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## **AGRICULTURE POLICY: CHALLENGES, EXPROPRIATION AND IMPLICATION FOR AGRICULTURAL EXTENSION IN SOUTH AFRICA**

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### **ABSTRACT**

The existing agriculture policy approach such as land restitution, redistribution and tenure reform remain indefinite in South Africa. Therefore, there is a distinct gap in knowledge and awareness in the plan implementation process of government agricultural policies and programmes. The objective of this study was to document the experiences, challenges, and implication for agricultural extension. For the purpose of this paper, a qualitative method involving the review of government commissioned reports, working papers, key debates on agriculture policy, online sources, books, peer reviewed journals, etc. were properly reviewed. It can be argued that the main challenge of agriculture policy in South Africa is the arduous task of creating stakeholder consensus around the agriculture policy implementation. A workable policy monitoring system and coordination remained unresolved. Furthermore, modification is needed to ensure that agriculture policy reform gives rise to the advent of sustainable agriculture. Reflecting on the study, it was recommended that a harmonized policy position for agriculture must be in place. The identification of realistic and right objectives, and cautious sequencing of actions are also required.

**Keywords:** Agriculture policy, Challenges, Land expropriation, Agricultural extension

### **INTRODUCTION**

South Africa has a population of 46.9 million covering about 1.22 million surface area and is one of the largest countries in Africa. With 1.3% growth in the economy in 2017 and per capital GDP of USD 301 billion, and still remain one of the biggest economy in Africa (Stats South Africa, March 2018). South Africa has experienced enormous economic, political and social

reformation over the last 24 years of democratic governance, following the eradication of apartheid regime. South African agricultural sector appears two-fold, covering a well-established commercial farming which co-exist with smallholder agriculture. Agriculture in South Africa is progressively export based with about one third of total output exported to various countries (DAFF, 2015).

In South Africa, there has been a number of policy initiatives to support the agricultural sector. Some of these initiatives were the liberalization and deregulation of agricultural markets which was in line with global drive in the 1980s. Moreover, these market-oriented modifications overlapped with macro-level political economic changes during the period which lasted till the end of apartheid in 1994. During the post-independence era, the Marketing Act no 47 of 1996, specified the extent of participation of smallholder farmers in agricultural markets and also provided for the modulation of policies that focus on agro-food markets. This Act was the main tool used to control the functioning of the post-apartheid agricultural sector (Greyling, Vink and Mabaya, 2015). Liberalization and deregulation of agricultural markets posed restraints that debar smallholder farmers' market access for agro-food. Furthermore, institutional provisions along the value chain and policies seldom prioritize the needs of smallholder farmers and thus increased the barriers to accessing markets (Khapayi, and Celliers, 2016).

The call for bigger investment in smallholder agriculture has been gaining support and has been seen as an avenue for poverty alleviation. However, there is debate as to how effective it could be. According to the Organisation for Economic Co-operation and Development (OECD, 2006), the long term solution to poverty reduction requires involving a greater part of the rural poor in agricultural activities. Over the 10 years period (1985 to 1995), employment in agriculture had fallen from 1, 3 million to about 920,000, representing a 30% decline. Agriculture employment figure decreased by 15 000 quarter-on-quarter, from 9 288 000 in December 2015 to 9 273 000 in March 2016. This was attributed to decrease in the following activities: trade (-1,8%); business services (-0,4%); manufacturing (-0,7%); transport (-1,1%) and mining and quarrying -0,9% (Statistics South Africa 2016).

Changes in land use from agriculture to game farming and private reserves have also contributed to job shedding while overall casualization of the labour force has increase from 33% to 49% by 1996 – 2002. Smallholder livestock husbandry remains a primary land use option in communal areas over most of southern Africa (Shackleton *et al.* 2000).

