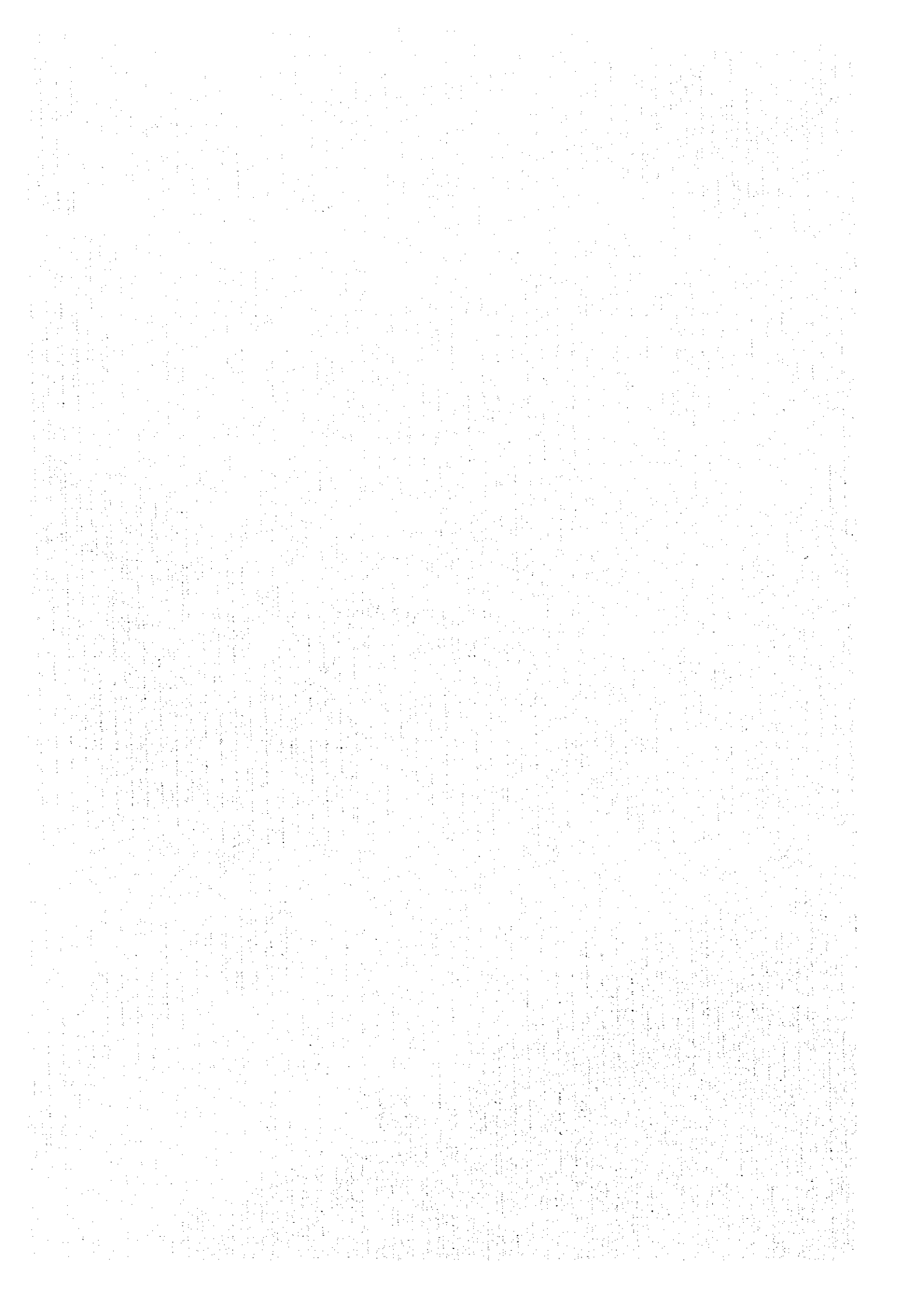


附 属 資 料

1. プロジェクト方式技術協力要請書
「タンザニア・コースト地域酪農振興計画」
2. ジンバブエ国農業省農業技術普及局(AGRITEX)概要
3. ジンバブエ国 - Policy Statement for the 1995/96
Agricultural Production year
4. ジンバブエ国 - Alienation and Distribution of
Agricultural Land in Zimbabwe
5. 収集資料リスト



TERMS OF REFERENCE

1. PROJECT TYPE TECHNICAL COOPERATION

1-1. PROJECT TITLE

INTEGRATED DAIRY DEVELOPMENT AND FODDER PRODUCTION IN
COAST AND DAR ES SALAAM REGION

1-2. PROJECT AREA

The project covers Dar es salaam region, Kibaha and Kisarawe districts in Coast region.

1-3. RESPONSIBLE MINISTRY AND IMPLEMENTING AGENCY OF THE PROJECT

Ministry of Agriculture, Department of livestock development
Regional Agriculture & Livestock Development Office (RALDO)
RALDO Coast and Dar es salaam

1-4. PROJECT BACKGROUND

The agriculture and livestock sector play an important role in Tanzania economy, providing 64% of the total national product and employing 82% of the labour force. Cattle hold the largest livestock population(92% in the livestock unit), followed by goats, sheep, poultry and pigs. However, due to a shortage of improved breeds, poor nutrition management and chronic outbreak of diseases, livestock production is still at a low level and is not able to fill the demand of urban areas.

The project area has a high potential for agriculture and livestock production, and in easy accessibility to the ready markets of Dodoma and Dar es salaam.

There has been a sharp increase of improved dairy cattle in this area calling for arrangements of improved fodder production, breeding programmes and veterinary services.

There is already established resouces for heifer production and hay and pasture seed production farm in Coast region, However these government institutions are constrained by several problems.

There are a few parastatal and state owned farms in the area but majority of the dairy herd is owned by small holders.

Most of the farmers with less than ten heads keeps their cattle under zero grazing, while those with more than ten practise extensive agro-pastoralism.

Soil erosion and land degradation is common due to high stocking rate.

1-5. PROJECT RATIONALE

Presently coast region is estimate to have about 4,600 improved dairy cows producing milk an average of 6 liters/cow/day.

This amount is inadequate considering the demand of about 57,000 liters/day.(milk consumption 30 liters/year/capita)

Implementation of the project will facilitate increased milk production, increase self-employment, increase small-holder income, and hence a high standard of living, avail good quality heifers and good quality pasture seed to both coast region dwellers and neighbour regions.

1-6. PRESENT CONSTRAINTS ON LIVESTOCK DEVELOPMENT

1-6-1. Low efficiency in utilization of water resources

As 60% to 70% of precipitation is concentrated in the main rainy season, a shortage of water is the principal constraint for fodder production and drinking water for animals in dry season.

Kibaha LMU(Livestock Multiplication Unit), Vikuge hay and pasture seed production farm and other institutions in the area suffered from a shortage of water resources in dry season.

In Kisarawe district, the villages along Kilwa road towards Rufiji have high potential for livestock production due to availability of pastures. This area however is not completely exploited due to lack of dairy cattle or low purchasing power of farmers.

1-6-2. Shortage of improved breeds of dairy cattle

The number of cattle of raised in the Coast region is 125,000 heads, and 96% of that is a local dual purpose(milk,meat) animal.

The common breed in the area is TSZ(Tanzania Shorthorn Zebu), and average milk productivity is 350 kg per lactation.

Types of dairy cattle kept in the area include crosses of TSZ with Friesian, Jersey, Ayrshire, Red poll and Guernsey. In Coast region these crosses produce an average of 1,800 kg of milk per lactation.

Genetic improvement and improved heifer production are carried out in LMU. Due to shortage and obsolescence of facilities and equipment, however, heifer production is very limited. Reduction

In cattle holding capacity of pasture land and lack of breeding stock in LMU are other reasons of low heifer production.

The demand for improved heifer is very high, but LMU can not fill the demand because of limited production capacity.

1-6-3. Inadequate feeding management

Open grazing under an extensive agro-pastoral system is widely practiced in the area. The principal source of fodder is natural grasses, and approximately 90% of the production depends on natural pasture land. Large seasonal variation in production and low nutrition status of natural pasture are the main reasons of low livestock productivity. In Vikuge pasture seed production farm, seed multiplication of improved pasture and hay production are carried out, but the production is not able to fill the demand mainly due to the lack of irrigation facilities and equipment.

1-6-4. Poor veterinary service

There are chronic outbreaks of Foot and Mouth disease, Anaplasmosis and East Coast Fever (ECF) in the area. Moreover, 300 thousand Ha is infested by tsetse fly in the Coast region. The most problematic disease and the highest in outbreak are East Coast Fever and Anaplasmosis.

However, the number of cattle dips in the area is limited, and most of them are not in working condition. They either need major repairs or due to lack of water.

Most of the small holders depend on spraying bucket pumps or knapsack sprayers.

There is poor veterinary services in the area due to lack of equipment, drugs and transport.

2. OBJECTIVES AND OUTLINE OF PROJECT

2-1. OBJECTIVES

The main focus of the project should be increasing of the production of livestock in order to achieve self sufficiency in food, saving foreign exchange and increase rural incomes.

2-1-1. Immediate objectives

1). To increase pasture seed, hay and heifer (F1) production through the rehabilitation and construction of farm infrastructure at KIBAHIA LMU and VIKUGE hay and pasture seed production farm.

2). To improve productivity of livestock by genetic improvement of the local breed (TSZ) .

3). To stabilize livestock production through the improvement of feeding and management.

4). To develop models of low cost, integrated technologies for the improvement of the dairy feeding system which can be implemented and sustained by small scale holders.

5). Strengthen training and extension services in livestock subsectors.

2-1-2. Long term objectives

1). To stabilize agriculture and livestock production and improve income and welfare of small scale holders through diversified business operation. Especially encourage dairy farming and fodder production.

2). To increase milk production to meet nutritional requirement of humans, especially babies and infants.

3). To reduce dependence on imported milk.

4). To prevent the drain of youth into town by increasing opportunity of employment.

5). Environment protection (encourage zero-grazing.)

2-2. OUTLINE OF THE PROJECT

2-2-1. General

Government support diversification to small scale farmers, in order to increase and provide milk to Dar es salaam. Therefore the project complement governmental institutions such as the LMU Kibaha and Vikuge hay and pasture seed production farm, and dairy extension services for small scale farmers.

The project aims at bringing the country closer to self-sufficiency in dairy products in the future.

2-2-2. Major-components of the project

The project is composed of four major elements; (1) Hay and pasture seed production, (2) Heifer production, (3) Extension and Training and (4) Veterinary service.

These components can be described further in detail activities in four sub-project as follows.

(1). Hay and Pasture seed production

- a. Introduction and evaluation of appropriate varieties and seed multiplication.
- b. Expansion of pasture seed production plot
- c. Increasing the quantity and quality of the production of hay and seed.
- d. Water resources survey for irrigation.
- e. Construction of seed store and workshop.
- f. Construction of hay sales depot in Dar es salaam.

(2). Heifer (F1) production

- a. Improve breeding system and prevention of disease.
- b. Grassland Improvement (introduce legume pastures) and pasture establishment.
- c. Water development. (To rehabilitate and construct dams to conserve rain water)
- d. Construction of water reservoir tanks.
- e. Construction of bull shade.
- f. To increase the number of mother cows (TSZ) in a proper breeding ratio with pure bred bulls.

(3). Extension and Training

- a. Hold dairy farming seminars to supporting staff who will train farmers, (on farm training) on feedstuff development and feeding management.
- b. Supply of heifer (F1) to prepared farmers.
- c. Supply of pasture seeds and cuttings to small holders.

d. Construction of dams. (beneficiary payment of expense)

(4). Veterinary service

The project will emphasize on the need for small scale farmers to construct on self help basis, their own veterinary, infrastructures like dips, bomas, crashes and holding yards etc. Services like testing the strength of dip samples will be provided by the government on cost sharing basis.

3. INPUTS

3-1. GOVERNMENT INPUTS

3-1-1. Staff

The government will identify and provide staff to be engaged in the project.

3-1-2. Operating expenses

The running expenses of the project will be met by government from Hazina funds, May the available funds prove to be inadequate, efforts will be made to seek additional funds from other local special funds e.g. Food Aid Counterpart Fund, etc.

However under the Agricultural sector review, VIKUGE pasture seed and hay production and LMU KIBAHA farm are expected to meet their operational expenses through the revolving fund system.

3-1-3. Equipment

The Government will make available to the project the farm machinery and equipment made available under LMU KIBAHA and VIKUGE HAY & PASTURE SEED PRODUCTION PROJECT.

3-1-4. Building and Facilities

The Government will provide appropriate office accommodation and storage facilities for the project at its headquarters in Coast region.

3-2. DONOR INPUTS

3-2-1. Technical assistance staff

The project will be required four experts. These will include a chief technical adviser, veterinarian/breeding, Pasture seed production and Extension (dairy feeding and management) specialist.

3-2-2. Equipment and supplies.

Requirement of the supply of equipment for the project are detailed in Annex 1.

3-2-3. Training

1). Staff training

Project counterparts will participate in technical training in the field of pasture seed production, animal breeding, veterinary and extension , through on the job training, international seminar and workshop, local institute and overseas.

