# Policy-relevant Evidence Map on Land Reform in South Africa

Technical Report 15 April 2019





planning, monitoring & evaluation Department: Planning, Monitoring and Evaluation REPUBLIC OF SOUTH AFRICA



Reform

# Name of the Report

Policy-relevant Evidence Map on Land Reform in South Africa

# Secondary info

# **Technical Report**

## Who requested this output? Advisory Panel on Land

## This report includes:

- Background information
- Evidence Synthesis method
- Evidence Map and Interpretation

## Acknowledgement

Africa Centre for Evidence (ACE) at the University of Johannesburg

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SOUTH AFRICA

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# 1. Background and Purpose of the Technical Report

In September 2018, President Cyril Ramaphosa appointed an expert advisory panel on Land Reform to provide independent advice to the Inter-Ministerial Committee (IMC). The Panel, which is chaired by Dr Vuyo Mahlati, is tasked to provide a unified policy perspective on land reform with respect to restitution, redistribution and tenure reform. The focus is on the circumstances in which the policy will be applied, the procedures to be followed and the institutions to implement and enforce. Against this background, a technical committee was set up to support the Panel to ensure that the review process is evidence informed.

The Department of Planning, Monitoring and Evaluation (DPME) research unit was requested to assist in sourcing and synthesising relevant research evidence to inform the policy review currently underway on land reform and protected areas. The research team recommended the construction of an Evidence Map (EM), to best present the evidence to inform the review process. EMs are produced by DPME in other key policy areas and provides for a systematic, transparent and credible method in sourcing, organizing and visualizing a body of evidence and knowledge. DPME works in partnership with the Africa Centre for Evidence (ACE), situated at the University of Johannesburg, who provides the expertise in methodology behind the production of the maps. The EM on Land Reform was thus co-produced between DPME and ACE from 11 February until 1 March 2019.

The purpose of this report is three-fold:

- To provide an overview of the research process undertaken in producing the map;
- To provide a descriptive analysis of the evidence included in the map; and
- To guide the use of the map during the policy proposal stage through to implementation and further reviews.

Our view is that the map will ultimately meet the Advisory Panel's objective to build an evidence archive (observatory) that informs current and future work on Land Reform in South Africa.

# 2. Role of Knowledge Intermediaries (Brokers)

Those that produce research evidence (academia, think tanks, researchers etc) have an obligation to communicate their findings to ensure it is used to inform policy and practice. The users of research evidence, mostly regarded as policy/decision makers and those implementing policies and progammes in practice, have the responsibility to source and use the best available evidence to strengthen their work. Many interventions have been documented to bring these two worlds (producers vs users) together, though the divide still remains strong in certain sectors. DPME and ACE have played a knowledge brokering role in key policy areas, with growing awareness and application of its role in facilitating evidence use into public policy. This is highlighted in the EM on Land Reform throughout the process.

As knowledge brokers, DPME and ACE performed an intermediary function at organizational and individual levels. We put focussed attention on working with content experts in land policy and implementation, thereby developing relationships and networks with producers and users of knowledge. Using the lens of understanding research impact of the evidence base generated on land reform in South Africa, we were immersed in sourcing, translating and using relevant evidence objectively and transparently. We ensured that content experts were

consulted and guided the development of the evidence map at all stages.

# 3. Key Concepts Defined

There are concepts and terms used in 'Evidence Synthesis' which requires a common understanding to facilitate the effective use of an EM by various stakeholders. There are core concepts used across all EMs, no matter what the policy area, while specific concepts are necessary to be defined for each map depending on the policy focus. We provide an explanation of key concepts used in the research process as well as in visualizing the map to illustrate the starting point, which guides all the steps that followed.

#### 3.1 Core Concepts Introduced

**Evidence Maps**: Evidence mapping is a relatively novel method to facilitate evidence synthesis, and has received increased attention in recent years. In 2010, only ten published evidence maps could be identified, compared with eleven published in 2014 alone. Evidence mapping aims to transparently assess and structure what type research has been conducted in relation to a specific research question in order to identify patterns and gaps in the evidence-base. Evidence maps do not aim to provide synthesised findings of the identified evidence-base or answer specific research questions, which comes after the map is built. While most are structured according to intervention/outcome configurations, evidence maps have also been used to map research evidence structured to, among others, methodological scope and quality, and theories of change. We adopt the term 'evidence map' as it seems to present a more encompassing concept compared to; for instance, suggested terminologies of 'systematic maps' or 'evidence gap maps'.

**Evidence**: Findings of research, which is a systematic investigative process employed to increase or revise current knowledge (Langer et al 2016).

Formal search: Search of academic databases for published research using a systematic search strategy.

**Framework**: Used to map research evidence in a certain field against specific, pre-defined outcomes (x-axis) and interventions (y-axis). Typically developed in consultation with content experts (e.g., researchers) and map users (e.g., decision-makers).

**Grey literature**: Literature not published in peer-reviewed journals, but that still used a formal research process in its production. Common examples include government reports and theses/dissertations.

**Inclusion/exclusion criteria**: Inclusion/exclusion criteria are used to determine which studies are relevant to the research question or topic area of a synthesis product. Pre-defined inclusion/exclusion criteria are criteria established before searches are conducted.