With changes in macro-economic policy, labour market and changing environment, farmers adopt multiple livelihood strategies and decisions (Cousins 1999) . The increase in farm input prices and the reduction of Government support for agriculture have discouraged many smallholder farmers. The Provincial Growth Development Plan (PGDP) noted that government spending on agriculture nation-wide and in the Eastern part of the country in particular continues to decline. The important resources endowed in the area is not efficiently used to the benefit of the poor in the Province.

The South African Agriculture is sustained by frameworks of policies that cut across agricultural institutions, distinct labour patterns, natural resources and technology and extension support services. Agricultural land constitutes 99.1 million hectares of the total surface area of 1.22 million. Natural pastures which are mainly committed to extensive

livestock farming occupy much of this land. However, only about 15.8 million hectares of this area is for arable crops, while 81 million hectares are categorized as stable pastures. Forest and woodland cover 8 million hectares (DAFF, 2016). Primary agriculture remains an important sector in the economy and it includes all economic activities from supply of farm inputs to farming which makes up to 3% of the Gross Domestic Product (DAFF 2010).

In South Africa, there are array of agricultural policies and programmes that existed post-independence. The existing agriculture policy approach: land restitution, redistribution and tenure reform are saddled with daunting challenges. These challenges are responding towards an impending crisis of national food insecurity. It is necessary for South African government to urgently address these problems to allow agriculture to move from its current state to a robust level of commercialisation. A feasible and harmonized policy will help for effective implementation. Furthermore, policy reform is required to ensure that agriculture give rise to sustained production. The general objective of this study was to critically examine the South African agriculture policy challenges and implication for agricultural extension. The following specific objectives were to examine the sequence of procedures for agriculture policy in South Africa; highlighting the challenges, expropriation and implication for extension.

## **METHODOLOGY**

### **Approach used for the study**

The approach adopted for the review of this paper included consulting books, government commissioned reports, constitution of South Africa, working papers, key debates on agriculture policy, online sources, peer reviewed journals, and other government publications such as gazettes. A broad search involving the use of numerous search engines such as Google scholar, Google, MSN, and academic portals such as Elsevier and Springer Open access were used.

## **RESULTS AND DISCUSSION**

### **Agricultural Policy in South Africa Post World War 11**

The essential agricultural policy goals set by government post World war 11 were the commercialization and mechanization of agricultural sector, modification of markets and intensification of agricultural production in the homelands. In furtherance to achieving these goals, the government assisted in increasing employment in terms of labour in agricultural sector. The increase in farm labour were as a result of increased use of farm machines and land area cultivated. However, employment dwindled between 1970 and 1980 (De Klerk 1983). Throughout this period, the government applied different strategies to support the commercial farmers. The strategies used include the direct subsidies on the use of capital; support for research and extension; and safety and protection of naturally endowed resources. However, the pertinent regulatory instrument was the adoption of the marketing Act which eventually led to the creation of approximately 20 control boards, covering about 80% of total agricultural products.

### **Agricultural policy during the 1980s**

The three main pillars on which the Ministry of Agriculture policy of 'optimum agricultural development' were financing and assistance, optimum agricultural resources utilization, and organized marketing and price stabilization. The agricultural financing which was recognized as the most important pillar were funded through the Land Bank, commercial banks, private institutions, agricultural co-operatives, and the funding released under the aegis of Agricultural Credits Act, of 1996. The policy allows the provision of financial assistance to farmers who were not properly resourced to access land and loan for production (Vink 1993). These policy position was as a result of macroeconomic pressures, mainly the constriction of the monetary policy which also resulted to a weaker Rand. The immediate effect of this policy on agriculture was the weak Rand which translated into higher imported farm input prices and higher interest rate on funds. During this period the restrictions and controls over labour movement was lifted paving way for the populace to move from farms and former homeland to urban centres (Urban Foundation 1991). Furthermore, the early 1980s witnessed microeconomic deregulation which led to a substantial increase of activity in the informal sector of the economy (Kirsten, 1988); May, 1991) and proportional increase in informal marketing of farm produce in the urban centres (Karaan and Myburgh 1993).