2). Farmers training

Annex 1

Equipment and supplies to be supplied by the donor

SPECIFICATION	QUANTITY	COST IN US
1. Vehicles		
Station wagons (4WD)	4	120,000
Pick- ups (4WD)	5	100,000
Tracks (4 ton)	2	60,000
Motorcycles	10	30,000
Above spare parts		30,000
Total		340,000
2. Veterinary & Management		
To include microscope, slide glass, cover glass, castrating forceps, dehorner, weighting scale, etc.		20,000
3. Artificial insemination		
To include sterilizer, requid nitrogen refrigerator		15,000
4. Agricultural machinery		
Tractor (80hp)	2	70,000
Implement		30,000
Bulldozer (D6)	1	200,000
Total		300,000
5. Office equipment		
Computer	2 sets	15,000
Photocopier	1	7,000
Typewriters	1	1,000
Total		23,000
6. Training equipment		
Overhead projector, etc	1 set	8,000
7. Experimental equipment		
Chemistry apparatus, etc		10,000
GRAND TOTAL		716,000

(仮訳)

委任事項

1. プロジェクト方式技術協力

1-1. プロジェクト名

沿岸地域及びダルエスサラーム地域における酪農開発と飼料生産総合計画

1-2. プロジェクト地域

プロジェクトは、ダルエスサラーム地域と、沿岸地域のキバハ及びキサラウエをカバーする。

1-3. プロジェクト担当省及び実施機関

農業省畜産開発局

地方農業畜産開発局 (RALDO)

沿岸RALDO及びダルエスサラームRALDO

1-4. プロジェクトの背景

タンザニア経済において農業畜産部門は重要な役割を果たしており、国民総生産の64%を占め、労働力の82%を雇用している。畜産では牛が最大の数を占め(92%)、山羊、羊、家きん、豚がこれに続いている。しかしながら、改良品種の不足、不十分な栄養管理、絶え間ない病気の発生のために、家畜生産は未だ低レベルにあり、都市部の需要を満たすことが出来ずにいる。

プロジェクト地域は農業及び畜産に対して高い可能性を持ち、ドドマ及びダルエスサラームの既存市場へのアクセスが容易である。

この地域では改良乳牛が急速に増大し、飼料生産の改善、繁殖計画及び家畜衛生に関する計画が求められている。

沿岸地域には未経産雌牛の生産並びに乾草及び牧草種子生産農場のための施設が政府により既に確立されているが、これらの政府施設は幾つかの問題を抱えている。

同地域には準国营及び国营農場が幾つか存在するが、乳用家畜の大多数は小規模飼育者により飼育されている。

10頭未満を飼育する農家の殆どは無放牧で飼育しているが、10頭以上を飼育する農

家は粗放的な農牧畜を行っている。

高い放牧率に起因する土壤浸食と土地劣化はよく起こることである。

1-5. プロジェクト実施の理由

現在沿岸地域にはおよそ4, 600頭の改良乳牛が飼育され平均6ℓ/牛/日の牛乳を生産していると推定されている。

この量は、およそ57, 000ℓ/日の需要から考えると不十分である(牛乳消費量は30ℓ/年/人)。

プロジェクトの実施は牛乳増産を助成し、自営を増大させ、小規模農家の所得を増やし、それにより生活水準を高め、沿岸地域においても隣接地域においても良質の未經産雌牛と良質の牧草種子の利用を可能にする。

1-6. 畜産開発に関する現在の制約

1-6-1. 低効率の水資源利用

降雨の60%から70%が主雨期に集中しているため、飼料生産にとって、又、乾期における家畜の飲み水の点から、水不足は大きな制約となっている。キバハLMU(家畜繁殖ユニット)、ヴィクゲ乾草牧草種子生産農場、及びこの地域の他の施設は、乾期における水資源の不足に苦しんできた。

キサラウゥ地区では、ルフイジに至るキルワ道路沿いの村落は、牧草地が利用可能であることから、畜産にとって高い可能性を持っている。しかしこの地区は、乳牛不足や農家の購買力の低さのため、開発は完成していない。

1-6-2. 乳牛の改良品種の不足

沿岸地域では125, 000頭の牛が飼育されており、この中の96%は二重の目的(牛乳、肉用)で飼育されている。

この地域の一般的品種はT S Z(タンザニア・ショートホーン・ゼビュー)であり、平均牛乳生産力は泌乳期間あたり350kgである。

この地域で飼育されている牛の品種は、T S Zとホルスタイン、ジャージー、エアシャー、レッドボール、ガーンジーの交雑種である。沿岸地域ではこれらの交雑種は泌乳期間あたり平均1, 800kgの牛乳を生産する。

遺伝子改良と改良未經産雌牛の生産がLMUにおいて実施されている。しかしながら設備と機器の不足や老朽化により、未經産雌牛の生産は非常に限られている。牧草地の飼育能力の低下とLMUにおける種畜の不足も、未經産雌牛生産が振るわない理由である。

改良未經産雌牛の需要は非常に高いが、LMUは生産能力が限られているため需要を満たすことが出来ない。

1-6-3. 不適切な飼育管理

この地域では粗放的な農牧畜の下での放牧が広く行われている。飼料の主な源泉は自生の草であり、およそ90%が自然の牧草地に依存している。生産の季節的変動が大きいことと自然放牧の栄養状態が低いことは畜産の生産力が低い主な理由である。ヴィクゲ牧草種子生産農場において改良牧草種子の繁殖と乾草生産が行われているが、主として灌漑設備と機器の不足により、需要を満たすことが出来ない。

1-6-4. 貧弱な家畜衛生

この地域では、口蹄病、アナプラズマ症、イースト・コースト熱（ECF）がよく発生する。又、沿岸地域では30万ヘクタールがツェツェ・バエに荒らされる。最も問題の多い病気であり最も多く発生する病気はイースト・コースト熱とアナプラズマ症である。

しかしながら薬浴の数は限られており、その殆どが活動していない。大きな修理を必要としているか水が不足しているかである。

小規模酪農家の殆どは薬剤散布バケツポンプや背負い式散布器に依存している。

この地域では機器、薬品、輸送手段の不足から、家畜衛生も貧弱である。

2. プロジェクトの目的と概要

2-1. 目的

プロジェクトの主な重点は、食糧の自給、外貨の節約、農村の所得増大を達成するために畜産を増進することである。

2-1-1. 現下の目的

1) キバハLMU及びヴィクゲ乾草牧草種子生産農場の農業インフラストラクチャーの修復と建設により、牧草種子、乾草及び未經産雌牛（F1）を増産すること。

- 2) 地元品種 (T S Z) の遺伝子改良により家畜の生産性を改善すること。
- 3) 飼養と管理の改善により畜産を安定させること。
- 4) 小規模飼育者が実施出来る酪農飼養システムを改善するための低コストの総合的技術モデルを開発すること。
- 5) 畜産部門における研修と普及事業を強化すること。

2-1-2. 長期的目的

- 1) 農業と畜産を安定させ、多様な経営を通して小規模飼育者の所得と福祉を向上させること。特に酪農と飼料生産を奨励する。
- 2) 国民、特に乳幼児の栄養要件を満たすため牛乳を増産すること。
- 3) 輸入牛乳への依存を減らすこと。
- 4) 雇用機会を増やすことにより若者の都市への流入を防ぐこと。
- 5) 環境保護（無放牧を奨励する）。

2-2. プロジェクトの概要

2-2-1. 総論

牛乳を増産しダルエスサラームに供給するため、政府は小規模飼育者の多様化を支援する。従ってプロジェクトはLMUキバハやヴィクゲ乾草牧草種子生産農場などの政府施設を補完し、小規模飼育者のための酪農普及事業を補完する。

プロジェクトはタンザニアの目標である酪農製品の自給の実現を目指す。

2-2-2. プロジェクトの主な内容

プロジェクトは4つの主要な要素、すなわち(1) 乾草及び牧草種子の生産、(2) 未経産雌牛の生産、(3) 普及と研修、(4) 家畜衛生、から成る。

これらの要素は4つのサブプロジェクトとして下記のとおり分類される。

- (1) 乾草及び牧草種子の生産
 - a. 適当な品種の導入と評価、並びに種子の繁殖
 - b. 牧草種子生産計画の拡充
 - c. 乾草及び種子の増産と品質向上
 - d. 灌漑のための水資源調査

- e. 種子貯蔵所と作業場の建設
- f. 乾草販売拠点をダルエスサラームに建設

(2) 未経産雌牛の生産

- a. 繁殖システムの改善と病気予防
- b. 牧草地改良（マメ科の牧草を導入）と牧草地の整備
- c. 水開発（雨水保存のためにダムを修復・建設）
- d. 貯水タンクの設置
- e. 雄牛囲い場建設
- f. 純粋繁殖雄牛との適切な繁殖率を考慮した母牛（TSZ）数の増大。

(3) 普及と研修

- a. 飼料開発と飼育管理に関して農家を教育する（実地訓練する）支援スタッフのための酪農セミナー開催

- b. 準備の出来た農家への未経産雌牛（F1）の供給
- c. 小規模飼育者への牧草種子と挿し木の供給
- d. ダム建設（費用は受益者負担）

(4) 家畜衛生

プロジェクトは薬浴、防壁、ガードレール、待機場などの家畜衛生関連インフラストラクチャーを小規模飼育者が自助努力により整備する必要性を強調する。浸液サンプルの強度試験のような業務は、費用分担制で政府が提供する。

3. 投入

3-1. 政府の投入

3-1-1. スタッフ

政府はプロジェクトに従事するスタッフを選定し提供する。

3-1-2. 運転経費

プロジェクトの運転経費は政府によりハジナ基金から充当される。利用可能な資金が不十分である場合は、例えば食糧援助カウンターパート基金など他の地元特別基金から追加の資金を調達するよう努める。

しかし農業部門の検討によれば、ヴィクケ牧草種子乾草生産農場及びLMUキバハ農場

は回転資金システムにより運転資金を調達可能であると思われる。

3-1-3. 機器

政府は、LMUキバハ及びヴィクケ乾草牧草種子生産プロジェクトで利用可能となった農業機械及び機器を当プロジェクトに利用出来るようにする。

3-1-4. 建物及び施設

政府はプロジェクトのために沿岸地域の本部に適当な事務所と貯蔵設備を提供する。

3-2. 援助国の投入

3-2-1. 技術援助スタッフ

プロジェクトには4人の専門家が必要である。主任技術顧問、獣医／繁殖、牧草種子生産、普及（乳牛飼養と管理）の4人である。

3-2-2. 機器及び用品

プロジェクトのための機器の詳細は付属資料1に記載されている。

3-2-3. 研修

1) スタッフ研修

プロジェクトのカウンターパートは実地訓練、国際的セミナー及びワークショップ、地元及び海外機関を通じて、牧草種子生産、家畜繁殖、家畜衛生及び普及の分野の技術研修に参加する。

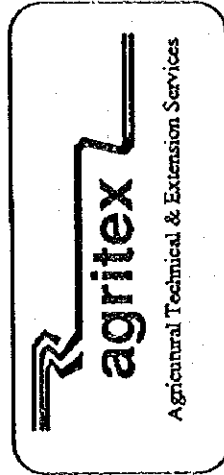
2) 農家教育

援助国により提供される機器及び用品

明細	数量	金額 (米ドル)
1. 車両		
ステーションワゴン (4WD)	4	120,000
ピックアップ (4WD)	5	100,000
トラック (4トン)	2	60,000
オートバイ	10	30,000
上記スペアパーツ		
合計		340,000
2. 家畜衛生及び管理		
顕微鏡、スライドグラス、カバーグラス、 去勢鉗子、角切り機、体重計等		20,000
3. 人工受精		
滅菌器、液体窒素冷凍機		15,000
4. 農業機械		
トラクター (80 hp)	2	70,000
器具		30,000
ブルドーザー (D6)	1	200,000
合計		300,000
5. 事務用機器		
コンピューター	2セット	15,000
写真複写機	1	7,000
タイプライター	1	1,000
合計		23,000
6. 研修用機器		
オーバーヘッド・プロジェクター等	1セット	8,000
7. 実験用機器		
化学装置等		10,000
総計		716,000

2. ジンバブエ国農業省農業技術普及局(AGRITEX)概要

**AGRITEX
PHILOSOPHY
AND
MISSION
STATEMENT**



P.O. Box CY639 Causeway,
Harare, Zimbabwe.
Telephone: 707311, 794701, 730821/6

Ministry of Lands Agriculture and Water
Development

PHILOSOPHY

Agricultural extension activities should be based on the importance of ex-change and sharing of knowledge, skills and ideas between the farmer and extension agent thereby, enabling the farmers to make decisions on these issues that affect their well-being.

MISSION STATEMENT

Agritex will serve the needs of different farmer clientele by generating, providing and promoting agricultural programmes which enhance competitive and economically viable productivity on a sustainable basis and in so doing the following areas will receive special attention :

- > The provision of services and opportunities that *develop the human resource base* such that the full agricultural potential of men and women be they adults or youths is realised and exploited.
- > *Develop and promote environmentally sound technologies and management practices* that aim at conserving renewable natural resources for use by future generations.
- > Adopting an *integrated extension approach* by recognising the existence and roles that can be played by other agencies in agricultural development.
- > *The development and management of the water resources* would contribute significantly to the transformation of drought prone areas of Zimbabwe into productive and habitable lands *thus* enhancing food security and self-sufficiency at both national and household levels.
- > Maintain a process of *transforming rural farm families* from subsistence into commercial agriculture *hence*, ensuring healthy farm families that have a sound base for economic growth.
- > The realization that all the above activities have to be carried out only if each member of the department upholds and maintains *high professional ethics and standards* and make these guide their day to day conduct.

