their products can be sold.
- Some of the beneficiaries have raised concerns over market price fluctuation.

#### **5.2.2 Operational**

- Lack of infrastructure development and resources. Lack of resources in the form of infrastructure, implements and inputs is one of the common challenges that are experienced by majority of the farmers. This problem is seen as hampering production and operation activities in PLAS farms. In addition in instances where infrastructure such as borehole pumps, tunnels and other farming facilities are available these are not in good condition as there is lack of maintenance thereof. Lack of storage facilities is also a challenge for the farmers as they work at a loss because if they produce more than the demand, the surplus of the produce end up being thrown away or being sold at a price which is less than the market price. As a result this has led to low production by farmers and making them incapable of generating enough capital or surplus.

- Limited availability of water in most of the PLAS project is a serious problem and this hinder production and sustainability on the farm operation.
- Theft of farm produce also poses a serious challenge to the farmers as it limits their capacity to generate more profit as envisaged.
- On game and tourism related farms, poaching and illegal hunters pose a serious challenge.
- Uncleared Eskom account bills from the previous farmers are a problem to new PLAS beneficiaries.
- Most of the beneficiaries stated that they are using large amount of profit gained to pay Eskom electricity bills which is always billing them exorbitant amount of money.
- Due to the recent draft PLAS policy most beneficiaries have stopped paying rental fees as there is still no lease determination and farmers not told what amount to pay. Most of the interviewed indicated that they have never met their obligation of paying a rent on their farms.

### 5.2.3 Organisational Support

- Beneficiaries have alleged that there is too much of red tape in government institutions which lead to the delay of Department to process the application for funding. In addition to this beneficiaries across all provinces have highlighted that lack of funding is a problem for PLAS beneficiaries as they are not allowed to borrow money from the banks because of the signed period of lease agreement and the new PLAS policy not being finalized.
- Eskom processes to clear accounts from previous owner take long in most of the farms. This result to beneficiaries not having access to electricity and this hinder production in the farm.
- There are instances where beneficiaries have alleged that most of the strategic partners do not follow the business plan and as a result the farm/project end up not achieving the intended objectives as stipulated on the business plan.
- Lack of professionalism by some of the service providers especially when it comes to provision of inputs such as seeds which are not being made available on time.
- Beneficiaries have alleged that some of the incidents such as natural disaster are being reported to the DRDLR and there is no feedback or any response given to beneficiaries.
- Beneficiaries have highlighted that the Department of Rural Development and Land Reform sometimes build some of the infrastructure and leave them incomplete. E.g. chicken structures and fencing.
- Beneficiaries have highlighted that they are not being capacitated or provided with skills which can improve on the management and running of their farms.

### 5.2.4 Sustainability

- Beneficiaries have raised a concern over their land ownership status as they are only renting the farms. They added that this derails the implementation of

planned activities and services to be rendered by various stakeholders in the farms. For instance banks do not want to offer loans to beneficiaries as they do not have collateral and they are not owners of the farms. This is further supported by the fact that beneficiaries cannot provide title deeds because they are only leasing the farms.

- Most of the beneficiaries indicated that there is lack of post settlement support from the Department as there were shortages of much needed resources for daily farm operation.

### **5.2.5 Monitoring of projects**

- Beneficiaries have alleged that there is not enough monitoring of the progress of the farms by Department officials. They also stated that it takes long for officials to visit them. This might relate to the lack of extension services provided by DAFF. This has resulted to some projects with challenges not tracked down and improved.

### **5.2.6 Communication**

- Consultation between beneficiaries and the Department remains a formality process as the implementation of development interventions in some farms does not necessarily reflect the needs identified by the beneficiaries.

## **5.3 CHALLENGES IDENTIFIED BY PROGRAMME MANAGERS**

- Most provincial managers raised a concern over feasibility study reports received from the Department of Agriculture, Forestry, and Fisheries (DAFF) which are not submitted on time due to limited extension officers who must conduct the studies. These reports are said not to be of good quality because the content of the feasibility reports does not add any value to the development of enterprises and their progress.
- There is a general lack of understanding of DRDLR policies as stakeholders believe that land reform must happen at the regional level.
- Lack of stakeholders commitment i.e. municipalities and other Departments serving on the beneficiary selection committee. Sometimes stakeholders do not honour appointments or meetings particularly the district committee meetings meant for section of beneficiaries.
- There is no uniformity on the beneficiary selection process, making easy access to land in some provinces resulting in people who do not qualify getting land.
- Lack of proper enforcement measures and implementation policy as the recent draft policy is not approved and cannot therefore be implemented.
- In some instances the quality of land acquired for beneficiaries is very poor as compared to the purchased price.
- Some beneficiaries do not have adequate and necessary skills and knowledge of farming and need intervention if they are to make PLAS farms productive and

achieve sustainability, however the current PLAS practice does not cater for beneficiaries training.

- Lack of financial and technical support from other departments and institutions.
- Equipment in the farms is not working and cannot be disposed of.