The 1980s deregulation and policy changes in the agricultural sector include:

- Market deregulation in line with the Marketing and other legislation
- The liberalization of price controls in many areas of the farm sectors
- Modification of tax treatment for agriculture which allows an extension from one to three years grace period over which capital purchases may be written off.
- Adjustment in direct budgetary expenditure involving increases in budgetary allocation to Department of agriculture in the former homelands and comparable decrease to commercial agriculture(Vink and Kassier 1991); Brand, Christodoulou, Van Rooyen, and Vink 1992).
- Repealing of the Land Acts and correlated legislation that impose the racial segregation of access to land.
- Imposition of tariff of farm produce, primarily because of pressures emanating from the Uruguay Round on General Agreement on Tariffs and Trade.

### **Agricultural policy from 1990s**

During the 1990s, deregulation and liberalization were prominent in the agricultural sector, even though it was internal because of the isolation of South Africa from the World market. The foreign trade policy aspect still entails the managing of imports and exports in order to control prices of maize, wheat and other export crops like fruits at that time. Nevertheless, these arrangement changed with the coming of the government of national Unity in 1994. However, some of the direct agricultural policy changes were delayed till 1996 culminating to the withdrawal of the National party from the Government of National Unity and the subsequent appointment of the minister of agriculture (Vink, 1993); (Vink and Schirmer 2002). The

successive policy initiatives included the land reform programme; reorganisation of the public sector; the declaration of new legislation, as well as the policy reform on Marketing of Agricultural Products Acts of 1996 and trade policy. In agriculture, apart from sugar industry, measurable and specific duties, price controls, import and export licences were replaced by tariffs when South Africa became a signatory to the Marrakech Agreement. Tariffs on agriculture and primary products were little compared to tariffs on other manufactured goods and processed commodity. This adopted tariff approach for agriculture which is a protectionist policy and similar to what exist in other developing countries, suggest that less improvement were made in the protection of many existing industries. The state spending on agriculture and funding of agricultural research declined in 1997/98.

The renegotiated Southern African Customs Union (SACU) Agreement, Southern African Development Community (SADC), Trade Development and Cooperation Agreement (TDCA) agreements with European Union in January 2000, were the most essential bilateral and regional trade treaties of South Africa. Prior to the expiration of the TDCA, the South Africa government issued three notices in the regulatory gazette to reflect the relevant legislative changes (SARS 2016) as follows:

- Amendment were made to the rules on customs administration for the Economic Partnership Agreement (EPA), plus the revised Rules of origin, Movement Certificate form (EUR 1) procedure and the permitting of the new market access quotas;
- Prohibition of the use of certain European Union (EU) agricultural products and beer names in agreement with the Rules of USE Published.
- Procedure for the application, administration and allocation of export quotas under the TDCA/EPA between the EU and South Africa for the year 2017.

The TDCA and the EPA contents has agricultural commodity products to be exported by South Africa into the EU market under the Tariff Rate Quota (TRQ) system.

### **South African Agricultural Policy Environment**

The genesis of land policy started with the National Party that won the election in 1948 in South Africa and thereafter passed the Prevention of illegal Squatting Act of 1951. The primary aim was to fulfil the party's pledge as caretaker for the security of property and peaceful lives of white folks and to stop, and control illegal squatting on public or private land. In achieving this so call laudable objective, it became then a crime to move in or remain on land, buildings or structures without legitimate reasons (Dollery 2003). The Act of 1951, firstly allowed a court of law to order the eviction of those people considered to be squatters, and approved the pulling down of any building or structures on land without the permission of the owner. Secondly, banned the collection of fees for illegal squatting and gave local authorities the right to emergency camps and made it a criminal offence for any obstruction of police for the order or directives issued by the courts. The dictatorial nature of these provisions allows owners to evict the so call illegal occupiers and consequently stretched "the scope of evictions based on the stronger right to possession" under the apartheid land law. The *rei vindicatio* (action whereby owner of the land can recover it from a person who is deemed to have unlawfully

taken control) concept boosted the power accorded to the police to evict people under the guise of health, safety and public interest (Muller 2013).