DIVISIONS OF AGRITEX:

- **ENGINEERING DIVISION** - three branches cover agricultural engineering components:
 - **Irrigation**, assists with planning, designing, construction and management of irrigation projects.
 - **Engineering**, advances agricultural engineering research, testing and development of farm machinery and other equipment through the Institute of Agricultural Engineering.
 - **Soil and water Conservation**, provides extension support, technical back-up and advisory services to the farming community.
- **FIELD DIVISION** - functions through eight provinces, each headed by a Provincial Agricultural Extension Officer. Extension advice is delivered to farmers through a network of five to eight districts per province.
- **TECHNICAL DIVISION** - training of subject matter specialists and other officers is provided by five branches:
 - **Agricultural Management Services**, focusing on farm management, monitoring and evaluation and computer management.
 - **Animal Production**, responsible for various animal species, including aquaculture.
 - **Crop Production**, includes both agronomic and horticultural crops.

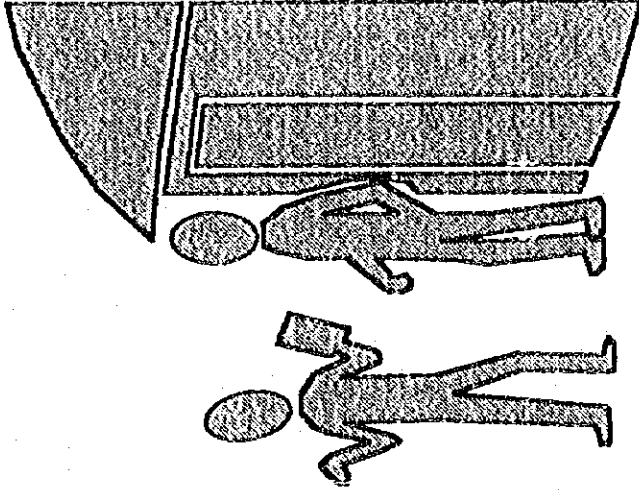
- **Land Use Planning**, data are collected manually as well as with remote sensing for community and land utilisation planning.
- **Training**, with responsibilities in curriculum development, in-service training, and media use such as radio, video and publications.

AGRITEX OBJECTIVES:

"To implement the agricultural policy of government through the provision of Agricultural Technical and Extension Services, which stimulates the adoption of proven agricultural practices leading to increased, sustained and profitable production."

AGRITEX SERVICES:

- **EXTENSION** - advice to farmers and other target groups.
 - **TECHNICAL SERVICES** - such as surveying and designing conservation layouts and irrigation schemes.
 - **REGULATORY SERVICES** - such as services required by the watercourt in assessing the water requirements of a crop, or erosion control, streambank cultivation, subdivision reports or drought relief.
- The implementation of sponsored development projects in all AGRITEX divisions is increasing.



**Agricultural Technical and
Extension Services**

P.O. Box 8117

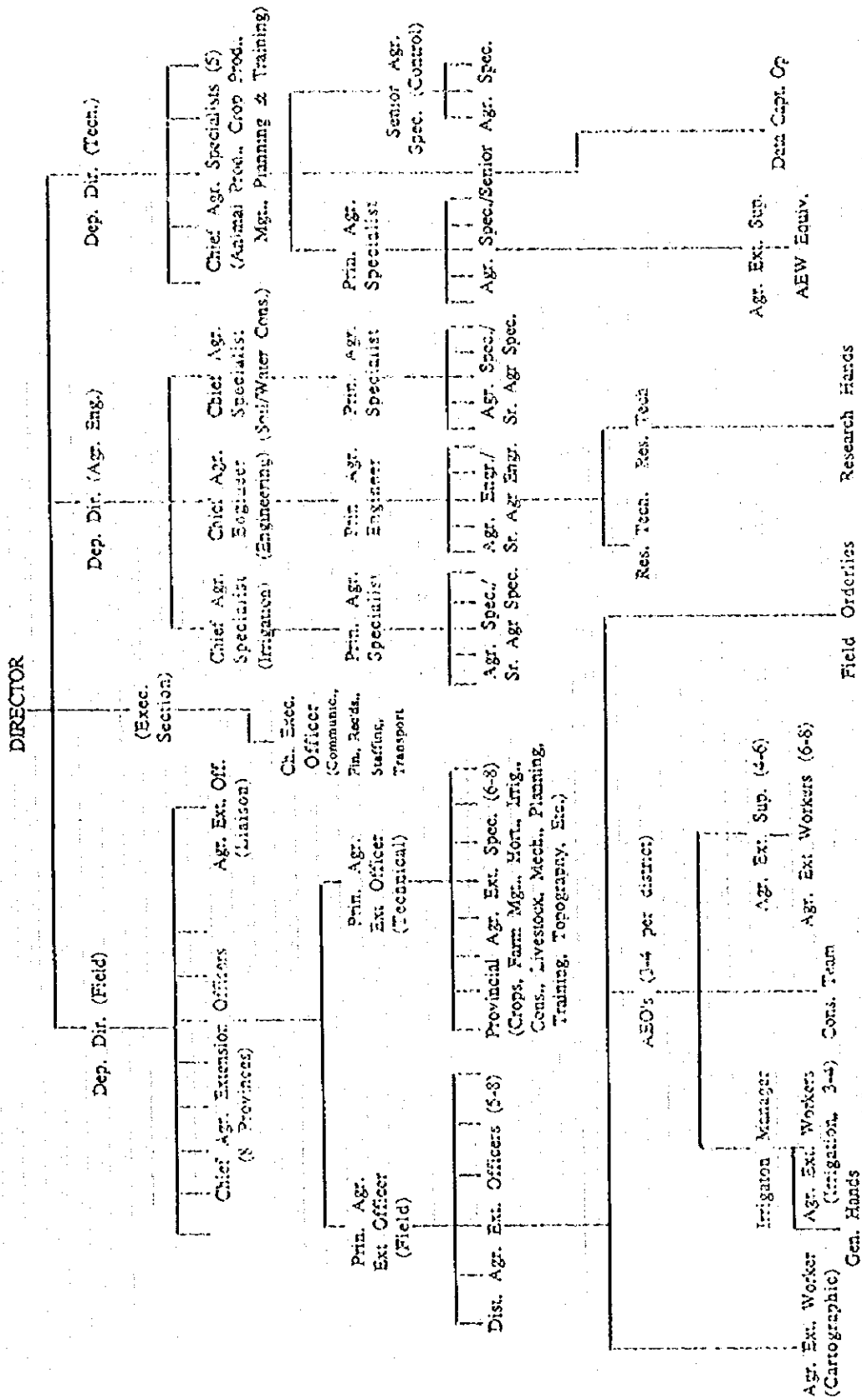
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**Ministry of Lands, Agriculture and Water
Development**

AGRITEX SCHEMATIC ORGANIZATIONAL CHART - Ministry of Lands, Agriculture and Water Development



(AGRITEX Training Branch, January, 94)

3. ジンバブエ国—Policy Statement for the 1995 / 96 Agricultural Production year

GOVERNMENT OF THE REPUBLIC OF ZIMBAWE

POLICY STATEMENT FOR THE 1995/96 AGRICULTURAL PRODUCTION YEAR

*Issued by the Minister of Agriculture,
The Honourable D.R. Norman M.P.*

July 1995

1. Introduction

It has become the tradition for the Minister of Agriculture to present a policy statement at this time of the year. The purpose of presenting the policy statement is to assist farmers and other key players in the agricultural sector to plan for the next production season. This year in particular, there is the additional need to give clear and positive indications of the intentions of Government in respect of the replenishment of the reduced food stocks, the input supply situation, the on-going macro-economic reforms and the liberalisation of both the domestic and external agricultural marketing systems.

The progressive deregulation and liberalisation of agricultural production and marketing has opened the way for farmers to adopt a range of marketing approaches such as spot, forward and contract selling which gives producers more choices. The orientation is now towards market responsiveness and Government's role has shifted and will continue to move towards ensuring that the economic and institutional environment is conducive to sound decision making. Future policy statements will concentrate more on longer term strategies such as agricultural research and development, extension, economic efficiency, regional and international competitiveness and a number of other concerns with the overall aim to increase and diversify agricultural production. I will, before the end of the year, be presenting such a long-term statement to launch Zimbabwe's Agricultural Policy Strategy.

2. The Current Situation

Once again Zimbabwe and the whole Southern African region have experienced a severe drought which has resulted in reduced intakes of maize and other grains, soyabeans, cotton, sunflower

and other agricultural commodities. The outbreak of the armyworm in most areas worsened the situation especially in the smallholder sector. Livestock, sugar-cane and other plantation crops have been adversely affected and the impact will be felt beyond the 1995/96 agricultural production year.

The rebuilding of the national herd is seriously threatened as farmers are bound to destock to avert disaster and to repay debts in view of the high interest rates. Winter crops such as wheat and barley will be drastically reduced as the dams are either empty or hold critically low levels of water. The poor water availability will not only reduce the production of winter crops but will also threaten the 1995/96 summer irrigated crops which will result in lower yield levels.

With the exception of tobacco which has registered an upward trend this year as compared to last year, the production of almost all the other major crops is significantly lower this year than last year. The reduced intakes of food will result in a substantial import programme in the 1995/96 period involving maize, wheat, cotton lint, soyabeans, crude vegetable oil, rice, sugar and sunflower seed.

3. The Regional and International Outlook

Widespread crop failure has been reported for the whole Southern African region with yields being drastically reduced and farmers being unable to meet consumption needs because of the poor start of the rainfall season and prolonged dry spells. This has necessitated imports and food aid needs to avert widespread suffering and loss of life.

Zimbabwe is now a member of the World Trade Organisation (WTO). The final outcome of the Uruguay Round of Multilateral Trade Negotiations, the defining of the rules for agricultural trade

achieved by the Agreement on Agriculture, will hopefully, lead to increased trade in agricultural commodities. There are concerns on the impact of these reforms and there might be adjustment difficulties for countries that have in the past relied on non-tariff barriers to protect their domestic market.

4. Production and Marketing Prospects for 1995

Given the current low commodity supply situation, farmers are encouraged to increase production in the forthcoming season. I am aware that there are serious constraints that farmers face in the form of high interest rates which pose a serious threat to farm viability. But I am confident that, if we receive a normal to an above average rainfall season, some of the problems we are currently facing will be ameliorated. In a free market environment, the exercise of setting up precise production targets is almost impossible. However, with the periodic droughts of the last four years, agriculture has yet to recover to its full potential and demand for crops and livestock products is expected to increase in the near future due to reduced stocks as well as population growth. The actual quantities will ultimately be dictated by the market and increased competition is expected to result in higher prices being offered. Therefore, there is significant scope for farmers to increase the hectareage and production of virtually all crops, not just for the domestic market, but for exports as well.

4.1 Grain Commodities

Maize

Government has already decided that the Grain Marketing Board should operate a Strategic Grain Reserve for white maize of up to 936 000 tonnes and not less than 500 000 tonnes. The basis for the two bands is to take into account the wide fluctuations in output which is known to exceed 2 million tonnes in years of normal rainfall, and to fall to as little as 400 000 tonnes in a

bad year like 1992.

The two bands, together with a floor and ceiling pricing mechanism as recently adopted by the GMB based on import and export parity, allows for a trigger mechanism for imports and exports. Stock management coupled with the right mix between domestic production and trade can contribute allocative efficiency and market stabilisation for maize.

An estimated 839 600 tonnes of maize, 54 percent of 1993/94 was produced in the 1994/95 production year. As at 30 June 1995 Grain Marketing Board white maize stocks stood at 585 273 tonnes which is estimated to equal 5 months supply, arising from last year's build up of the SGR. With planned imports of about 500 000 tonnes, the closing stocks at 31 March 1996 will be slightly over 200 000 tonnes. To sustain current consumption trends and to replenish depleted stocks, farmers, therefore, should aim at producing more than 2 million tonnes of maize, both white and yellow.

The price for maize will continue to be determined by market forces with the GMB defending a floor and ceiling price and hopefully the market instability experienced this year will be minimised. Producers should, where possible, go to into contract production with millers and other buyers including GMB to safeguard themselves against wide fluctuations in market prices. Regarding maize trade, GMB will retain the monopoly on the import and export of white and yellow maize to ensure that they perform their role of stabilizing domestic supplies and managing the SGR for national food security purposes. They will still be required to obtain permits from the Ministry of Agriculture.

Sorghum, Mhunga and Rapoko

Farmers, particularly those in the communal sector should also benefit from the liberalised marketing environment and enter into

contracts to grow sorghum and millets. The Ministry has been making efforts through the crop pack programme to ensure that farmers receive seed that is suitable for their agro-ecological regions. Government will continue to encourage producers, traders and processors to develop the market potential for these commodities.

4.2 Wheat

Due to the critical shortage of water, wheat production is expected to be not more than 85 000 tonnes this season. The Grain Marketing Board has already put in place an import programme of 223 144 tonnes up to the end of September 1995. With a monthly offtake averaging 35 000 tonnes, it implies that another import programme will have to be put in place from October 1995 onwards. Provided import and export permits for wheat and wheat flour can be issued and monitored properly through the Ministry, other importers such as millers and traders will be free to apply for permits and import wheat together with the GMB in the 96/97 agricultural marketing season.

4.4 Oilseed Crops

Soyabeans

It is estimated that Zimbabwe has potential to produce over 150 000 tonnes of soyabeans annually, with approximately 100 000 tonnes demanded by the local market and the balance being for exports. The main issue with soyabeans, concerns the liberalisation of external trade measures. The Ministry supports the proposals by soyabean producers to make forward exports contracts to enable them to secure cheaper sources of funds, and firmer prices. Local processors would also be encouraged to enter into contracts with producers to secure their throughput, and not be a stumbling block to exporters. The Ministry would however not like to see a situation develop where the local industry is starved of raw material because of exports.