## **5.4 SUGGESTIONS FOR IMPROVEMENT**

### **5.4.1 Beneficiaries suggestions for improvement**

Below are the suggested solutions as mentioned by the beneficiaries:

- The Department must prioritise the finalisation of the new PLAS policy as more solutions to take the PLAS forward are in the draft policy which has not been communicated officially to the new beneficiaries.
- The Department needs to prioritise monitoring of projects on a monthly basis and also keep in touch with beneficiaries so that they can be updated on any changes as some beneficiaries were found not to be familiar with recent changes in administration of PLAS.
- The Department need to prioritise the payment of RECAP grants to PLAS farms for activities as planed per project/farm. Late payment of RECAP funds leads to demoralisation and loss of trust of beneficiaries.
- Some beneficiaries have suggested that the Department needs to prioritize farmers that have made progress and found to be successful and offer them opportunity to purchase the farm.
- Regarding limited infrastructure such as machinery and boreholes and other farming facilities, it is recommended that the Department assist beneficiaries with funds to buy the equipment and the infrastructure needed so that they are able to farm effectively.
- The Department must ensure that there is a proper assessment of a farm before the farm can be given or hand over from the previous farmer to the beneficiaries as some farms were found not suitable. Hence an appeal by beneficiaries to be allocated the farms according to the beneficiaries needs was quoted as critical.
- The Department must ensure that there is effective assets verification before handing over the farm from the previous farmers to the current farmers and require that that when is time to do hand over they must bring along the verified asset list so that they can check the condition of the assets the time they do assets verification and with the current condition.
- The Department must strategise on the natural disasters mitigation plan and put it in place whenever there are disasters such as fire outbreak and damage of transformers caused by storm and lightning.
- The Department must process the PLAS programme parallel with RECAP to avoid the farm not being productive due to the lack of funds.
- In addressing noncompliance by the strategic partners the Department should ensure that terms of reference with clear milestones and deliverables are developed prior appointing these partners.



- The beneficiaries also suggested that the mentors must be paid from the Department coffers according to the progress report submitted to the Department in order to avoid fruitless expenditure by paying non-performing mentors.
- The Department need to conduct a skills audit of PLAS beneficiaries in order to identify the gaps that need to be addressed by taking beneficiaries to the relevant training so that they can get proper support and capacity to improve on their farming skills.
- The Department must improve communication strategy in order to ensure that beneficiaries are always updated on latest issues pertaining PLAS.
- Most beneficiaries are confronted with limited management of financial and bookkeeping records in their farms. This is seen as a gap that beneficiaries are confronted with and will need urgent attention by the Department.
- Beneficiaries who are privileged to receive RECAP assistance have cited limited budget as a concern, as they cannot fully operate and produce enough in the farm.
- Most of beneficiaries appealed to the Department to assist them with linkage and identification of market for their products.

#### **5.4.2 Managers suggestions for improvement**

- The enforcement measures must be in place to minimise violation of policies and rules and standardisation of Department's practices.
- Taking into account the farming skill gaps that exist, the Department must source accredited institutions to provide farming training relevant and needed by PLAS beneficiaries.
- Regarding redundant equipment, when a farm is allocated to beneficiary it must have farming equipment's that are working. Also suggested was a policy that allows beneficiaries to dispose equipment that are not functioning.
- There must be a proper farm assessment tool in place for PLAS which need to be administered across all PLAS farms.

#### **5.5 LESSONS LEARNED FROM THE PLAS EVALUATION**

- The implementation process of PLAS is not clear enough as the PLAS administration process seems to be different by province. For instance beneficiary selection criteria not applied the same way despite the provincial structures set for the programme e.g. District Local Committee.
- Communication between beneficiaries and the Departmental officials is a cause for concern leading to misinformation. For instance other programmes like LRAD has been discontinued as there is now PLAS. As a result it confuses beneficiaries because they are not clearly informed of the strategic changes taking place within the Department.
- In some other provinces beneficiaries are supposed to pay rent before they get RECAP, while others are not paying because they are not producing anything.

Some have been stopped to pay when they are recapitalised. It is not clear what exactly should be the standard procedure, before and after RECAP.

- As a lesson learned, beneficiaries apply and receive state land through PLAS without any interest in farming motivated by the fact that they will receive a grant. This lead to beneficiaries just folding their arms while not producing anything in the farm. Other beneficiaries end up renting out the farm to other farmers, by putting another farmer's livestock in the state land of which violates the PLAS policy.
- Monitoring measures seem to be ignored especially on beneficiaries who are not producing anything, because they are not advised on way forward if there is no production.
- The Department is encouraged to prioritise and recapitalise those farmers who are making progress on their own and ensure that they become successful.

## CHAPTER SIX: CONCLUSION AND RECOMMENDATIONS

The following chapter serves to conclude what has been learned from the recent PLAS evaluation study and also experienced as the findings in order to take the department forward to improve the lives of the beneficiaries.

### 5.1 CONCLUSION

It is quite evident through evaluation findings that PLAS had made significant strides in ensuring that historically disadvantaged people have access to land for agricultural purposes. The PLAS focuses mostly on households and individuals (mostly heads of households) who are in need of land for productive purposes. Taking into consideration the focus by government to address the lack of access to land by the historically disadvantaged, the Department therefore, launched PLAS as a mode for land acquisition.

In terms of coming with conclusion a lot of aspects were considered with regard to the way PLAS was implemented ranging from farm planning, lease agreement, farm production to livelihoods improvement. The objectives of the PLAS were also looked at.

PLAS has played a significant role in the acceleration of land redistribution process. As indicated there were 1393 PLAS Projects as at 31 March 2014. These projects resulted in 1 069 589.85 hectares acquired by the Department. Despite all these achievements the evaluators believe that there is still room for improvement.

Regarding the identification and selection of beneficiaries and the planning of land on which people would be settled; the evaluators could not find criteria that the department is using to select and identify the beneficiaries. One of the objectives of the PLAS is to improve the identification and selection of beneficiaries; however, the manual is silent on how this will be achieved. According to the results, heads of households are the majority of beneficiaries and it is not clear whether this is the targeted group. Farm planning also needs to improve as beneficiaries complained about lack of housing at the farmers as well as water, electricity and sanitation.