As apparent from re-counted and unreported incidence of evictions, land annexations, made many South Africans continue to be landless or with insecure land rights. Land deprivation in South Africa created undesirable consequences such as allocation of the majority to the most infertile land, unfair sharing of land, and ownership mostly in favour of minority ethnic group, dislocation of the social and economic structures of the native people in relation to land use.

Ostensibly, state intervention in agricultural land reached a climax in 1980, with a swarm of laws, ordinances, statutes and regulations on all facets of agriculture (Jooste *et al.* 2013). Agriculture policy in the 1980s was largely determined by the 1983 Constitution and, with regard to "white" commercial agriculture, by the 1984 Agricultural Policy White Paper. The objective was to guide development of agriculture to ensure that factors of production would be used optimally with respect to economic, political and social development and stability, while also contributing to enhancing an economically sound farming community (Jooste *et al.* 2013).

In South Africa, agricultural policy started with government subsidies to farmers, typically in the form of drought relief and as well as industry subsidies to the wheat, maize and dairy industries, amongst others. Numerous changes that affected agriculture policy include lifting of labour controls in the mid-1980s (Vink 2004).

### **Objectives of South African agriculture policy**

There are 6 primary objectives for agriculture and land policy in South Africa, as follows:

- To organize the already segregated land tenure system into a comprehensive four-tier system while still refining the customary and legal tenure
- Guarantee that every South Africans have opportunity to access land with secure right so as to fulfil their basic requirement of housing and agricultural production.
- To allow a well-defined property rights that is supported by judicial system.
- Enable safe and protected land tenure for South African resident who are non-citizens to engage in appropriate and permitted investment which promote livelihood, food security and improved agro-industrial growth.
- To allow actual land use planning and regulation that will encourage an ideal land use.
- To promote a better administration of urban lands, for sustained infrastructures and development.

### **Principles of South African agriculture policy**

The principles of agriculture policy in South Africa were informed by Comprehensive Rural Development Programme (CRDP), modified into three strategies: Integrated and comprehensive agriculture, improved land programme, and planned investment in cost-effective infrastructure development that will assist rural communities. There were a conscious

link between land issues and agriculture as the basis for the quest for cost-effective agrarian structure.

The basic principles that underlined the agriculture policy are: de-racialization of the rural economic systems for collective and sustained growth; impartial and equitable land allocation across gender and race; and firm production of agricultural produce for guaranteed food security (Brand *et al.* 1992; Vink 1993).

### **Redesigning Agriculture Policy**

Agriculture witnessed most important policy changes in the past decade with the removal of agricultural markets and liberalization of trade. Previous agricultural reforms pursued vigorously many objectives, precisely the widening of access to agriculture, poverty alleviation, and enhancing food security. The multiplicity of objectives and policies were on the backdrop of dualistic agricultural environment of the South African where white commercial agriculture co-exist with black subsistence agriculture (NDA 2001).

### **The agriculture policy framework**

The agriculture policy framework in South Africa is underpinned by the White Paper on Agriculture (1995) which highlighted the following policy objectives, which was also confirmed in the Strategic Plan for South Africa.

- To prepare and develop an effective internationally competitive agricultural sector
- Contribute primarily to the objectives of the Growth, Employment and Redistribution (GEAR) approach, designed at achieving economic growth and poverty reduction.
- Give support to the development of subsistence and medium-sized farms with commercial farms.
- To conserve the endowed agricultural natural resources (OECD, South Africa 2006).

### **Post 1994 Land reform policy in South Africa**

The post 1994 land reform policy was centred on the ‘White Paper on Land Policy of 1997, which associated land reform to the advancement of both fairness and effectiveness through a shared agrarian and industrial plan in which land is recognised as a boost and stimulus to agricultural and economic growth. The objectives of land reform in South Africa were to amend the past injustices, allow reconciliation, support economic growth and reduce poverty (DLA, 2009).