Sunflower and Groundnuts

The production of sunflower seed should now focus on high oil content-seed. The market opportunities for groundnuts need to be exploited by increasing production. It should be possible to produce and market 70 000 tonnes of sunflower seed and over 30 000 tonnes (unshelled) groundnuts. This sector has benefitted tremendously from liberalisation where prices as high as \$6 200 have been obtained for high quality shelled groundnuts.

4.4 Cotton

The matter concerning cotton research and the ability of the Cotton Research Institute to operate effectively without financial constraints needs to be resolved quickly in order to enhance our competitive advantage on the domestic as well as on the world market. Proposals on the future structure of the CRI and its funding are still being discussed in the Ministry.

The firming of lint prices on the world market is indicative of a shortfall in production of cotton worldwide and producers would be encouraged to take advantage of these prices. The cotton crop still has a long way to go before fulfilling its full production potential and its contribution to the economy. The highest production reached since the 1980's is 323 000 tonnes of seed cotton.

4.5 Beef

Beef production will continue to be seriously affected by the poor 1994/95 season which has led to massive destocking and the high interest rates which have discouraged investing in long-term breeding stock. My Ministry will continue to liaise with relevant Government departments and financial institutions to source cheaper finances for a comprehensive livestock recovery programme. Plans have also been submitted to Government to involve communal farmers to sell their cattle to Cold Storage Company in order to benefit from the higher returns that would be

realised. Plans for a calf-loan scheme which is expected to benefit communal beef and dairy farmers are also at an advanced stage. It is expected that once the heifers calve those who benefitted from the loan will pass on the calves to the next farmer. If the farmer wants to retain the progeny he will have to pay back the equivalent of the value of the heifer.

The control and prevention of animal diseases through efficient and effective veterinary services has caused a lot of concern in recent years. It should be pointed out that Government has limited resources which it has used to its best capability and where possible, the livestock sector should also play its part. The recently introduced dipping fees will go some way to assist but additional resources will still be needed for Veterinary Services to be effectively in control of disease surveillance and preventive measures.

4.6 Dairy

Like the rest of the livestock industry, dairying has been hit by large increases in stockfeed prices which will impact negatively on viability. This has come at a time when the dairy industry was beginning to experience significant growth after the drought of 1992. The responsibility to ensure that the situation in the industry does not worsen, largely rests with producers and processors arriving at a solution that ensures viability for all within the dictates of the market place.

4.7 Other Commodities (Tobacco, horticulture, coffee, sugar, tea, poultry and pork)

Prices for tobacco in the current season have so far been quite firm and demand for flue-cured tobacco is expected to increase again next year calling for increased production from farmers. Burley tobacco growers are encouraged not to abandon the crop because of the low prices that have been experienced this season.

Improvements in the rainfall pattern could see the prices of burley tobacco recovering to levels experienced in the past.

Horticultural production continues to gain momentum and while producers are encouraged to expand production, they should take into account the needs of the sophisticated markets where horticultural products are sold in order to enhance and safeguard Zimbabwe's reputation as a quality producer.

Prices of the plantation crops such as coffee, tea and sugar have been relatively firm on the world market and producers are, therefore, encouraged to increase their output.

The Newcastle disease has adversely affected exports of poultry to some neighbouring countries. Hopefully the disease will be contained and poultry exports will recover to their full potential. Increased pork consumption should be encouraged on the local market and communal farmers should also increasingly be brought into commercial pig production.

5. Import and Export Policy for Agricultural Products

A move away from quantitative controls to tariffication as required under the Agreement on Agriculture of the World Trade Organisation is the overall aim of the Ministry of Agriculture. Before abandoning the quantitative controls, however, it should be noted that protectionist forces in agriculture in many countries are still very extensive. It is, therefore, necessary to reconcile the interests of the domestic agricultural sector in phasing out quantitative controls. With the completion of the tariff review, a phased removal of quantitative controls would be introduced and this should result in liberalisation of external trade in agricultural commodities.

A relaxation of agricultural import and export controls has been

achieved in the last two years except for the monopoly position of the Grain Marketing Board as far as the import and export of maize, maize meal and wheat and wheat flour is concerned. These have remained because of the current drought and the need to ensure the availability of food to the nation. However as soon as GMB completes the current wheat import programme, future policy is to allow other traders to directly import wheat and wheat flour, provided they obtain permits from the Ministry of Agriculture.

The liberalisation of external trade will require us to put in place adequate measures to monitor sanitary and phytosanitary controls for both incoming and outgoing commodities. These measures have to be complied with by every importer and exporter in order to safeguard our reputation and to keep plant and animal diseases in check, in addition to food security requirements for maize and wheat.

6. Agricultural Reforms

In order to enable the Grain Marketing Board, the Cotton Company and the Cold Storage Company to operate on a sound commercial basis and make them financially independent from the Treasury, the Government has taken over the accumulated debts of these organisations.

The Grain Marketing Board will remain a parastatal but its functions will be clearly separated into commercial and social functions. With respect to social functions, Government will be called upon to finance the functions which from time to time Government will ask GMB to perform such as the management of the Strategic Grain Reserve. The Board now has full autonomy to set prices and operate competitively in a liberalised environment.

The proposal to change the status of the Cotton Company of

Zimbabwe to a privatised company is on course. The repeal of the Cotton Marketing Control Act and the restructuring of the balance sheet will eventually lead to the invitation of third party equity holders into the new Company.

The Cold Storage Company is also at a similar stage as the Cotton Company which is presently a 100 percent Government owned company operating under the Companies Act. These new developments will strengthen the CSC's marketing performance and its ability to compete effectively in beef marketing in a liberalised environment.

Dairibord Zimbabwe is now a profitable company, with a virtually unencumbered balance sheet sufficient to support private placements and subsequently a possible public floatation of shares. My Ministry will be recommending to Government an early injection of third party equity to widen the financial base of the new company and enable the introduction of new technologies and expertise in Dairibord Zimbabwe Limited.

The Commodity Councils are expected to carry on with their critical role of providing advice to their industry and to the Ministry. I wish to point out, in order to avoid future misconceptions, that the role of Commodity Councils is advisory and the final decisions on agricultural policy issues rests with the Minister of Agriculture. New legislation the details of which will be explained in due course is being examined to consolidate agricultural Commodity Councils into an Agricultural Marketing Advisory Council.

The budgetary cuts as a result of the economic reform programme have drastically reduced the amount of funds available for agricultural research. Every effort will be made to improve the conditions in our research institutions by reducing unnecessary expenditure and introducing some cost recovery measures.

Proposals for the commercialisation of some research functions have been submitted to the Ministry and decisions will be made in due course. To maintain our competitive edge in agriculture, we have to continue researching into new crop varieties and technologies that lead to increased productivity.

As a result of the opening up of agricultural marketing, the Ministry no longer has ready access to accurate information about price and stock levels which were easily obtainable under a single channel marketing system. My Ministry will work with various organisations to establish a reliable market information system. It is intended that the new market information system be in place by the start of the 1996 agricultural marketing season or sooner.

7. Agricultural Finance Issues

Farmers are heavily indebted to various financial institutions with billions of dollars outstanding. To make matters worse, access to low cost money is not widely spread with some sectors of agriculture being completely left out. Current interest and insurance charges pose a serious threat to farm viability. Given that the failure to meet loan repayments is due to circumstances beyond the control of the farming community, my Ministry supports the consideration of some debt relief measures by financial institutions to enable farmers to remain on the land.

8. Assistance to the Smallholder Sector

Since the 1992 drought, Government has implemented three phases of crop pack programmes to smallholder farmers comprising fertilizer, seed and transport. In addition, the Cotton Company has implemented a cotton credit scheme which benefitted 56 000 growers in the 1994/95 season and will continue with the credit scheme if funds can be secured in time for the planting season.

The objective of the crop pack programme is to ensure that farmers attain food security in the event of a favourable rainfall season, and reduce the cost of drought relief food distribution. Government is considering the implementation of the fourth phase of the crop pack programme on the same basis as previous years.

The Ministry of Agriculture will continue to examine long-term measures for enhancing the supply of inputs into agriculture and particularly so in the smallholder sector. There is the additional need, in the smallholder sector, of assisting with the construction of storage warehouses for both inputs and farm produce, group credit purchase fund schemes and a partial cost recovery support system to ensure that inputs are targeted to the right people.

9. Summary of Key Policy Issues

The following are the key policy issues from the Policy Statement for the 1995/96 agricultural production season.

- a) To sustain current consumption trends, replenish depleted stocks, meet expected increases in demand for crops and livestock products and to take advantage of the firm prices on the world market, farmers are encouraged to increase production of all commodities in the coming season.
- b) Government has already decided that the Grain Marketing Board should operate a Strategic Grain Reserve for white maize of up to 936 000 tonnes and not less than 500 000 tonnes. The price for maize will continue to be determined by market forces with the GMB defending a floor and ceiling price.
- c) The Ministry of Agriculture will be submitting proposals to Government recommending the acceleration of the

privatisation of the former agricultural parastatals.

- d) The Ministry while supporting the proposal by soyabean producers to make forward export contracts, would not like to see a situation develop where local industry is starved of an essential raw material. Local processors and traders are urged to forward contract with producers to secure their requirements.
- e) The importing and exporting of wheat will be opened to importers and exporters other than GMB in the 1996/97 agricultural marketing season provided that permits can be issued and monitored by the Ministry of Agriculture.
- f) My Ministry supports the consideration of some debt relief measures by financial institutions to enable farmers to stay on the land and will also continue to liaise with relevant Government departments and financial institutions to source cheaper financing for a comprehensive agricultural recovery.
- g) The liberalisation of external trade which has been achieved so far will continue to gather momentum as more measures to relax agricultural import and export controls are put in place. GMB will, however retain monopoly of the import and export of maize.

10. Conclusion

It is significant to note that there is a requirement to expand production in virtually all the major agricultural commodities to replenish depleted stocks and to take advantage of the firm commodity prices on the world market. The relaxation of export and import controls in the coming year will hopefully give additional impetus to farmers to both expand and increase productivity. To enable agriculture to operate in a free and

competitive environment it is recognised that the high level of interest rates should fall down to more manageable levels, and that the tariff distortions should be rectified when the tariff review is completed.

The purpose of this policy statement is to set the immediate concerns into perspective in order to assist farmers to plan adequately and produce sufficient food and agricultural raw materials for both the domestic and the export market.

HONOURABLE D R NORMAN, MP
MINISTER OF AGRICULTURE

Seach

ALIENATION AND DISTRIBUTION OF AGRICULTURAL LAND
IN
ZIMBABWE

November 1985

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4. ジンバブエ国 - Alienation and Distribution of Agricultural Land in Zimbabwe

ALIENATION AND DISTRIBUTION OF AGRICULTURAL LAND IN ZIMBABWE

LAND ALIENATION

Introduction

The land issue is important because 77% of the people still live in the communal lands and get their living directly off of the land and 60% of the economy's industrial activity and growth also depends on the agricultural performance. S. Moyo writes that "Zimbabwe's land problem hinges on the inequitable access to productive agricultural lands and existing patterns of land tenure." (S. Moyo, p. 79, 1995). Not only do the majority of people still live in the communal lands but this is where the worst agricultural land in the country (e.g. 74.2% is located in Regions IV and V that are characterised by low rainfall, periodic droughts and severe dry spells). Some of this land has zero fertility.

Background

Land alienation is fairly recent in Zimbabwe compared to other countries in neighbouring Southern Africa when land alienation took place hundreds of years ago. For example land alienation in Mozambique, Angola and South Africa began over 500 years ago with the arrival of explorers, settlers, and missionaries. In Zimbabwe land alienation was mainly carried out in the 55 year period between 1910 and 1965.

The British settlers arrived at the turn of the century in 1889 from South Africa. The appropriation of land began when the LIPPERT CONCESSION was signed by Lobengula, King of the Ndebeles (a minority group in the land north of the Limpopo River who had migrated north after inter-tribal fighting amongst the Zulu clan). Cecil John Rhodes pressurized Lippert to sell his Concession to him and Lobengula ratified this in 1891. These "deals" by Lobengula, who did not represent the majority of the African population living in what came to be known as Rhodesia (Southern Rhodesia), the Federation of Rhodesia and Nyasaland, Zimbabwe-Rhodesia and then the Republic of Zimbabwe began yet another problem of tension, mistrust and allegiance that still exists today between the majority of Zimbabweans (98%) and this minority (2%) referred to as the Ndebele. It is of interest that many historians do not classify the Ndebele as a tribe but merely a clan of the Zulu people. They speak a dialect that is peculiar to those of Zulu origin who migrated to what is now called Zimbabwe.

The majority of people, blame the ancestors of the Ndebele people for betraying the entire country. It was their king, Lobengula, who signed the agreements with Lippert and later Rhodes. This was the beginning of the land alienation problem in what is now known as Zimbabwe.

In 1901 Zimbabwe's total population (based on rough estimates) was 712 600 including about 700 000 Africans and 12 600 Europeans, Asians and people of mixed nationalities. Land was set aside for Africans in reserves amounting to approximately 8.4 million hectares, with the remaining 32 million hectares allocated for purchase by Europeans. Although Africans were allowed to purchase land, they were generally unable to do so because of high land prices. The British South Africa Company (BSAC) began to shift its interests from mining activities (e.g. gold) to land dealings for profit. As a result, in 1908 the Colonial Secretary approved reserve boundaries and the BSAC, which ruled over Southern Rhodesia for approximately 25 years, opened an Estates Department to promote European settlement.