Regarding maximum productive use of land acquired; about 87% of hectares that were allocated through the 113 projects sampled for the study were indicated as being utilised by the beneficiaries. This indicates that the majority of the hectares are being utilised but this could improve if farmers' access to financial capital as well as well as formal market is improved.

One of the objectives of PLAS is to hedge against escalating land prices. On average, the cost per hectare during financial year of 2007/2008 was about R 4 144, 20 with the average cost per project being R 3 267 057, 72. In the financial year of

2013/2014, the average cost per hectare was R 7 625, 50 with the average cost per project being R 2 372 542, 42. Given that the beneficiaries have complained about poor infrastructure, lack of access to water and the fact that most of the farms that are purchased by the Department need to be immediately recapitalised, the evaluators believe that the Department is paying a lot per hectare for the farms acquired. Because when determining what should be paid for a farm, a variety of factors such as water security, soils, the quality of infrastructure and location are considered and which were found to be a challenge in most PLAS farms.

The evaluation also acknowledge meaningful contribution made by the PLAS in ensuring that historically disadvantaged people have access to land for agricultural purposes, however witnessed some flaws in the way programme is implemented:

**Identification of farms and selection of beneficiaries:** - the evaluation has identified that provinces are using different process to acquire land on behalf of the beneficiaries, for example beneficiaries are the ones that identify the land with the relevant contact details before the department could approach the seller, even though in other cases the decision makers can intervene if there is a need for the land. It was also discovered that even when the beneficiaries have identified the land, in other provinces it does not mean that the beneficiary would be given priority. The identification of beneficiaries depends on the list and type of enterprise that are listed as priority by the Department.

Furthermore, it was discovered that the selection process of beneficiaries is handled differently in each province. Therefore, there is a need to have a standardised way of acquiring land and selecting beneficiaries in all the provinces in order to achieve the objective of accelerating land redistribution.

**Ensure maximum productive use of land acquired:** during the field visits it was also discovered that not all the farms acquired by the department are more productive, based on different reasons such as delays in providing financial support to recapitalize the farm; lack of skills by the beneficiaries to run the farm, poor infrastructure and inadequate farming equipment's to be develop the acquired land. This aspects needs to be addressed in order to achieve PLAS objective.

**Marketing of farm products:** the evaluation also highlighted that with regard to the marketing of products most of the beneficiaries are not satisfied with the marketing of products, as some of them are depending on the strategic partners to negotiate the prices on their behalf that results in them sharing the profit with the strategic partners and other beneficiaries sell products under pressure in order to pay high electrical bills.

**PLAS conceptualisation:** with regard to conceptualization the findings revealed that most of the Provincial Managers have a good understanding of what PLAS is all about as it was developed with a focus of proactively acquiring agricultural land. Beneficiaries seemed not to understand how PLAS is supposed to operate.

**Further evaluation:** There is a need for further evaluation which will focus on the impact and the intended outcomes of the strategy since the evaluation only focused mostly on the implementation of the strategy and was not focusing on the impact made by the strategy.

## 5.2 RECOMMENDATIONS

The recommendations are categorised by programme design, lease agreement, farm production, agrarian transformation, basic infrastructure, skills audit and training, beneficiary's livelihoods, economic development, community participation, and financial benefits.

### Programme design and management

- PLAS needs to be unpacked or thoroughly described to the beneficiaries of PLAS so that both the officials and beneficiaries have same understanding.
- PLAS strategy needs to be explained so that beneficiaries understands or differentiate between Recap and the mode of acquiring land by the Department.
- There are few concerns regarding PLAS not implemented according to manual, namely: the implementation process is not standardised and leads to PLAS implemented differently in various provinces. The evaluators were informed during data collection that PLAS is not implemented according to the manual anymore, therefore; the Department needs to improve on the documentation of changes that are taking place regarding PLAS. The new way of implementing PLAS needs to be documented to ensure standardised implementation.
- There should be a senior manager, at least at Chief Director level responsible for the management of PLAS at national level.
- Document and information management also needs to be improved to ensure that any person that requires information about the PLAS receives it timeously.

### Lease agreement

- PLAS need to review the lease agreement policy to ensure that the rollout is the same across all nine provinces. This leads to uncertainties regarding the renewal of lease agreements as some lease agreements are extended verbally and not in writing.
- The previous farms dwellers should also be informed in writing or informed officially about change of ownership of the farm to avoid conflict between farm dwellers and the department lessee.
- The Department must ensure that all occupants of PLAS farms have signed lease agreement.

### Farm production

- The capacity of the farm, number of hectares and the enterprise of the beneficiaries need to be checked thoroughly, in order for the farm to be

productive. All the PLAS projects need to be supported to obtain access to formal markets. This will reduce the beneficiaries' dependence on the department and they will put more efforts to meet the market demand and in the process more jobs will be created.

- Improve asset management on PLAS farms, as some farms did not have asset registers. Most of the beneficiaries are having the asset registers, but they are not keeping them at the farms as they being kept by the district and provincial offices. Therefore, it is recommended that the beneficiaries be given their asset registers.
- The Department must also ensure that all occupants of PLAS farms have signed lease agreements and are paying rent for the leased farms.

### **Agrarian transformation**

- The Department must ensure that more skills are imparted to beneficiaries in order for the beneficiaries to graduate from subsistence to commercial farmers.
- It is also recommended that PLAS farms be allocated to the beneficiaries who have experience and passion for farming.
- The department should also strengthen the relationship / collaboration with other stakeholders and organisations to support the beneficiaries succeed with the farming activities.