### **Land Reform Strategy**

The strategies adopted for land reform in South Africa are as follows:

#### **Land Restitution**

Land restitution entails the restoration of land to persons previously dispossessed of their land since 1913 by racially prejudiced laws. The dispossessed persons or communities are either given back their original land or equivalent property (land) or receive an equal financial reward. The “Restitution of Land Rights Acts 22 of 1994” was the legislation that governs the restitution programme (Commission on Restitution of Land Rights, 2004). However, two main structures earmarked for the implementation of the restitution programme that were instituted are follows:



- The Commission for Restitution of Land Rights (CRLR); which resides under the auspices of Land Claims Commissioner plus four (thereafter five) regional commissioners. Although the CRLR initially enjoyed independent mandate, later it fell under the control of Department of Land Affairs (DLA) for funding, research and managerial skill. The main duties of the Commissioners was to educate the public about their rights to claim and receive claims submitted for processing; investigate the rationality and strength of claims and assist claimant to negotiate with present landowner.
- The land Claims Court: stands as an arbiter between the dispossessed and the current landowner on the grounds that no settlement is reached. The claim court is synonymous to High Court, and accordingly appeals are entertained in the constitutional court or in the Supreme Court of Appeal. In the view of the then Land Claim Commissioner (Gwanya, 2004), restitution addressed the problem of poverty during the past decade. In addition, beneficiaries of restitution used the financial compensation for home improvement, boosting the local economy, education and restoration of dignity.

### **Land Redistribution**

The Land Redistribution for Agricultural Development (LRAD) aimed at providing financial redress to black South African citizens to access land mainly for agricultural purposes. The objectives of LRAD, include assisting with redistribution of agricultural land, reducing overcrowding in the former homelands, and creating opportunities for able-bodied men and women, and enhancing sustenance and household incomes for rural dwellers (Commission on Restitution of Land Rights, Restitution of Agricultural Land, Annual Report., 2004).

There were also numerous programmes put in place to assist with the successful implementation of the LRAD and these include: Comprehensive Agricultural Support Programme (CASP) which was introduced in 2004 and charged with targeting land reform beneficiaries and give agricultural support; the Reconstruction and Development Programme-mandated to handle both agricultural and local development in association with Broadening of Access to Agriculture Thrust (BATAT); Integrated Sustainable Rural Development Strategy (ISRDS) – mandated to achieve social stability, unity amongst the rural communities and enhance capability of local government to deliver services so as to encourage sustainable development; the Integrated Food Security and Nutrition Strategy (IFSS)-directed towards integration and harmonization of diverse food security programmes in existence at that period and coordinating them into a single framework; Black Economic Empowerment Framework for Agriculture (AgriBEE)- endorsed in 2006 to close the gap of racial discrimination in all agricultural value chain and activities; National Water Resource Strategy (NWRS)-formed in 2000 with the aim of managing water resources; and the Agricultural Research Council (ARC) established to enhance information sharing and agricultural research activities(Hendrik and Olivier 2015).

### **Land tenure reform**

The restitution and redistribution programme conceived the land tenure reform programme aimed at providing legal security of tenure of local communities by giving back communal land to communities and allowed a unitary authorized structure of landholding. The Interim

Protection of Informal Land Rights Act (IPILRA) and Extension of Security of Tenure Act (ESTA) enacted in 1996 and 1997 gave protection to people or communities with untitled land rights and also provided grants to upgrade tenure security(DLA 2009).

### **The challenges of South African agriculture**

#### **Inadequate global competitiveness**

South African agricultural sector is reacting absolutely to the pressure of enormous competition within the global space. Nevertheless, the underlying progress remains limited and there are sufficient signs that some areas of agriculture and value chain-adding processes are uncompetitive within the local and international context. This is as a result of rising input cost, low agricultural output, partial trade practices and poor business strategies. These challenges highlighted undoubtedly, requires attention and must be addressed to position agriculture on the envisioned increased growth.