Due to its favourable climate and excellent soils, the European demand for land increased and the Southern Rhodesia Native Reserve Commission was appointed by the British Government in 1914. In 1920, the Commission's recommendations were finalized in an ORDER-IN-COUNCIL which made a "final disposition" of land allocating about 8.7 million hectares to tribal reserves for the roughly 1.1 million Africans at that time. This allocation represented only a small increase over the 1901 figure and did not even accommodate population growth.

Rhodesia attained self-government in 1923. According to its constitution, all unalienated land belonged to the State. Authority over the reserves (still set at 8.7 million hectares) was vested in the British High Commissioner. In 1925, the Morris-Carter Land Commission was charged with examining the desirability of defining separate areas for use and occupation by Africans and Europeans. The commission recommended that specific areas of the colony be set aside which Africans alone who could purchase and to which they could have freehold title.

The Morris-Carter Land Commission's recommendations were later embodied in the Land Apportionment Act of 1930, which partitioned all lands in the colony into European and African reserves. 6.8 million hectares was set aside as reserves for European purchase and some 3 million hectares as African freehold title called Native Purchase Areas (see Table 1). The main consequence of the LAA of 1930 was to sharply reduce the supply of land, especially that of good quality in Natural Regions I and II to the Africans by depriving them of the right to buy land outside the reserves.

In some areas this policy was implemented through forced labour. African people who lived in the European Reserves were forced to work on the land of the new European "owner", refusal to work for the new owner meant a fine, which was payable in kind as the peasant farmers had no access to money. This meant that a portion of their crops were used for payment to the new foreign settlers. Married women had to work for less hours than young girls and as this was enforced the young married women used to abscond, claiming that they were ill, etc. The best crops of the indigenous land owners were often slashed and fed to the cattle of the new settlers. This system was also used to provide free labour for the new settlers as none of the

people were ever paid. In some areas, like the remote Nyanga District, the people were not evicted from the land until much later -e.g. after providing free forced labour to the new land owners (in the mid-1950s), to clear their fields and provide other necessary settlement tasks such as construction of homesteads, barns, etc.

TABLE 1: Progressive Land Tenure Categories in Southern Rhodesia

Land Category	1890 (Millions of hectares)	1914	% Increase	1931	% Increase	1953	% Increase	1969	% Increase
European Areas	31.5	31.7		11.67		18.2		18.1	
African Areas	8.4	8.7	3.6%	11.62	33.6%	12.2	5.42%	18.2	48.6%
Unassigned Areas			7.2%			6.7			
State Land			0.2%			1.6		2.7	

As the African population expanded much of the land was subsequently reserved for Europeans, although this land was not settled and the problem of "squatters" arose. The squatters began to move into the so-called "European areas" and other unalienated lands. This movement largely took place during the years 1940-48. As European soldiers began to return from the Second World War, they were given land by the British Government for services performed for Her Majesty's government. The number of white farmers increased from 3 699 in 1945 to 6 255 in 1955 (see Table 2).

TABLE 2. ZIMBABWE: NUMBER OF LARGE SCALE WHITE COMMERCIAL FARMS

YEAR	NUMBER
1904	545
1911	1 324
1945	3 699
1955	6 255
1960	5 000
1990	4 500
1993	4 400

By 1948 yet another committee was established to examine the need for additional land to be allocated to Africans. This committee advised that the African reserves should be increased in size by reallocating land from the previously unassigned areas and the purchase areas. Thus by 1953 the African areas had "increased" from 11 63

million hectares in 1931 to 12.3 million hectares.

The Tribal Trust Land Act of 1967 (which was later called the Land Tenure Act of 1969). fixed the TTLs, as they were referred to, at 18.2 million hectares. European land was fixed at 18.1 million hectares and 2.7 million hectares was reserved for the State. In 1979 the TTLA was amended and all reserves were made the responsibility of the President. In the same year, the Rural Land Act provided the legal basis for resettlement schemes. This Act was passed by the then Zimbabwe-Rhodesia Government just before Independence in 1980

All these attempts to evict the indigenous people from their original settlements fueled the war of liberation and the British and the American governments were quick to see to it that a negotiated settlement took place rather than a protracted armed struggle which might have had an unfavourable outcome in terms of land ownership. (See Table 2.1 ZIMBABWE. History of Land Policy, 1891-1994 on page 5).

The Lancaster House Settlement insured that the land would not be appropriated by the newly independent state of Zimbabwe and that the land rights that existed at Independence in April 1980 would be guaranteed for 10 years. At the same time the British Government made funds available for the purchase of large-scale commercial farms that could be used for resettlement purposes. Thus began a new era of land resettlement but not land reform, which is most urgently required to solve the inequalities of land distribution in Zimbabwe.

Since 1890 the need to allocate more land to the African population was always an issue that was only partially addressed. "There is a general consensus that is both morally and politically indefensible that in an independent Zimbabwe 250 000 (whites) should occupy 40% of the land, while 4.5 million Africans occupy another 42% of the land, excluding National Parks." (See S. Mishi's, "A Critical Analysis of The Resettlement Programme in Zimbabwe". Mishi was a former Deputy Director of DERUDE, the department directly responsible for administering the resettlement programme in the Ministry of Local Government.)

POST INDEPENDENCE LAND DISTRIBUTION PATTERNS

The year of national independence, 1980 saw the land categories redefined as Large-Scale Commercial Farms (LSCF), Small Scale Commercial Farms (SSCF), Resettlement Areas (RA), Communal Areas (CA) and State Land. Not only is land classified into land by ownership or tenure but it is also classified into five major agro-ecological zones and soil types as described below. This paper will elaborate both categories and ecological zones below.

TABLE : 2. 1 ZIMBABWE: History of Land Policy, 1889-1994

Year	Land Act/ Concession	Purpose	Result
1889	The Lippert Concession	To allow white settlers to acquire land rights from indigenous people	BSAC buys concession and uses it as basis for land appropriation
1898	Native Reserves (Order- in Council)	To create Native Reserves and land appropriation by white foreign settlers	Native reserves created in natural regions IV and V- later to become Communal Areas
1930	Land Apportionment Act	To separate land, by law, racially	Large-scale commercial farms created in natural regions I, II, and III
1951	Native Land Husbandry Act	To enforce private ownership of land, destocking and conservation practices on African farmers	Mass resistance to legislation fuelling nationalistic politics -scrapped in 1961
1965	Tribal Trust Lands Act (TTL)	To change name of Native Reserves and create Trustees for the land	Due to population pressure TTLs became degraded "homelands"
1969	Land Tenure Act	To replace LAA of 1930 and divide land into 50% white and 50% black	Combined with the TTL ACT Rhodesia had its own version of apartheid
1981	Communal Lands Act	To change TTLs into Communal Areas	Change of land authority from traditional leaders to District Councils
1985	Land Acquisition Act	To give Government first priority to purchase large-scale farms for resettlement	Limited impact on resettlement program
1992	Land Acquisition Act	To acquire 5 million ha. of land for resettlement.	Implementation desirable however no finance is presently available

Zimbabwe's Agro-Ecological Zones

Natural Region I. This is a specialized and diversified farming region of about 700 000 ha. Rainfall is relatively high with more than 1 000 mm per annum of precipitation. Precipitation is received in all months of the year. Relatively low temperatures and high rainfall enable forestation, fruit and intensive livestock production. In frost-free areas plantation crops such as tea, coffee and macadamia nuts are possible. This land grouping is primarily found in Nyanga District of Manicaland Province. Only 1,8% of the total land is in this natural region or what is often referred to as prime land.

Natural Region II. This region is characterised by intensive farming practices. Rainfall is moderately high (750-1 000 mm per annum) but is confined to the summer months. Two sub-regions have been defined within this region, one suitable for intensive crop or livestock farming systems and the other with less rainfall and some severe dry seasons is better suited to irrigation farming. 32,8% of the farming land lies in this Natural Region where the majority of LSCFs are located. The majority of LSCF are owned by white farmers. Only 17,9% of land in N.R. II is owned by indigenous farmers. The average size of LSCFs is 1 641 hectares. There are 3.7 million hectares of land in this region. 90% of the country's market agricultural production is produced in this natural region which is predominately found in Mashonaland.

Natural Region III. Semi-Intensive farming is practised in this region of 7.2 million hectares or 18% of the total land. Rainfall in this region is moderate (between 650-800 mm), but its effectiveness is limited by severe mid-season dry spells and high temperatures. Conditions for growing maize, tobacco and cotton production are marginal. Livestock production, fodder crop farming and cash crops are the suitable farming systems in this region. This natural region is mainly found in the Midlands of Zimbabwe.

Natural Region IV. This natural region comprises low lying areas, both in the north and the south and is subject to severe dry spells and has an annual rainfall of between 45-650 mm. There are 14.7 million hectares of land in this natural region which is equivalent to 37% of the total land. Low and uncertain rainfall make cash cropping risky except for drought-resistant crops and soils. Farming systems are suited to livestock production with some wildlife ranching and is primarily found in Masvingo Province.

Natural Region V. This is an extensive farming region with an area of about 10.4 million hectares of land. Rainfall is too low and erratic for reliable production of even drought resistant fodder and grain crops. Included in this region are areas below 900m altitude, where the mean rainfall is below 650 mm in the Zambezi Valley and below 450 mm in the Sabi-Limpopo valleys. Cattle or game ranching are the best suited farming systems of the region. This area is found in all provinces but is mainly

concentrated in Matebeleland North and South and comprises 27% of the country's land surface.

It should be noted here that 74.2% of the rural people, who form over 77% of the total population live in Natural Regions IV and V that forms 65% of Zimbabwe's total land area. These are the most unproductive soils in the country and they have the lowest rainfall. Due to their temperatures they also have diseases that are unknown in other natural regions e.g. malaria, bilharzia and tripaninosis just to mention a few.

TABLE 3: ZIMBABWE: LAND USE CLASSIFICATION BY SECTOR AND NATURAL REGION

Natural Region	Communal	LSCF	SECTOR (1 000 Ha)	
			SSCF	Resettlement
I and II	1 410	3 890	250	620
III	2 820	2 410	530	1 240
IV	7 340	2 430	500	810
V	4 780	2 490	100	620
TOTAL	16 350	11 220	1 380	3 290

The CFU prefer to ignore or to omit the classification of land by natural region which gives a distorted picture of the quality of land that is used by other farming sectors, e.g. the communal and resettlement area and the small-scale commercial farmers. (See Table 4, from the Commercial Farmers' Union "Proposals for Land Reform for Zimbabwe, 1991")

TABLE 4: LAND CLASSIFICATION BY USE, 1989

	(000 hectares)	(%)
Communal areas	16 355	41.9
Large-scale commercial	11 270	28.6
Small-scale commercial	1 400	3.6
Resettlement	3 090	7.9
ADA/STATE farms/Cooperatives	884	2.3
National Parks and Wildlife Areas	4 900	12.5
Forest areas	977	2.5
Urban	196	0.5
TOTALS	39 072	100.0

It is noted that 11.22 million hectares of land is owned by the LSCF, 35% of which lies in natural regions I and II. It can also be observed that the Government already controls more than 71% of the total land. This is because the Communal lands, resettlement areas, national parks, State farms, protected forests and the majority of small-scale farms and all urban land are under the direct administration of the Central Government, local government or parastatals such as the Forestry Commission or ADA (Agricultural and Development Authority). There are over 198 0082 hectares of inactive farm land in the LSCF sector some of which is owned by the State but not allocated or utilized.

A BRIEF DESCRIPTION OF LAND CLASSIFICATIONS IN ZIMBABWE

The population distribution should be compared to the land distribution by farming sector in order to get a precise picture of how land inequalities manifest themselves in Zimbabwe and to have some idea of why the land issue is such an important issue today as it was just over 100 years ago. Table 5 below compares the population distribution and land classification. One can see the disparity between the percentage of the population living on the poorest soils and that living on the best soils.

TABLE 5: COMPARISON BETWEEN POPULATION AND CLASSIFICATION OF LAND

Classification	Population%	Total Land %
Communal Areas	77%	44%
Commercial Farms (includes LSCF and SSCF, State farms)	22%	39%
State land (National Parks, indigenous forests, etc.)	1%	17%
Total	100%	100%

(After World Bank Memorandum on Agriculture, 1991)

LARGE-SCALE COMMERCIAL FARMS (LSCF). The large-scale commercial farms were formerly the European areas consisting of approximately 4 660 large commercial farms on 11.2 million hectares or 29% of the total land. Approximately 15% of the LSCF are owned by black Africans. Individual owners have full title (or freehold tenure) to this land as governed by the Roman Dutch law of the Cape Colony. Corporate ownership of farms represents the most common form of management by area (or 61,1% are owned by companies). Individual ownership accounts for 34,3% of the ownership in this classification. Government, parastatals, cooperatives and the OTHER category make up the remainder of 4,7% in this group of LSCF. The average farm size is 2 406 hectares nationwide with individual farms averaging 1 402 hectares while company farms average 3 835 hectares with parastatals averaging 19 611 hectares per farm holding. There has been a significant reduction in the number of farms and the area in the LSCF sector since 1980. The total number of farms declined from 6 113 in 1979 to 4 660 by 1988. The land area also decreased from 15 million hectares to 11.2 million hectares during the same period. (See Table 6 which outlines ownership of land in the LSCF sector. Appendix A illustrates the location of the LSCF.)