### **Basic infrastructure and equipment**

- The majority of the beneficiaries were not satisfied with the farm that has been bought on their behalf. Therefore it is recommended to DRDLR that in future when it purchases the farms on behalf of the beneficiaries, they must purchase farms in a good condition with good farming equipment in order to make an impact when it comes to production.
- The issue of infrastructure in the farm needs to be considered as most farmers feel unsafe at the farms due to the bad condition of the farms.
- The department needs to assess the farm regularly upon the exit of the previous owner as most farms are experiencing the challenge of destroyed infrastructure while department bought the farm in good condition.
- The issue of electricity must be taken into consideration by the department as farmers indicated they use electricity to pump water, therefore when the beneficiary fails to pay electricity bills it result in negative farming production.
- PLAS farms should at least have 3 basic infrastructures (i.e. water, electricity and shelter) prior to allocation to the beneficiaries for the farm to be productive, and this will ensure that beneficiaries do not start fixing the infrastructure first before the farm is operational. Shelter availability will also ensure that beneficiaries reside on the farm.

### **Skills audit and training**

- Relevant skills should be impaired in order to make farmers more knowledgeable about farming and financial management.

- It is very crucial for the department to conduct skill audit prior allocation of the farm to all beneficiaries to ensure that the farm is given to the relevant people.
- There is a need to train and improve farming skills of the beneficiaries to be able to manage the farm.
- There must be a proper communication strategy to ensure that beneficiaries receive all the communication regarding the changes within PLAS.
- Collaboration with stakeholders such as DAFF, strategic partners and mentors needs to be strengthened to ensure that beneficiaries receive enough training, support and assistance from the relevant stakeholders.

### **Beneficiary's livelihoods**

- Before allocation of PLAS farms, the Department needs to consider the affordability of beneficiaries to pay electricity bills and also maintenance of the PLAS farm, as it was found that some beneficiaries are spending the generated income to pay bills and maintain the farm, and not improve their livelihoods.

### **Economic development**

- The beneficiaries of PLAS should be equipped with skills to be able to manage the farm on their own and create jobs especially in the rural areas to ensure sustainability of the farm and promote the progress of rural enterprise and industries.
- Improve market access through strategic partnership.

### **Financial benefits**

- There must be standard way of allocating funds to assist farmers with farm operation in all the provinces, there were beneficiaries that have not been assisted financially and they indicated that it's been years since they applied for financial assistant through the RADP.
- The processes of releasing funds should also be reviewed to ensure the alignment of seasonal farming and avoid wasteful expenditure.
- The application and processing of RADP funds should be shortened as beneficiaries complained about the amount of time it takes to apply for the RADP.

### **Project monitoring and support**

- The Department should improve monitoring of the projects by using project officers to monitor PLAS projects by the department to ensure that the strategy is implemented as designed. Provincial and district officials responsible for PLAS should visit the farms and assist in addressing issues and challenges the farmers come across. Furthermore, this will also require stronger collaboration with DAFF to ensure that beneficiaries are provided necessary extension support by the extension officers as some beneficiaries feel abandoned.

## APPENDICES

### APPENDIX A: DATA COLLECTION INSTRUMENT: PROGRAMME MANAGERS



## rural development & land reform

Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA

### Proactive Land Acquisition Strategy Questionnaire for Managers /Other stakeholders

#### A. QUESTIONNAIRE FOR PROVINCIAL MANAGERS/OTHER STAKEHOLDERS

Departmental Unit :

Interviewee/s:

Position :

Date:

#### SECTION 1: PLAS DESCRIPTION

1. What is your understanding about PLAS?

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2. How was PLAS publicized?

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3. How do other officials from other spheres of government recognize PLAS?

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4. Is PLAS aligned to Departmental strategic plans and objectives?

1. Yes	
2. No	



5. Please explain how is it aligned/ not aligned with strategic plans and objectives?

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6. What was the strategy/approach that was used to implement PLAS since inception?

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7. Is the PLAS changing the patterns of land ownership?

1. Yes	
2. No	

8. Does DRDLR collaborate with other stakeholders in the implementation of the PLAS?

1. Yes	
2. No	

9. If yes, please give the roles and responsibility for each stakeholder where applicable:

<b>Stakeholder</b>	<b>Roles and responsibility</b>
DAFF	
Development Bank of South Africa (DBSA)	
Municipality	
NGO	
Private company	
Other, specify	

10. What is your view regarding different stakeholders performing their roles?

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11. What is the life span of the PLAS?

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## SECTION 2: LAND PLANNING AND DEVELOPMENT

1. Are the feasibility studies conducted on the PLAS farms?

1. Yes	
2. No	

**If the answer is no, go to question 4.**

2. If yes, what kind of feasibility studies are conducted on PLAS farms?

1. Environmental Impact Assessment	
2. Farm Assessment	
3. Land Use Assessment	
4. Other (please specify):	

3. What are the problem(s) experienced when conducting feasibility study on PLAS farms?

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4. Does the Department appoint the caretaker/management company to take care of the land while preparing the land to be farmable?

1. Yes	
2. No	

**If no, go to section 3**

5. If yes, do the caretakers get paid for the service provided?

1. Yes	
2. No	

6. If yes, how much do they get paid on a monthly basis? \_\_\_\_\_

7. What are the criteria used to select caretaker/management Company?

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### SECTION 3: OVERALL PROGRAMME DESIGN FOCUS

#### 3.1 Implementation according to design

1. How was PLAS conceptualized?

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2. What challenge(s) was PLAS designed to address?