#### **Disproportionate participation in agriculture**

The legacy of land dispossession and deprivation, and the barriers rooted in the participation and dissuasion of new entrants to agriculture gave way to unequal participation in agriculture. The major challenge is now to unlock the interest and rejuvenate endowed passion of the people and enhance their involvement in all areas of agricultural sector.

#### **Inadequate farming skill of land reform beneficiaries**

The land reform policy was prepared to allow for the development of sustainable farm. Nevertheless, some of the beneficiaries of the laudable land reform had problem of skills to manage commercialized farms while many also had no sufficient capital for investing in profitable farming business. It is the view of many, that assistance and support to the teeming population of new entrants is required to salvage them from technical incapacitation. Agricultural extension services and education are important for skills development, mentoring, marketing and innovation adoption. While accepting the contribution of agriculture in reducing poverty, it is obvious that agriculture and land reform are grossly inadequate. The way out of poverty reduction entails involving a greater part of the rural people in other economic activities to generate income and enhance livelihood. In addition the prospects to reduce rural poverty and inequality depends on the evolution of general frameworks that will provide social security, health care and sufficient rural infrastructure (Organisation for Economic Co-operation and Development, South Africa 2006).

#### **Low investors' confidence in agriculture**

The absence of effective systems and enabling environment which are necessary to ensuring success in agricultural production constitute a major challenge. The poor investors' confidence

is as a result of inadequate implementation of numerous government regulations and programmes as well as social issues affecting production such as theft, farm massacres, evictions and unlawful occupation of land. Some other areas that contributes to these problems are the multiplication of certain government services under different nomenclature and headship, inadequate resources, feeble governance and dearth of accountability. In addition, the psychological effects of been called a farmer, negative perceptions and altitude of the populace towards farming also exacerbate low investors' confidence (OECD, South Africa 2006).

### **Climate change**

An assessment of climate change issues that are related to agriculture suggests that there are three key features that characterize a climate-smart setting: climate-smart practices at the field and farm scale; diversity of land use to provide resilience; management and protection of land use interactions to achieve social, economic and ecological impacts. Achieving these laudable key thematic areas requires several institutional mechanisms which includes multi-stakeholder planning, supportive landscape governance and resource tenure, spatially-targeted investment in the landscape that supports Water-smart objectives, and tracking change to determine if social and climate goals are being met at different scales. There is a water challenge cycle in South African agriculture as demonstrated by low inputs into the system and high output rates. Being an agro-pastoral setting, water is needed for crops, animals, domestic use, and environmental needs. These phenomenon put pressure on the limited water resources and thus requires smart practices that will ensure sustainable use and effective mitigation of disasters. Drought is another major hydro-meteorological challenge in South Africa, which leads to crop failure and food shortage (UNDP, 2013).

### **Deprived and uncontrolled management of natural resources**

South Africa is faced with worsening ecological problem primarily because of pollution and natural resource depletion and damage. The administration and management of information systems for ecological sustainability appears inadequate. However, South Africa has a world class ecological governance pattern but human limitations still exist in the areas of compliance, checks and execution. Land over utilization and degradation is rampant because of the demand for land that are put into various uses. The imbalances created because of these distortion impacts on the quality and quantity of water resources. The levels of waste recycling and re-use are very low exacerbated by growing quantities of waste and poor waste management. Moreover, the continual dependence on fossils fuels creates air pollution and with drought and erratic weather the health of aquatic animals are rapidly reducing. In the main, government programmes designed to protect the natural resource base (Land Care and Working for Water programmes) are partially successful but inadequate. Land degradation and natural resource exploitation remains a problem, and with growing force on agriculture to increase yield per unit of available land, the burden of additional loss of natural resources is disturbing (Brand South Africa.2015).