TABLE 6: OWNERSHIP OF LAND IN THE LARGE-SCALE COMMERCIAL FARM SECTOR

TYPE OF OWNERSHIP	NUMBER OF FARMS	TOTAL AREA (Ha.)	AVERAGE FARM SIZE (Ha.)
Individual Ownership	2 739	3 841 050	1 402
Company	1 784	6 842 259	3 835
Central Government	33	54 513	1 652
Local Government	4	14 304	3 576
Parastatal	18	353 006	19 611
Cooperatives	10	10 422	1 042
Other	72	97 832	1 359
TOTAL	4 600	11 213 386	2 406

Source: Central Statistical Office

It is noted that there is a skewed pattern of ownership in the LSCF that originated from the colonial policies which mainly benefited the white settler population. A good example of this was the granting of land to ex-British soldiers, who were not necessarily farmers, after they returned from World War II. Unfortunately many of the pre-independence policies have continued in this sector today, e.g. research and specialist services have until very recently (two years ago) been almost exclusively done for the LSCF sector and finance for irrigation and other farm inputs has been predominantly given to this sector. Land management and conservation

policies were mainly concentrated in the LSCF areas through Intensive Conservation Area Committees which was composed of white farmers only. The neighbours in the communal or in today's resettlement lands were omitted from these conservation committees. Today there is but a minor effort to include these communal area farmers on these conservation committees.

Ownership is also skewed in favour of company ownership and in farm size. 62% of the farms in the LSCF sector are more than 4 000 hectares in size.

The World Bank Agricultural Memorandum for Zimbabwe, Vol. II, page 44, 1991, indicates that as much as 32% of the land in the fertile regions of the LSCF sector is underutilized. This amounts to no less than 3.5 million hectares of land in the prime natural regions of I, II and III. It is also noted that the rates of land utilization in these regions is as follows 50,6% in natural region I, 62,1% in natural region II and 15,2% in natural region III.

SMALL-SCALE COMMERCIAL FARMS (SSCF). These farms were formerly the Native Purchase Areas mentioned above. They are located on 1.4 million hectares of land mainly in Natural Region III (where 35,4% are located) and Natural Region IV (where 38,2% of this land is located). There are 8 653 farms in this sector (although Rukuni, using statistics from the Rural State Land Office says there are 10 629 SSCF) however the World Bank Memorandum indicates that the information regarding land and ownership is "inadequate, contradictory and outdated". The average farm size in this sector is 124,2 ha. Approximately 39,5% of these farms were allocated under agreements of lease and purchase while another 33,8% are under deed of grant and transfers. Approximately 12,4% of this land was taken for resettlement as of 1985 and another 14,3% is still vacant and unallocated for other purposes. The Purchase Areas were set aside under the Land Apportionment Act of 1930 for purchase by Africans from the Crown of freehold farms of between 30 and 300 acres.

Earlier, the "Cape Clause" in the original Order-in-Council creating Southern Rhodesia in 1898 recognized the right of Africans to hold and dispose of land on the same conditions as whites, but only a small amount of land had been set aside or designated as such, e.g. 1.6 m hectares. Future land purchases by indigenous people were placed on a geographically segregated basis. This legal segregation within the freehold sector persisted until the Land Tenure (Amendment) Act of 1977 which removed racial restrictions on the ownership of freehold land. Legally the two freehold sectors became equal at this point in time. However, the dualism remained both in racial patterns of ownership and in the different farm sizes.

Land in this sector is available on freehold and lease tenure. The law is in most respects similar to ownership under English law although it is the Roman-Dutch common law which governs the basic rights of property in Zimbabwe. Ownership under Roman-Dutch law implies a right TO USE and TO ALIENATE LAND, perpetual

and heritable. Such land can be left by will by both blacks and whites. In cases of dispute of inheritance, the case of whites is handled under a different Act than that of blacks which is governed by customary law of the deceased. It is this latter right of inheritance, on the small scale commercial farms that has caused so many problems the major one of which is the underutilization of otherwise productive land because it can not be determined to the satisfaction of all in the family, who is the rightful owner(heir) of the leased land. This land can lie idle for several years while a family dispute continues.

The SSCF sector is administered by the Ministry of Lands under the Agricultural Land Settlement Act (Chapter 137) which requires the Minister to appoint an Agricultural Land Settlement Board, which consists of those persons who also constitute the Board of the Agricultural Development Authority (ADA) the state farming enterprise.

The functions of this Board are to

- a) recommend to the Minister the establishment of agricultural resettlement schemes
- b) to consider and report upon all applications for leases and
- c) to select and recommend applicants for leases of farms.

This procedure is followed in respect of the lease of all categories of State farms regardless of whether or not it is a LSCF or a SSCF

The administration of the agricultural land settlement schemes and leases is the responsibility of yet another office, the Rural State Land Office, a section within the same ministry. This office has an inspectorate based in most of the provinces. In terms of the Rural Land Act, the main functions of the rural State Land office are to: a) acquire and b) dispose of State Land.

This is a very bureaucratic centralized process for anyone to acquire State land. There has also been a considerable amount of political interference in the allocation of leases. Most recently, e.g. January 1995, over 100 of these leases were allocated to government Ministers and top officials in the ruling party, ZANUPF. The President promptly cancelled these leases when he discovered that they had been issued in an unfair manner. The late C. Ushewokunze was one of the Government Ministers who had been allocated a large farm in Mashonaland. His lease has not been cancelled as of October 1995

In addition, the lease agreement, once it is obtained, is usually renewable after an initial 5-year period but the conditions for purchase include the following:

- building a farmstead;
- development of a permanent water source,
- erection of a four-stand boundary fence;

- compliance with environmental and conservation regulations
- the general success of the farming operation as determined by the annual visits made by the inspectors;

and

- the lessee is not allowed to subdivide or enter into partnership for the purpose of operating the farm

Due to lack of financial resources the majority of lessees are unable to qualify for purchase of a SSCF. This also applies in the case of both black and white farmers in the LSCF sectors many of whom (in this sector) obtained the money from the AFC, which was considered "cheap" money or money available at a very low interest rate until very recently, and who then, after obtaining the money, USED IT FOR PURPOSES OTHER THAN FARMING. Prior to independence and for some years thereafter the AFC lent money primarily to white farmers until there was an outcry from the emerging black farmers. The interest rates were less than half that of the commercial lending banks.

COMMUNAL AREAS. This is the largest area of land covering over 16 million hectare or 42% of the total land. These communal areas are home to between 70-80% of the population and have the highest rural population densities. S. Moyo, 1995, that not only does 77% of the population reside in the Communal areas, which is over three times the number of people that the environment there can sustain, but that approximately 30% of the households are nearly landless due to the fragile natural regions which is too poor to cultivate and has erratic and poor rainfall. In any case, these lands, in natural regions IV and V are best suited to extensive livestock or wildlife grazing and the communal peasant farmers have very few livestock due to their history of perpetual land alienation and poverty arising therefrom.

Land tenure in the Communal areas is by traditional tenure. The Native Land Husbandry Act of 1951 was the first effort by the colonial government to change traditional tenure into a Western style freehold tenure system. Traditional tenure of land means that the household and garden, which are usually on separate plots of land are guaranteed to the children, usually however, in practice, this means the sons in a given family but not the daughters. The right to graze cattle and other livestock is done communally or on a common ground with other farmers in the ward. A village is usually a family, and not necessarily a nuclear family. A family includes the father and his wives (usually two or more) and their children and their grandchildren all of whom are entitled to land allocation in the manner referred to including communal grazing rights. This form of tenure and all those mentioned above was the subject of the recent Commission of Inquiry into Agricultural and Land Tenure Systems in Zimbabwe chaired by Professor Rukuni of the University of Zimbabwe, Department of Agriculture. This report will be discussed in more detail later in this paper.

RESETTLEMENT AREAS. Resettlement was begun in 1980 and is the only new land category since Independence. By 1989 the State had acquired 3.2 million hectares of land with the assistance of the British Government who were the main financiers of the resettlement program. Of this total land area 504 491 hectares were taken from already existing State land and 2.7 million ha. was acquired through purchases of commercial farms mainly in the LSCF sector. Settlers were then established on acquired lands according to one of 5 development models (see below).

The broad aims of the resettlement program were to redress the historical imbalance in access to land between the races and the creation of an opportunity for alleviating the economic plight of some of the poorest rural people whilst maximizing the economic potential of the land. The specific objectives of the program as outlined in the Intensive Resettlement Policies and Procedures Document are as follows:

- to alleviate population pressure in communal areas (CAs)
- to extend and improve the base for productive agriculture in the peasant farming sector through individuals and cooperatives
- to improve the standard of living of the largest and poorest sector of the population
- to ameliorate the plight of people who have been adversely affected by the war and to rehabilitate them
- to provide, at the lower end of the scale, opportunities for people who have no land and who are without employment and may therefore be classified as destitute
- to bring abandoned or under-utilized land into full production as one facet of implementing any equitable policy of land redistribution
- to expand or improve the infrastructure and services that are needed to promote the well-being of people and of economic production
- to achieve national stability and progress in a country that has only recently emerged from the turmoil of war.

RESETTLEMENT MODEL A SCHEME Resettlement in Model A is based on 3 permits issued by the scheme for land use, a permit to reside, a permit to cultivate and a permit to depasture livestock. The permits are issued under the authority of the Rural Land Act which confers broad authority to government to lease or alienate state land.

The use of the land is strictly limited to the purpose for which the permit is granted, and the permit holder renounces any right to build upon, cultivate or depasture livestock upon the grazing commons. The permits to reside and cultivate may be cancelled at any time without notice for failure to observe its terms and/or for any reason if compensation is paid. A settler may be compensated for his or her investment. In reality however, settlers do build homes, cultivate the land and in fact are rarely, if ever moved by government. A resettlement farmer is not allowed to lease his land but in fact this is happening on a very wide scale in the natural regions where land is more fertile and underused by the person who has the permits. A financial incentive to use his land from a neighbour who is better off financially is difficult to turn down. Other settlers allow workers to stay on their land in exchange for their labour.

The World Bank Agricultural Memorandum on Zimbabwe suggests that this is a very insecure form of land tenure. The fragile tenure system, they argue, carries with it the potential for abuse. This abuse has begun to be seen since the retrenchment of urban workers has begun recently and many have returned to their rural homes where land is becoming less and less available due to the large families residing in the rural areas and the competition for wood, water and arable land is reaching a crisis, especially during periods of drought where people have to rely on streambank cultivation thus endangering the rivers and the flow of water.

Settlers in the resettlement schemes are not allowed to be in formal employment outside the boundary scheme and should preferably be Master Farmers and formally married, e.g. be able to produce a marriage certificate. Individual households are usually allocated 5 hectares or 12 acres in natural regions I, II or III but they can be given less than this depending on the total hectareage within a scheme. They are expected to plough at least 3 of the 5 hectares each season with the remainder lying fallow. They are, in addition, given 10-30 hectares per household of grazing land, which is not in the same location as their field or their household. The majority of households are given three separate pieces of land. The land upon which a homestead is built is approximately 2500 sq. meters.

There have been numerous attempts to persuade people to build their homes in a "line" in resettlement Model A schemes. This has angered settlers and there have been many squabbles over this form of settlement. The settlers do not, in the majority want to stay in a line, in the manner in which urban people stay on streets. They have been told by government officials that if they stay in a "line" it will be easier to provide electricity and running water to their homes. The settlers have in turn indicated that commercial farmers reside several kilometers from each other yet each one has electricity and running water. There has been great resistance to the "line" style of settlement in Model A schemes.

Schools, clinics, feeder roads, boreholes and marketing depots are provided for the settlers by the government. AGRITEX officer from the Ministry of Agriculture offer free

extension services to the settlers. There are few irrigation schemes which have been developed in the resettlement schemes and only those in natural regions I, II, and III have reasonable rainfall upon which to depend for their annual cropping programmes. Cropping being the main form of farming in the Model A schemes.

RESETTLEMENT MODEL B SCHEME. These are cooperatives. A permit to occupy a model B scheme is issued to a Cooperative. If the Minister of Agriculture, who administers the resettlement programme, decides that the proper use of the land in this scheme is not up to his/her standard, the land can be repossessed and the Cooperative evicted. A permit to cultivate is issued to individual members. The right to cultivate is for one year only, with no mention of renewal, although in reality, the permits are renewed annually.

There are no permits that correspond to the Model A permits to reside or depasture stock. This kind of tenure is also very undesirable and has been attributed to poor lack of investment in Model B schemes. The cooperative cannot, without the consent of the Minister, build any trading, commercial or industrial operation on the holding. The cooperative can however be compensated by the government for any improvements made.

Less than 15% of the arable lands on these cooperative schemes were cultivated. The settlers on Model B schemes were mainly ex-combatants, former farm labourers from LSCFs and in one case a group of dramatists. None of these groups necessarily have any farming abilities. The group of dramatists are presently residing on one of the most productive farms in Natural Region I, in Nyanga District, where they cultivate absolutely nothing. The LSCF previously had productive fruit trees and a canning factory.

The Ministry of National Affairs, Employment Creation and Cooperatives have authority over the Model B schemes but they have no structures or technicians within the ministry to assist or develop these Model B schemes some of which have a very a high potential for local and export horticultural crops, cattle or livestock rearing.

There are very few of these cooperative farms which are functioning today. The majority are derelict or have squatters on them who are causing environmental damage that will take years to repair and replenish.

RESETTLEMENT MODEL C SCHEME. This is a form of resettlement which involves a settler outgrower component combined with a commercial core estate. Most of the Model C settler outgrower components are based on farms leased from ADA with a provision to purchase. They are also managed by ADA which employs its own labour force and provides essential services such as draught power, inputs, processing and marketing facilities to settlers. Individual settlers are allocated residential, arable and communal grazing. The plot allocated to the household for their homestead is

usually smaller than that in the Model A Scheme but the arable land allocated is up to 10 hectares for sugar cane production.