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3. How is the PLAS designed to work?

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4. How are PLAS beneficiaries expected to benefit from the strategy?

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5. How do you monitor and evaluate PLAS implementation?

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6. Do you think that the planned outcomes of the PLAS strategy will be achieved?

1. Yes	
2. No	

Based on your selection please elaborate?

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#### 3.2 PLAS Beneficiary Selection process

1. Does the Department have the criteria to select beneficiaries?

1. Yes	
2. No	

2. If yes, how are PLAS beneficiaries selected (specify the criteria)?

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3. If no in question 1, what might be the reason(s) for not having the criteria?

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4. Who is involved in the selection of beneficiaries (please list)?

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5. What are the challenge(s) experienced when dealing with beneficiaries selection?

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6. Do you think PLAS is reaching its target population?

1. Yes	
2. No	

Please elaborate:

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### 3.3. Economic Development

1. How has PLAS performed since its inception in 2007 to present in terms of economic development?

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2. How do you rate the overall success of the PLAS strategy in terms of creating economic development opportunities?

Rating	Tick
1.Excellent	
2.Good	
3.Fair	
4.Poor	

3. What are the challenge(s) that may hinder the success of PLAS in terms of increasing economic opportunities?

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4. How do you think the Department can improve creation of economic opportunities on PLAS farms?

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5. How is the relationship between PLAS beneficiaries and DRDLR including other stakeholders?

Rating	Tick
1. Excellent	
2. Good	
3. Fair	
4. Poor	

6. Please elaborate

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7. How many PLAS beneficiaries have benefited in your province?

Beneficiaries	Number	Age	Total
Female (excluding disabled)		18-35	
		36+	
Male (excluding disabled)		18-35	
		36+	
Disabled (male and female)		18-35	
		36+	
<b>Total</b>			

### 3.4 Livelihoods improvement

1. How has PLAS impacted on the livelihoods of beneficiaries?

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2. To what extent has PLAS strategy contributed towards poverty alleviation?

Rating	
1. Excellent	
2. Good	
3. Fair	
4. Poor	

3. What measures are used to determine whether the livelihood of beneficiaries has improved?

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4. What has been the unique contribution of PLAS in improving lives of beneficiaries?

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### 3.5 Strategy Sustainability

1. Do you think PLAS is sustainable?

1. Yes	
2. No	

Please elaborate:

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2. What are the major factors/issues which will influence the achievement or non-achievement of sustainability of the strategy?

**Achievements:**

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**Non- Achievements:**

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3. How can PLAS be improved to ensure its sustainability?

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**SECTION 4: SKILLS AUDIT AND TRAINING**

**4.1 Project officers training**

1. Does the Department conduct skills audit?

1. Yes	
2. No	

2. What are the major skills gaps identified in the province during skills audit?

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3. Does the Department provide skills and training to PLAS beneficiaries?

1. Yes	
2. No	

4. If yes, what types of skills/training are provided to beneficiaries (You may mention more than one):

Type of training	Stakeholders providing training	Level			Duration
		Basic	Intermediate	Advanced	
1.					
2.					

5. If no, what might be the reason(s)?

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3. How the Department does ensures that proper skills and training are provided to PLAS beneficiaries?

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4. How many beneficiaries have been skilled/trained and on what?

Beneficiaries	Number	Age	Total	Skills/Training
Female (excluding disabled)		18-35		
		36+		
Male (excluding disabled)		18-35		
		36+		
Disabled (male and female)		18-35		
		36+		
<b>Total</b>				

8. Are the skills/training provide sufficient enough for beneficiaries to become well-established farmers?

1. Yes	
2. No	

Please elaborate:

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## SECTION 5: FINANCIAL IMPLICATIONS

### 5.1 Financial Management

1. Does DRDLR benefit from the strategy?

1. Yes	
2. No	

2. If yes, how do the DRDLR benefit?

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3. Do beneficiaries lease/rent the land?

1. Yes	
2. No	

4. If yes, how much is the rental/lease fee per month? \_\_\_\_\_

5. How long are they renting/leasing the PLAS farm(s)? \_\_\_\_\_

6. Who is responsible for the collection of rental/lease amount from the PLAS beneficiaries?

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7. How often do they collect the rental/lease amount?

1. Monthly	
2. Quarterly	
3. Bi-annually	
4. Annually	

8. Do they experience any challenge(s) when collecting the rental/amount?

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9. Does the Department provide grants for beneficiary?

1. Yes	
2. No	

10. If yes, how much grant is provided to the beneficiaries? \_\_\_\_\_

11. How often do they receive the grants?

1. Monthly	
2. Quarterly	
3. Bi-annually	
4. Annually	

12. What is the state of ownership regarding equipment for PLAS farms:

1. Rented/leased from the service provider	
2. Owned by government departments	
3. Owned by farmers	
4. Others (please specify):	

13. If option 1 is selected, how much do the beneficiaries pay for renting/leasing those equipment's (in Rand)? \_\_\_\_\_

14. If option 2 is selected, do the government departments charge beneficiaries for those equipment's?

1. Yes	
2. No	

15. If yes, how much do government departments charge the beneficiaries?

\_\_\_\_\_

## 5.2 Asset Management

1. Does the Department have the assets register to record the financial and non-financial information of PLAS farms?

1. Yes	
2. No	

2. If no, what measures are used to monitor the assets of the PLAS farms?

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## SECTION 6: GENERAL PERSPECTIVES

1. What opportunities has PLAS created?

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2. What are the threats for PLAS?