### **Negative perception**

There is no guaranteed participation of some land reform beneficiaries because of the negative perception of farming as branded by high indebtedness, insecurity and farm murder, no guaranteed returns, theft, and low profitability. Therefore, South African agriculture remains a sector in which society have no assurance and pride. In addition, farming is stereotyped that it is the work for the Whites and Afrikaners with an overstated sense of threat, sidelining and neglect among new and potential farmers. In addition, farming stereotype that black South Africans are unable to carry out farming business at a commercial level and therefore, must remain subsistence farmers. These perception must be discarded and replaced with the notion of a lively, successful and supportive cordial representation amongst blacks, Afrikaners and white farmers. Furthermore, to encourage potential new participants into the agricultural sector, emphasis will be on economic empowerment initiatives amongst black South Africans, males and females, disabled and youths. These proposed initiatives should be considered to produce an expanded and well-organized agricultural sector, for a developing rural economy, without jeopardizing the zeal of current commercial farmers.

### **Infinite cycle of land reform**

The endless cycle of land reform remains a big policy challenge as important issues such as how to: (a) recognized and justify market forces in the redistribution of land; (b) progress and advance the land holding and resettlement process; (c) generate effective stakeholder consensus within the implementation and execution strategy; and (d) put in place a workable policy monitoring systems and coordination (if any) remained unresolved. However, tactical land acquisition procedure and more community involvement in collective decision making is imperative. Furthermore, modification is needed to ensure that land reform gives rise to the advent of sustainable farms.

### **The Policy of Land Expropriation without compensation and implication for agriculture**

The ruling party in Republic of South Africa (African National Conference-ANC) at its National congress held on the 16-20 December 2017 at Nasrec Gauteng, announced the decision to speed up land reform programme by adopting expropriation of land without compensation. The adoption of the expropriation was based on the condition that it will not harm the agricultural sector or the economy (ANC 2017). At the time of this review by the authors, no official policy detailing the exact manner in which the strategy of expropriation will be implemented. The interpretation and precise meaning and scope of expropriation is yet to be explained. Therefore, the author after reviewing many recorded and verbal debate have attempted to briefly examine the decision as well as the economic consequences of expropriation without compensation.

The debate has be on-going with uncertainty about what is payable or what is not payable under the existing constitutional provision. However, a call has been made to amend the constitution in favour of the expropriation but it is unclear what the scope and level will be in respect of the proposed amendment.

The consequences of the proposed policy of expropriation without compensation may give rise to delay of new investment in agriculture thereby resulting in dormancy in agricultural growth. This will be so because commercial farmers who are on the waiting list for expropriation may

decide to wait and will no longer go into new agricultural investment (Boshoff and Sihlobo 2018). Furthermore, the contemporary economies worldwide is mainly dependent on creditors and other stakeholders in the value chain. South African agriculture is not isolated in this obscured credit profiles. The agricultural output price is linked to the forces of market demand and supply. The spill over effects of delayed agricultural production and expropriation will be experienced in other sectors of the economy. When government action affect price in agriculture, other sectors will have to adjust prices to allow for new market equilibrium. The current land expropriation is whammy, especially given the shoddy manners in which the government is handling the issue. The strategy if not handled properly will infinitely create more challenges as a result of the hysteria and tension already created around land expropriation without compensation (Mthombothi, 2018).

### **Agriculture Policy and implication for agricultural extension in South Africa**

Agricultural extension is likened to social capital, associated with inherent benefits that emanate from network of events, which allows farmers to achieve excellence which they could not on their own. But unsubstantiated criticism from literature and public domain abound of the disappointments, ineptitude and incompetence of extension in South Africa. The public perception of extension is that it is a discipline in agriculture that is only charged with sending message of hope to the farmer. Therefore, when no visible development takes place at farm level, the blame lies directly on the shoulders of extension. Most disturbing is that when farmers are able to produce in excess of the projected levels, the single explanation is attributed to favourable weather and hardly ever to extension advisors (Mutimba, 2014).