These schemes are characterized by specialized production requiring a high level of mechanized farming. It is the smallest resettlement model. There are only 847 settlers on this model, mainly in the lowveld where they are growing sugar cane adjacent to the LSCF estates.

RESETTLEMENT MODEL D SCHEME. This model was essentially intended for livestock grazing or ranching. There are 3 414 farmers who are using State land to graze their cattle on. There is only one such scheme in Gwanda, Matebeleland South. A State farm administered by ADA was set aside for the surrounding villages in the communal lands to graze their livestock on a rotational basis.

The villagers were unable to implement the rotation scheme and they did not develop their own pastures as was part of the original plan. This type of farming model was only suitable for Matebeland due to the natural regions predominate there, e.g. primarily IV and V.

There are still four LSCF that have not been settled by anyone in Matebeland South. The original intention was to settle them with ex-combatants during the time of the serious in-fighting and dissident activities however the farms were never resettled and are still unutilized.

SUMMARY OF THE RESETTLEMENT PROGRAM By 1993 over 235 000 hectares of land had been acquired for resettlement that had not yet been resettled, in spite of land demand and over 300 000 people on the waiting list for resettlement in the provincial offices.

There were 47 678 settlers settled between 1983 and 1993. However 44% of the resettlement lands are located in marginal regions IV and V with 37% only in natural region III, a more fertile region with higher rainfall. Most of this designated land is suitable, under rainfed conditions, for livestock, maize, cotton and ground nuts. Without adequate rainfall, which is the norm in these regions, there are little, if any crops harvested and livestock perish due to the severe conditions.

Moyo argues that "an analysis of the quality of land designated, its geographic location, the range of farm sizes designated, the potential land uses of designated farms and the number of farms accounting for the bulk of designated land, provides that the largest proportion of land so far designated was in the more marginal regions suitable for extensive ranching and lower value crops. These farms were mainly in the southern provinces which have a lower density of agricultural infrastructure and from which a low proportion of Zimbabwe's present agricultural output is derived. Designation tended to avoid the more productive land areas. 51% of the land designated came from only 13 farms."

Recently the outgoing British High Commissioner, Mr. R. Dales said that future funding of the resettlement program depended on developments in the government of Zimbabwe's policies. "Unless certain requirements are met, funding will not be resumed," he told the *Sunday Gazette* on the 22nd October 1995. The British Government stopped funding resettlement programs in 1988 after a joint review of the program by Zimbabwe and Britain which concluded that Zimbabwe had failed to put the already acquired land to productive use and that poor farming methods and over-population had, in some cases, led to land degradation. Mr. Dales said that Zimbabwe should "formulate new policies that will ensure that productive land is not turned into wasteland." He rebuffed President Mugabe's claims that the British government was no longer interested in supporting the resettlement program. Dales said that British government was "willing to consider" funding the program and was awaiting new proposals from the Zimbabwe government. (See Appendix B for a map of the location of resettlement schemes.)

WATER RESOURCES

Large Scale Commercial Farming Sector. Water rights are attached to the land and the title deeds rather than to individuals. Many commercial farmers have water rights attached to the land they own. Most of these rights were issued as early as the 1920s to LSCF and today they still have them because they are issued IN PERPETUITY and on a PRIORITY basis. This system has been widely criticised as it discriminates against those who need water rights much later as well as the smallholder farmers who do not have title to land, and therefore no water rights.

There is no comprehensive master plan for water development in Zimbabwe and there are racial conflicts surrounding access to water which are on the increase. The LSCF have had access to finances to develop irrigation schemes as individuals or as syndicates by using the National Farm Irrigation Fund, administered by the AFC or their own funds.

The use of water in Zimbabwe is governed by the Water Act no 41 of 1976 which was designed for optimum development and management of the country's water resources. The main provisions of the Water Act are that:

1. All water is vested in the state and only becomes private after allocation.
2. Riparian land has certain rights (e.g. free water for primary purposes, drinking)
3. The use of water for other purposes is granted by the Water Court on the appropriation doctrine.

4. Water rights are granted in perpetuity subject to beneficial use.
5. There is provision for temporary water rights.
6. The Ministry of Water Development is the National Water Authority responsible for the optimum development and management of the country's water resources.
7. There is provision for the reservation of areas required for dam sites and basins
8. There is provision for reservation of public water in the national interests.
9. All ground water drilled or dug to more than 15 metres must be approved for construction by the Secretary for The Ministry of Water Development.
10. There is a Water Act Review Board, established in 1993 that recommends any changes need to the Water Act to accommodate present and future needs of the country.

One of the major observations made by the Commission of Inquiry, in respect of water, was that the small scale farmers are generally not aware of the existence and provisions of the Water Act. Some small scale farmers in Zimba and Nyajena communal areas, for example, do not understand and appreciate why they are denied access to irrigation water in the Manyame and Mutirikwe Rivers that supply these communal areas. The Report of the Commission also notes that as water rights are issued in perpetuity, and with a priority system of allocation there is no protection of NEW USERS in times of shortages such as during drought years.

The Report recommends that redistribution of water, which is allowed for in the existing Water Act should allocate at least 10% of Ministerial Agricultural Water to communal and small scale farmers on all and existing and future dams. It is further recommended that LSCF should give up part of their flow rights by at least 10% so as to make that water available to small holders who cannot afford to construct dams which are very expensive.

The Commission further recommends that:

1. All water should be taxed to ensure more efficient usage.
2. The concept of granting water in perpetuity should be altered and compensation for capital development when rights have been affect should be considered.

3. There is need to control underground water in the same way as surface water. (Minister Kangai, indicated on 18th October this year at a meeting of Commercial Farmers at the Agricultural Research Trust Centre that this recommendation would be implemented as soon as the legal structures had been put in place. This would also cover the registration of all boreholes.

There was another recommendation by the Commission of Inquiry that there should be a facility that would explain the Water Act to all potential users, in particular small holders that have access to water rights in their own right whether or not they own land. This would also include communal land and resettlement farmers.

The National Farm Irrigation Fund. In 1985 the post independence government established the NFIF which aimed at expanding the area of farm land under irrigation in all sectors. This is a revolving loan fund at a subsidized interest rate of 9.75%. The pre-requisite for accessing these funds, is that the farmer has to grow wheat as a condition to qualify. Few SSCF knew about this scheme and the LSCF virtually took over the money available through this scheme.

The Regional Water Authority. This body began as the Sabi-Limpopo Authority in the early sixties with the purpose of managing the irrigation water resources in the South Eastern Lowveld of Zimbabwe, where the sugar estates are located. This functions of the RWA are "to provide for a RWA to exploit and conserve the water resources in certain areas in Zimbabwe, to confer powers and functions on such authority; to provide for a Board to control the operations of the Authority; and to provide for matters incidental to or connected with the foregoing."

The RWA presently controls the use of river systems of the Save, Chiredzi, Mutirikwe and Tokwe rivers. The water allocations on the various river systems are predominantly for the LSCFs. The total water allocation on the Mutirikwe system is for LSCFs although the two main supply dams, Mutirikwe and Bangala are in the middle of the communal lands. On the Chiredzi system only 10% of the total allocation of water is allocated to the SSCFs on Mkwazine Estate. The supply dams for this system e.g. Siya and Manjirenji, are also in the Communal lands. The LSCFs farmers in the Middle Save have 97% of the water allocations from the Save River which also has its water supplies stored in Buhera communal land and in Rusape Dam, the latter is on the outskirts of Rusape, bordering the large scale commercial farms.

The construction of the Osborne Dam in the communal lands of Mutasa District of Manicaland will potentially benefit the LSCFs in the lowveld if government does not intervene and see to it that some of the water is allocated to the communal land farmers surrounding the dam. The issue here is that the dams holding water for the LSCF are located in the communal areas, where the communal area farmers do not have access to them due to the past water rights that have been issued. The Commission of Inquiry recommends that the RWA can run large water schemes effectively and that

proper management of all water resources in a given area could be managed by similar authorities throughout Zimbabwe. They also note the need to review the existing water allocations and agreements to find ways of sharing the resources with the communal and resettlement farmers and revoking unutilized water rights.

Cost of Water from the RWA. Water is purchased from the RWA for \$48 per megalitre. It is noted that at some sources such as the Osborne Dam, water can only be sold during the time that the dam is spilling, e.g. during heavy rains or floods. Many consumers feel that they should get free water in times of floods. It is further noted that the present cost of water is very cheap compared to neighbouring countries or internationally.

Irrigation Development. The total area of all categories of irrigated land in Zimbabwe represents 8% of the average total area of cropped land (e.g. 2.37 million ha. are cropped). The main farming categories involved in irrigation are the LSCF, ADA (-also considered LSCF), settlers or outgrowers who are small scale commercial farmers attached to the ADA sugar estates. Some commercial companies such as TABEX (a large tobacco consortium) have tobacco outgrowers. These outgrowers usually do not have title deeds to their plots. There are some resettlement farmers who irrigate small plots within an irrigation scheme. They do not have title deeds to their plots. The irrigation plot holders pay \$145 per hectare per year. The majority of the irrigation scheme farmers only cultivate one hectare with many having less land than this.

It is noted with concern that the overhead and maintenance costs on irrigated smallholder schemes are now (as of 1995) \$24 000 per ha. The difference between the fee of \$145 and \$4 000 is met by government as a subsidy. This is over and above the subsidy built into the capital costs. The annual subsidy is approximately \$33 million and is increasing annually as irrigation schemes expand and inflation rises.

TABLE 7: DISTRIBUTION OF IRRIGATION DEVELOPMENT AS AT 1992

Category	Area Developed (Ha) (under irrigation)	(% Developed)
LSCF	93 656	68,0
Paraastatal	13 500	9,8
Settler (outgrowers)	3 421	2,5
Smallholder	7 253	5,3
Wetlands(dambos)	20 000	14,5*
TOTAL	137 830	100,0

*Some authorities estimate this to be 40 000 ha, or as much as 25% of irrigated land.

Explanatory notes: LSCF have developed 93 600 ha on approximately 1 500 farms. These farmers have constructed and own some 5 700 individual or syndicate dams. Irrigation development in this sector takes place at a rate of 2000 ha. per year. The major source for finance is the NFIF administered by the AFC.

Wetlands or dambos are those low lying lands that are seasonally waterlogged, on the headwater regions of river systems. They are found on the highveld, watershed region of the country and have traditionally been cultivated for domestic use. The above table illustrates that the second largest category of irrigated land is the wetlands. Unfortunately this type of cultivation is illegal but recent research indicates that it is a very important form of cultivation, not only in Zimbabwe, but world wide, if it is done correctly. All indications are that without wetland cultivation and its natural irrigation component many people would have starved due to the recurrent droughts over the past 10 years. An international conference held in Harare on Wetland Cultivation 5 years ago indicated the importance of wetland cultivation and conservation. It is noted that the inclusion of wetlands in the above Table is the author's own, as the CSO regards this type of irrigation as illegal. **YET IT IS THE SECOND LARGEST FORM OF IRRIGATION PRACTICED IN ZIMBABWE.** Zimbabwe was praised for its proper use of wetlands at this conference and this embarrassed many government officials who had been (and still are) campaigning to BAN the use of wetlands which they refer to as "stream bank cultivation." This is an "informal" form of irrigation.

There is ample potential for further development of irrigation schemes in the LSCF. The biggest irrigation potential exists in the Lowveld, where there is an almost year round need for irrigation. Potential water resources are located quite some distance away (e.g. Osborne Dam in Manicaland is over 500 kms away from the lowveld where the water is supposed to be channelled for use in the sugar estates. **This necessitates the need for a water master plan to guide the use of this scarce resource.**

ADA has an estimated 13 500 hectares of land that has been developed for irrigation. The main irrigated crops are cotton and wheat on these plantations. ADA contributes about 25% of its irrigated water to wheat production as it is seen to be a strategic food crop. It is proposed that the new Tokwe-Mukosi Dams and the Osborne Dam will all service the ADA estates in the Lowveld. ADA has also developed 2000 hectares of settler irrigation around the main sugar estates in the Lowveld. Each settler operates a 10 hectare plot. The settler (or outgrower) development has mainly occurred around a number of ADA estates and the private sugar estates in the Lowveld.

Smallholder irrigation has approximately 8 461 hectares of irrigated land on approximately 80 irrigation schemes managed by AGRITEX (the agricultural extension service in the Ministry of Agriculture). These irrigation schemes mainly grow cash crops such as sugar beans, paprika, tomatoes, green vegetables and green maize.

Some of the schemes such as Nyamaropa in Nyanga District not only grow the above mentioned crops but also grow strategic crops such as wheat and export crops e.g. tobacco and cotton.

The Nyakomba Irrigation Scheme to be financed by the Government of Japan will irrigate approximately 283 hectares of land along the Mozambique border with Nyanga District. Crops that can be grown here are similar to those that are grown in the above mentioned Nyamaropa Irrigation Scheme. This includes the strategic crop of wheat and export crops of tobacco and cotton.

The Commission of Inquiry found that Zimbabwe is only using 25% of its potential practical water storage or only 42% of the potential practical yield. There is also an existing amount of dam water that can irrigate an estimated area of 4 000 hectares in the smallholder sector which is not being utilized due to a lack of funds for irrigation infrastructure development. There is no written irrigation policy and/or strategy for guiding development in all farming sectors.

Brief mention of the water supply in the communal areas is necessary. There are an increasing number of boreholes and wells being sunk in the CA however these are for primary use, e.g. drinking, cooking, and watering of animals but not for irrigation, even though some of these boreholes have the capacity to provide water for irrigation purposes. There are serious conflicts arising out of the use of perennial streams in the CA where there is little supervision of water use and even less knowledge of water rights.