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3. What are the overall challenges facing PLAS implementation?

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4. What can be done to overcome challenges?

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5. Overall, how do you rate the strategy?

Rating	Tick
1. Excellent	
2. Good	
3. Fair	
4. Poor	

6. How can the strategy be implemented differently?

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**ANY OTHER COMMENTS:**

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**Thank you for your participation**

## APPENDIX B: DATA COLLECTION INSTRUMENT: BENEFICIARIES



rural development  
& land reform

Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA

# PLAS DATA COLLECTION TOOL

DIRECTORATE EVALUATION AND RESEARCH

2014

<b>QUESTIONNAIRE NUMBER:</b>	
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**EVALUATION OF THE PROACTIVE LAND ACQUISITION STRATEGY (PLAS): BENEFICIARY QUESTIONNAIRE**

**Strictly Confidential**

This information is confidential and the name and address of respondents will not be divulged for any purpose other than for the Monitoring and Evaluation of PLAS. Names will not be linked to the information that is gathered and are required only for the purposes of evaluation.

<b>Name of Beneficiary:</b>							
<b>Farm/Project name:</b>							
<b>Age:</b>							
<b>Sex:</b>	<b>M</b>	<b>F</b>					
<b>Population Group:</b>	<b>African</b>		<b>Coloured</b>		<b>Indian/Asian</b>		
<b>Are you disabled:</b>	<b>Yes</b>	<b>No</b>					
<b>Highest Qualification Completed:</b>	<b>No Schooling</b>	<b>GR 1-4</b>	<b>GR 5-8</b>	<b>GR 9-11</b>	<b>GR 12</b>	<b>Tertiary</b>	<b>Other please specify:</b>
<b>Name of the area:</b>	<b>Province:</b>		<b>District:</b>		<b>Municipality:</b>		
<b>Date (dd/mm/yyyy):</b>				<b>Time started</b>		<b>Time finished</b>	
<b>Contact details of the respondents:</b>							
<b>Name of data capturer:</b>				<b>Name of interviewer:</b>			
_____				_____			
<b>Signature data capturer:</b>				<b>Signature of interviewer:</b>			
_____				_____			

## SECTION 1: RESPONDENT STATUS

Status in the household	Tick
1. Head	
2. Spouse	
3. Son	
4. Daughter	
5. Other (please specify)_____	

Household size:

Position of the beneficiary in the project	Tick
1. Project leader/manager	
2. Chairperson of the cooperative/board	
3. Farmer	
4. Other (please specify):_____	

Are you employed?

1. Yes	
2. No	

If yes, where are you employed? \_\_\_\_\_

## SECTION 2: FARM BACKGROUND

1. When did you apply for the farm/project (dd/mm/yyyy)? \_\_\_\_\_

2. When was your application approved (dd/mm/yyyy)? \_\_\_\_\_

3. When did you get access to the farm (dd/mm/yyyy)? \_\_\_\_\_

4. How many beneficiaries are benefitting from the project? \_\_\_\_\_

5. Were you staying in this farm before the project started?

1. Yes	
2. No	

6. Are you currently staying in the farm?

1. Yes	
2. No	

7. How long have you been in this farm?

1. Less than 1 year	
2. 1 - 3 years	
3. 4 - 6 years	
4. 7 - 9 years	
5. 10 years or more	

8. What is the level of living conditions in the farm?

1. Good	
2. Average	
3. Poor	



How were you selected for this farm (criteria)?

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9. What are your area(s) and year(s) of experience in farming?

Farming activities	Years of experience		
	Less than 1 year	1 – 3 years	4 years and above
1. Dairy			
2. Livestock			
3. Field Crops			
4. Mixed farming			
5. Horticulture			
6. Other (please specify): _____ _____ _____			

### SECTION 3: LEASE AGREEMENT

1. Are you leasing the farm from the Department?

1. Yes	
2. No	

**If no, answer question 3 and go to section 4**

2. If yes, was there any lease agreement signed between yourself and the Department?

1. Yes	
2. No	

3. If no in question 1, please explain the condition of your stay in the farm?

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4. How much do you pay per month? \_\_\_\_\_

5. Is the lease amount paid properly every month?

1. Yes	
2. No	

6. If no, what are the challenge(s) affecting you not to pay lease amount properly?

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7. What can be done to overcome those challenge(s)? \_\_\_\_\_

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8. When did you start leasing the farm (dd/mm/yyyy)? \_\_\_\_\_

9. What is the duration of the lease period (in years)? \_\_\_\_\_

10. Has the lease agreement expired previously?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

11. If yes, was there any challenge (s) experienced when renewing the lease agreement?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

12. If yes, what are those challenge(s)? \_\_\_\_\_

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13. What do you think it can be done to overcome those challenge(s)? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**SECTION 4: FARM PLANNING AND DEVELOPMENT**

1. What is the holding arrangement/legal entity of the farm?

1. Sole proprietorship (individual)	
2. Trading / business trust	
3. Management company(private public)	
4. Closed Corporation	
5. Other (please specify): _____	