Nevertheless, extension practitioners must promote and build self-efficacy and be assertive towards the attainment of set goals (Agholor, 2016). The land reform policy and processes justified the need to transform extension services in South Africa. Of importance, however, is that extension must build patronage, and give support, establish trust, share information and resources with farmers. The importance of extension under the new land policy dispensation cannot be over-emphasized as increase productivity remain a prerequisite for growth and development in most African countries. In the main, the Government of South Africa is saddled with land reform agenda and therefore, must pilot new arrangements for extension service provision while pursuing the recent land expropriation without compensation. Extension and other stakeholders will have to position itself for self-directed learning and adjustment if the aims of the land reform programme are to be achieved. Numerous studies have been conducted (Mmbengwa, Gundidza, Groenewald, and Van Schalkwyk, 2009, Van Niekerk, Stroebel, Van Royen, Whitfield, and Swanepoel, 2009, Jordaan and Grobblers, 2011, Terblanche, 2008, Terblanche 2011) that offer valuable insights into the problems and prospects in the land reform programme.

Inadequate access to extension services, dearth of infrastructure, drudgery, lack of training and inadequate funding are the major issues that has truncated land reform in South Africa (Gumede, 2014). And so, ongoing support and mentoring by extension is necessary for emerging farmers and land reform beneficiaries. A synchronised opinion amongst land reform beneficiaries in the area of farm business planning are required. It is also argued that the government should allocate more funds for the land reform implementation process. Extension

should assist in defining and enforcing post-transfer support which include priority setting, skill development, mentorship and planning to ensure that expropriated land is productively utilised. South African Society for Agricultural Extension (SASAE) must assist at advisory level while at the same time play a crucial role in monitoring and evaluating evidence-based achievement, challenges or failures. Engagement that will provide an environment for open debate that will enable other stakeholders and farmers to adopt the need for agriculture policy reform is paramount.

## CONCLUSION

The principles of agriculture policy in South Africa were informed by Comprehensive Rural Development Programme (CRDP), modified into three strategies. These were integrated into comprehensive agriculture, improved land programme, and planned investment in cost-effective infrastructure development that will assist rural communities. The basic principles that underlined the agriculture policy include de-racialization of the rural economic systems for collective and sustained growth; impartial and equitable land allocation across gender and race; and agricultural production for guaranteed food security. The necessity to redress unbalanced land allocation which arose from the apartheid regime remain the driving force of land reform policy in South Africa. Nevertheless, concerted efforts are required to settle the land issue in South Africa. However, there are controversies on the way forward leading to multiplicity of policy programmes. In dealing with land reform, the already instituted land access approach such as land restitution, redistribution and tenure reform must be given a 'pride of place'. The main challenge of agriculture policy in South Africa is the arduous task of creating stakeholder consensus around the land policy implementation, procedures for land acquisition and relocation. The identification of realistic and right objectives and cautious sequencing of actions are paramount for success.

## RECOMMENDATIONS

The paper recommend that government must continue to embrace the Comprehensive Africa Agriculture Development Programme (CAADP) while involving extension to sustain the momentum of local wealth creation, policy transformation and ensuring food security. Extension should identify normative approach and guidelines for performance in line with the socio-economic challenges of farmers while adhering to the shift in policy focus. Of concern, however is the fact that farmers will always have a back-log of unattended problems at farm level because of the ratio of extension to farmers and inadequate capacity of the extension to deliver specialised services. Moreover, extension approach must be people-centred and voluntary participation must be encouraged. The aforementioned challenges are pointing towards an impending crisis of national food insecurity. The present land expropriation without compensation must be addressed with precaution to avoid a rotation of injustices similar to the past. It is necessary for South African government to urgently address these policy problems and challenges to allow agriculture to move from its current state to strategic level of reasonable access and increase productivity.

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