Individual farmers can apply for water rights with the help of the local rural district council. This is however usually done with the assistance of a councillor many of whom are not well informed on this procedure. Therefore only a few in need of water rights actually obtain them. Water rights are granted by the Water Court, after objections, if any, are heard. In some cases the farmers upstream or nearer to the source of the river divert the water for their individual use and for irrigation of small plots of vegetables. This has caused conflicts with other farmers down stream who then have much less or inadequate water supplies for their household use and little, if any, for irrigating their domestic gardens.

The Ministry of Environment has natural resources officers who are supposed to monitor the use and mis-use of water resources but these officers are very ineffective and they do not have adequate resources to travel within a given district to actually see what is happening on the ground.

FARMERS' ORGANIZATIONS IN ZIMBABWE

COMMERCIAL FARMERS' UNION. There are approximately 4000 members of this organization which represents the LSCFs who are predominately white. There are however between 400 and 500 indigenous farmers who are members of this organization. They publish a fortnightly magazine called The Farmer. It is a very influential body of farmers who continually pressurize government over all issues affecting them including planting prices (the price offered by government for strategic or controlled crops such as wheat and previously maize, groundnuts and cotton). They have several other farmers' groups such as the following:

- Coffee Growers' Association
- Zimbabwe Tobacco Association
- Cattle Producers' Association
- National Association of Dairy Farmers
- Commercial Grain Producers' Association
- Commercial Cotton Growers' Association
- Commercial Oilseeds Producers' Association
- Wildlife Producers' Association
- Zimbabwe Cereals Producers' Association
- Zimbabwe Horticultural Association
- Decidious Fruit Growers' Association
- The Ostrich Producers' Association of Zimbabwe
- The Trout Farmers' Organization

and several other smaller groups of farmers who come together due to their commodity.

These farmers have been very outspoken against the land policies of the present government, in particular the Land Acquisition Acts of 1985 and 1992, which threaten to appropriate unutilized commercial farm land without due consideration to the market value of a given farm. They have also been quite outspoken about the resettlement policies, which even government has had to admit were incorrect. Government is now trying to address the problems of resettlement and to make alternative proposals for resettlement, such as allocating land to agricultural graduates, offering title deeds to all settlers and reducing or increasing the amount of land allocated to settlers depending on the natural region. The CFU has also sharply criticized the government over its recent proposed amendments to the Water Act.

THE ZIMBABWE FARMERS' UNION. This union has its origins in the Bantu Farmers' Union of the 1930s. It merged with another association three years ago, which previously represented SSCF only. This union has over 200 000 members of whom 60% are communal area or peasant farmers, 25% of whom are resettlement farmers and 15% of whom are small scale and peri-urban plot holders. They have a monthly

publication which is published in the two major languages Shona and English. The quality of this publication is far superior to the bi-weekly publication of the CFU. It has valuable research information done by both local and international researchers. It also provides information about various field days held by the Department of Research and Specialists and AGRITEX.

This body is also very influential and government listens to its opinion on all issues primarily the issue of title deeds that this group has been lobbying government to settle for years, even prior to Independence. They also have grouping of farmers according to crop or livestock interest but they are not as highly organized as the CFU as their financial resources are less. The ZFU has a Women's Participation Program aimed at rural women, who perform more than 50% of the agricultural tasks on all major crops grown. They also have a Youth Program aimed at mobilising the youth into clubs and to promote agricultural income generating projects. The ZFU have a Cooperative Promotion Program to promote cooperatives and farming groups in the resettlement and communal areas.

In March 1995 the ZFU threatened to violate the existing Water Act of 1976 this year as they claim that it does not address adequately the needs of the SSCFs, resettlement and communal farmers.

THE INDIGENOUS COMMERCIAL FARMERS' UNION. This is the newest group of farmers who have decided that the ZFU does not represent them sufficiently and who also object to the domination of white farmers' views in the CFU. This organization is headed by a prominent tobacco farmer Davison Mugabe, who has been its president since it was formed 5 years ago. It has approximately 500 indigenous farmers who are members. The Indigenous Commercial Farmers' Union are holding their first annual congress the second week of November 1995.

SUMMARY OF THE REPORT OF THE COMMISSION OF INQUIRY INTO APPROPRIATE AGRICULTURAL LAND TENURE SYSTEMS, OCTOBER 1994. A Commission of Inquiry to look into the present inequalities in land distribution, tenure systems and other related issues was set up in November 1993, chaired by Professor Rukuni, Department of Agriculture, University of Zimbabwe. It carried out its work until October 1994 and published its findings approximately six months later. Only 12 months of intensive research and consultations had been allocated to one of the most pressing problems faced by the Government of Zimbabwe. Many people have criticized this report and Dr. S. Moyo in his newly published book on "The Land Question in Zimbabwe," (1995) writes "that without a large-scale national consultation on land rights . . . the nature of the land tenure, administration and market structure suitable for Zimbabwe, under changing macro-economic conditions, remains elusive. . . such consultation has been glaringly lacking in land policy formulation, making it difficult to gauge the . . . relevance of the new land policy. The Government's objectives for its new Land Tenure Commission suggest a

quick and dirty perspective on land tenure: (a few months) of consultations by experts with a narrow ideological, intellectual and interest base are expected to yield solutions to the complex land tenure problem."

The Commission of Inquiry had yet to publish their findings when Moyo wrote this but one cannot but agree that the quality of the commissioners, the time allowed and the financial resources made available, restricted the commissions' findings. The real issue in Zimbabwe that needs to be addressed is land reform, all other issues are secondary to this.

The Commission was tasked to look at the general problems faced by the agricultural sector which were summed up as follows

1. the uneven distribution of land,
2. the lack of enough land for the growing rural population;
3. under-utilization of land;
4. low productivity and "tragedy of the commons".
5. lack of farm investment;
6. customary law clashing with common (Roman-Dutch) law; and
7. environmental degradation.

Specifically the Commission were to look at each farming sector and address the problems peculiar to that sector, as described below.

In the Communal Areas low productivity, land right and conflicts, inappropriate use of land; fragmentation of holdings, inadequate social security and poor land administration were to be addressed. While in the Resettlement Areas the same issues including low investment, environmental degradation and dual land rights in Communal Areas were to be addressed. Specific problems in the SSCF sector are inheritance problems and discrimination against women, although these exist in other farming sectors, they influence productivity more in the SSFC sector. The major problems in the LSCE sector to be addressed were: under-utilization of land; absentee landlords, insecure farm workers and racially skewed land distribution.

The Commission admitted that its work was not exhaustive considering the time constraints and financial resources available. They did state that they work was however "sufficiently permanent for long-term agrarian reforms."

The conclusions of the Commission of Inquiry are expressed in the six basic principles that they believe constitute a viable future agrarian strategy for Zimbabwe, e.g

1. that land tenure is a complex issue and should be allowed to develop in accordance with the changing socio-economic and cultural conditions of a given

community e.g. that any tenure has to be secure enough to facilitate the stated goals of agricultural and rural development;

2. that the current highly centralized levels of governance, tend to impose decisions on the people at grassroots levels. Further that this system of governance is also weak in terms of effectiveness and impact, accountability and transparency, as it denies the people the chance to be self innovative;

3. excessive population pressure in Communal Areas will continue to undermine any positive attempts to manage the environment, despite the proposed modifications in the existing tenure systems.

4. community empowerment for both decision making purposes and resource management is urgently called for and systematic training of the communities is considered an essential pre-requisite.

5. land distribution is highly skewed in Zimbabwe. The *status quo* is not politically, socially or economically sustainable;

6. there has been no coherent government policy and commitment to support agriculture and rural development in the small scale sectors that is comparable to the support given to the large scale farm sector during the colonial period, and this is reflected in the patterns of public sector investment. Access to land and the support services is the only sure way to stimulate the rural economy and reduce poverty for the majority of Zimbabweans.

The Commission also recommended that there was a need to develop a comprehensive land tenure policy with a reinforced and streamlined legal framework and an administrative enforcement mechanism that would consolidate all the laws on land and natural resources. This could be referred to as the LAND ACT. In particular the commission recommended the following issues could be addressed by a comprehensive LAND ACT which would ensure:

1. the definition of all land and tenure systems;
2. establishing conditions for the control of land, its use distribution and administration;
3. the creation of the necessary institutions to administer land at various levels;
4. monitoring sustainable land and resource use management;

5. codifying and clarifying customary land laws,
6. surveying of all land in Zimbabwe and the creation of a comprehensive data and information base that could formulate land policy and administration.

One of the unexpected recommendations that came out of the report by The Commission of Inquiry into Appropriate Agricultural Land Tenure Systems was that there should be the establishment of "an elected assembly chaired by the Provincial Governor." This assembly would ensure the decentralization of government practices and would give the Provincial Government a policy making body for agriculture and rural development in each province that would then have its own decentralized budget.

This recommendation apparently was not accepted by the Cabinet. If a centralized government, such as the one currently in place, is asked to give up some of its powers, it would be a threat to its present power status. Reduction of political power also implies the reduction of status of all other ministers, namely those in Cabinet, as the Commission's report recommended that the provincial governors would report directly to the Presidency. At present the provincial governors do not sit in Cabinet and have very few powers as they have no financial resources, their budgets being granted annually by central government. The potential for raising their own budget is certainly a viable alternative that the present government would be very apprehensive about for the reasons mentioned.

The recommendation by the Commission that the existing government structures at local government level be merged is currently being acted upon by central government. All civil servants will in the near future be reporting to one District Secretary, however, the local government structure will not have access to a local and decentralized budget, as recommended by the Commission.

The recommendation that traditional leaders and councillors cease to wield any administrative responsibilities to do with land administration seems likely to be implemented in the near future according to the government's present position on this issue.

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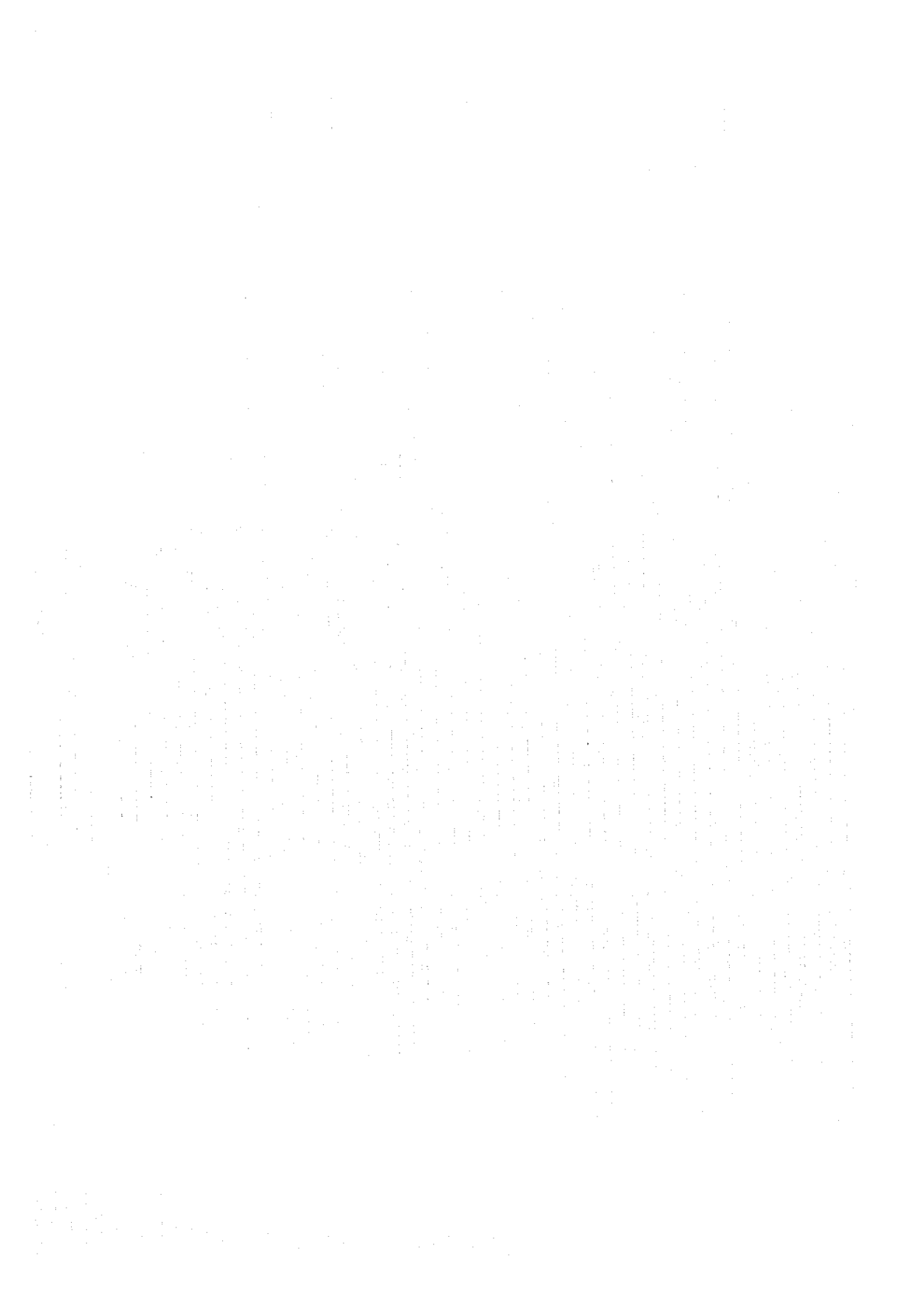
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