2. Was the land/farm subdivided?

1. Yes	
2. No	

3. If yes, what was the reason behind subdivision? \_\_\_\_\_

4. What agricultural enterprises was the previous farmer involved in?

1. Livestock	
2. Field Crops	
3. Mixed farming	
4. Horticulture	
5. Other specify: _____	

5. What agricultural enterprises are you currently practising on the farm?

1. Livestock	
2. Field Crops	
3. Mixed farming	
4. Horticulture	
5. Other specify: _____	

6. Was a feasibility study done on the farm?

1. Yes	
2. No	

7. If yes, what kind of feasibility study has been conducted on the farm?

1. Environmental Impact Assessment	
2. Farm assessment	
3. Land Use Assessment	
4. Other specify: _____	

8. Does the farm have a viable Business Plan?

1. Yes	
2. No	

9. Please elaborate based on your selection:

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## SECTION 5: FARM PRODUCTIVITY

1. How many hectares does the farm/project have? \_\_\_\_\_

2. How many hectares are utilised? \_\_\_\_\_

3. How much do you produce per year (please choose from the table)?

### 3.1. Field crop

Items	Area planted (hectares)	Quantity harvested (tons)	Quantity sold	Where sold:		Gross farming income (R'000)	
				Formal market	Informal market	Formal market	Informal market
1. Maize							
2. Sorghum							

3. Wheat							
4. Barley							
5. Sunflower seed							
6. Ground-nuts							
7. Soya beans							
8. Dry beans							
9. Sugar cane							
10. Other (please specify): _____ _____ _____							
<b>Total gross income earned from field crops</b>							

### 3.2. Horticultural products

Items	Area planted (hectares)	Quantity harvested (tons)	Quantity sold	Where sold:		Gross farming income (R'000)	
				Formal market	Informal market	Formal market	Informal market
1. Potatoes							
2. Beetroot							
3. Tomatoes							
4. Onions							
5. Pumpkins							
6. Butternuts							
7. Carrots							
8. Cabbage							

9. Mushrooms							
10. Green beans							
11. Oranges							
12. Lemons							
13. Pineapples							
14. Bananas							
15. Apples							
16. pears							
17. peaches							
18. Other (please specify): _____ _____ _____							
<b>Total gross income earned from horticultural products</b>							

**3.3**

**Livestock**

Items	Number	Number sold	Where sold:		Gross income (R'000)	
			Formal market	Informal market	Formal market	Informal market
1. Beef cattle						
2. Dairy cattle						
3. Sheep						
4. Goats						
5. Pigs						
6. Chickens						



7. Other (please specify): _____ _____ _____						
<b>Total gross income earned from horticultural products</b>						

4. Do you sell your products to other provinces apart from your province?

1. Yes	
2. No	

If no, go to question 9.

5. If yes, how often do you sell to other provinces?

1. Weekly	
2. Monthly	
3. Quarterly	
4. Annually	

6. Do you export some of your products?

1. Yes	
2. No	

7. If yes, please elaborate:

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8. What channels do you use to market your products to other provinces? You may choose more than one:

1. Agency/Third party	
2. Friends	
3. Employees	
4. Billboards	
5. Newspapers	
6. Radio	
7. Other (please specify)	
_____	
_____	

9. Are you satisfied with the selling of your products?

1. Yes	
2. No	

10. If no, what could be the problem(s)?

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11. Are you satisfied with the production/operation in your farm?

1. Yes	
2. No	

12. Please elaborate:

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13. Does the farm have necessary and adequate farming equipment?

1. Yes	
2. No	

14. If yes, please indicate the farming equipment (you may choose more than one):

Assets	Total Number	How many are in:	
		Working order?	Not working order?
1. Tractor			
2. Trailer			
3. Planter			
4. Trucks			
5. Water pump			
6. Other (please specify): _____ _____ _____			

15. What is the current condition of farming equipment?

4. Good	
5. Average	
6. Poor	

16. Does the farm have asset register to manage your asset and record the financial and non-financial information?

1. Yes	
2. No	

17. Is there any rental/leased farming equipment in the farm?

1. Yes	
2. No	

18. If yes, how much are the rented farming equipment paid per month and where are rented/leased?

<b>Farming equipment:</b>	<b>Rental/leased amount:</b>	<b>Where rented?</b>
1.		
2.		
3.		
4.		
5.		
6.		
7.		

19. Is there a profitable production taking place on the project?

1. Yes	
2. No	

Please elaborate:

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## SECTION 6: AGRARIAN TRANSFORMATION

1. Were you farming before PLAS project?

1. Yes	
2. No	

2. What type of farming are you involved in?

1. Subsistence	
2. Commercial	

3. What has been the contribution of PLAS in transforming beneficiaries to become a farmer (Please elaborate)?

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4. Have appropriate structures been identified by the Department to assist beneficiaries with the transition in management of farm from the department to the lessee?

1. Yes	
2. No	

5. Please elaborate:

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6. What appropriate structures have been identified to assist with management of the farm?

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## SECTION 7: FOOD SECURITY

1. Are you able to get enough food since benefitting from the project?

1. Yes	
2. No	

2. Do you sell some of your farming products to your community?

1. Yes	
2. No	

3. To what degree does the community benefit from your farming project in terms of food security?

1. Excellent	
2. Good	
3. Average	
4. Poor	

4. Please elaborate based on the answer :

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5. Are you satisfied with the selling of products to the community?

1. Yes	
2. No	

6. If no, what could be the problem(s)?

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7. Overall, how do you rate the farming operation in terms of improving your life and the community to have access to food security?

1. Excellent	
2. Good	
3. Average	
4. Poor	

## SECTION 8: BASIC INFRASTRUCTURE

1. Access to physical capital on the farm after PLAS?

<i>Physical capital</i>	<i>Before</i>		<i>After</i>	
	<i>Yes</i>	<i>No</i>	<i>Yes</i>	<i>No</i>
1. Water				
2. Shelter				
3. Electricity				
4. Telephone facility				
5. Health facility				
6. Road and transport				
7. Sanitation and toilets				

8. Storage facilities				
9. Animal handling facilities				
10. Cold storage				
11. Irrigation infrastructure				
12. Dipping facility				
13. Breeding infrastructure				
14. Other specify _____ _____				

2. How is water accessed in the project?

1. Borehole	
2. Tap	
3. Well	
4. Dam	
5. Windmill	
6. Other specify:	

3. What other source of energy is accessible in the farm? \_\_\_\_\_

4. Conditions of the road accessing to the farm:

1. Good	
2. Average	
3. Poor	



## SECTION 9: SKILLS AUDIT AND TRAINING

1. Was there any skills audit conducted by the Department?

1. Yes	
2. No	

2. Was there any training/skills offered by the Department?

1. Yes	
2. No	

2.1. If yes, what type of training and education were provided? You may choose more than one

1. Financial management and accounting		5. Fencing	
2. Project management		13.Disease control	
3. Life skills and HIV/AIDS training and counseling		14.Water management	
4. Computer training: Designing, planning, programming		15.Tractor driving and maintenance	
5. Records keeping, archiving and management		16.Marketing	
6. Stock management		17.Dairy production	
7. Crop farming		18.Canning, freezing, distilling and fermenting	
8. Livestock farming		19.Wildlife preservation	
9. Piggery		20. Mentoring	
10. Gardening, land scape and pruning		21. Other please specify	
11. Veterinary health			

3. How many beneficiaries received the training?

<b>Beneficiaries</b>	<b>Age</b>	<b>Number</b>	<b>Total</b>
1. Female (excluding disabled)	18 – 35		
	36+		
2. Male (excluding disabled)	18 – 35		
	36+		
Disabled people (male and female)	18 – 35		
	36+		
<b>Total</b>			

4. Have you been sufficiently able to manage the project on your own?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

5. Please elaborate:

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6. Do you receive any support from other organisation / stakeholder to operate your enterprise?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

7. If yes, which organisations / stakeholders are assisting you and the kind of assistance they offer? You may choose more than one:

<b>Organisations</b>	<b>Tick</b>	<b>Type of assistance</b>
1. Department of Agriculture		
2. Department of Rural Development and Land Reform		
3. BANKS (ABSA, Standard Bank, Land Bank, etc.)		
4. NGO		
5. Others ( please specify)		

8. What are the challenges you experience in relation to the organisational support?

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## **SECTION 10: BENEFICIARIES LIVELIHOODS**

1. Are you benefitting from the project?

1. Yes	
2. No	

2. Please elaborate based on your selection

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3. What has been the impact of the Proactive Land Acquisition Strategy (PLAS) projects on your livelihoods?

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4. What are the challenges experienced in your project/farm?

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## SECTION 11: ECONOMIC DEVELOPMENT

1. How many people are employed on the farm? \_\_\_\_\_

2. What types of jobs are available on the farm?

1. Permanent	
2. Temporary	
3. Seasonal	
4. Casual	

3. How many workers are employed?

Type of employment	Female (Excl. dis) 36+	Male (Excl. dis) 36+	Youth (Excl. dis)	Disabled people (all age)	Total
1. Permanent					
2. Temporary					
3. Seasonal					
4. Casual					

4. What is the monthly income for permanent employees?

<b>Income brackets</b>	<b>Permanent</b>	<b>Seasonal</b>	<b>Casual</b>	<b>Temporary</b>
1. Below R 500				
2. R 500-R 5 000				
3. R 5 000-R 10 000				
4. above R 10 000				

5. Does PLAS project promote progress towards sustainable rural enterprise and industries?

1. Yes	
2. No	

6. To what extent have PLAS contributed towards rural industries? Please elaborate

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7. What are the obstacles and challenges that limit project from progression towards rural enterprise and industrialization?

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8. How will you rate the overall success of the farm?

1. Very Successful	
2. Successful	
3. Not Successful	

## SECTION 12: GENDER EQUALITY AT PROJECT LEVEL

1. Does PLAS promote gender equality?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

2. Please elaborate:

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3. How have women gained equal opportunity through the project?

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## SECTION 13: COMMUNITY PARTICIPATION

1. Have you experienced any conflicts or squabbles between yourself and the community that can affect productivity?

1. Yes	<input type="checkbox"/>
2. No	<input type="checkbox"/>

Please elaborate:

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2. What is the degree of participation, involvement, support and benefit of the community? Please elaborate

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3. What has been the negative spin-off of community participation in the project?

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## SECTION 14: FINANCIAL BENEFITS

1. What is the total grant received from PLAS? \_\_\_\_\_

2. What was the purpose of this grant?

1. Settlement	
2. Farming	
3. Both	

3. Does the farm receive any other grant except PLAS grant?

1. Yes	
2. No	

4. If yes, what are those grants? \_\_\_\_\_

5. What was the annual income generated by the farm in the first year of executing the project?

1. R0 – R50 000	
2. R50 001 - R100 000	
3. R100 001 - R150 000	
4. R150 001 – R200 000	

5. R200 001 – R250 000	
6. Above R250 001	

6. What annual income did the project generate in the last financial year?

1. R0 – R50 000	
2. R50 001 - R100 000	
3. R100 001 - R150 000	
4. R150 001 – R200 000	
5. R200 001 – R250 000	
6. Above R250 001	

7. What are the overall challenge(s) faced in the PLAS project?

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8. What do you suggest should be done to address these challenge(s)?

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**Any other comments**

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**Thank you for your cooperation**