**Informal search**: Search for published and unpublished literature using website searches, along with researcher and government official consultation. It is important to note that an informal search can yield both formal and grey literature. This process is normally carefully recorded in order to ensure transparency and to be able to account for where they have been located.

**Policy relevant research**: Research that has implications for specific policy questions or a specific policy context.

Published research: Research published in peer-reviewed journals.

**Search strategy**: Evidence synthesis approaches use systematic search strategies comprising of different combinations of keywords to identify research evidence on a given topic. Search strategies should be reproducible and are typically developed in collaboration with an information specialist.

**Systematic methods**: Transparent, rigorous methods that are reproducible. Evidence maps are systematic, in that they employ set processes to search for, assess for inclusion, extract data and critically appraise literature.

#### 3.2 Policy Concepts Included in the Map

**Restitution**: Land Restitution, which involves returning / restoring land (or otherwise compensating victims) lost since 19 June 1913 because of racially discriminatory laws". "Giving back the same land (or other compensation for it) that was taken historically"). It is about redress. Restoration of right in land, or equitable redress.

**Redistribution**: To provide poor people with (equitable) access to land. It can be about giving land to people (through land acquisition grant) that can be productive. It is not about the historically taken land but about the demand for land by currently landless people. It also can be about commercial land being released for black commercial farming use. Fairer access to land for the previously excluded who demand land.

**Tenure**: It is giving people rights and security to land. Rules of tenure define the allocation of property rights and access rights in terms of use, control, transfer of land, responsibilities and restraints. Here people usually live on the land already but don't have ownership.

**Land use management**: Land use management deals with processes by which land is developed; usage of land is defined; and, issues of land are regulated. This can include rezoning; subdivision; development of previously undeveloped land; subdivision and consolidation of land parcels.

**Land administration**: Functions of land administration such as surveying and mapping, land registration and land valuation. Study needs to be primarily about these admin functions. Admin issues within existing programme fall under the relevant 'Good administration column'. The process of determining, recording, and disseminating information about ownership, value and use of land when implementing land management policies (UNECE 1996).

**Post-settlement support**: This is about appropriate forms of post-settlement support AFTER the reform has happened to beneficiaries. These must be integral to the reform itself. Examples of these supports are water allocation; extension services; financial support systems; and administrative functions (e.g. tracking beneficiaries

# 4. Evidence Synthesis Method

DPME's EMs are based on gold standard research processes<sup>1</sup> as applied in Systematic Reviews to systematically and transparently search and collate an evidence-base. More information on DPME's evidence mapping methodology can be found in the Departmental Guidance Note on evidence mapping (DPME 2016). As the evidence mapping process requires both research and policy engagement activities, the co-production approach is an essential component of the methodology. ACE and DPME each contributed three researchers and one senior researcher to oversee the project allowing us to meet the tight timeframe for this evidence map.

The evidence mapping process followed seven research and policy engagement steps:

- 1. Develop a mapping framework in line with policy narratives (scope);
- 2. Decide on what constitutes policy-relevant evidence (inclusion criteria);
- 3. Search for evidence (search strategy);
- 4. Extract, categorise and code data from evidence (data management);
- 5. Appraise evidence (not conducted in this map<sup>2</sup>);
- 6. Present and visualise evidence-base; and
- 7. Engage and use evidence for decision-making.

#### 4.1 Develop a Mapping Framework in line with Policy Narratives

The first step was to develop a framework to reflect the prevailing policy narrative and evidence needs around land reform in South Africa. This was jointly constructed between DPME, ACE, and the content experts commissioned to work on this research. The framework is provided in full in Appendix A and in summarised version below in Figure 1. The mapping framework maps two variables against each other, namely: different types of land reform programmes (left axis) and evidence needs to guide decision-making (top axis). The intersection between these two variables outlines the available evidence-base for different land reform programmes and different evidence needs.

		Policy direction / Evidence needs						
		Key values	Systems / models of land reform	Compensa tion, acquisition, and financing models	What land / land for what?	Governanc e of land reform	Land reform outcomes	Who benefits from the reform?
	Restitution							
Ę	Redistribution							
Land reform	Tenure							
Lano	Land administration							

<sup>&</sup>lt;sup>1</sup> Evidence mapping is a research methodology part of the family of methods for evidence synthesis, e.g. systematic reviews, meta-analysis, rapid evidence assessments (Stewart et al 2018, Gough et al 2014).

<sup>&</sup>lt;sup>2</sup> Due to rapid timeframe of the request for evidence, this step was not conducted.

	Land use management						
	Post-settlement support						
Figure 1 Summarised evidence mapping framework							

#### 4.2 Decide on What Constitutes Policy-Relevant Evidence

Inclusion criteria were guided by what types of evidence were eligible to be included in the map and which were excluded. The process of developing the evidence inclusion criteria was iterative and in consultation with the content experts who represented the Advisory Panel. We developed two iterations of the inclusion criteria and included evidence from studies meeting the following criteria:

<u>Region</u>: We included studies conducted in South Africa, Zimbabwe, Namibia and Mozambique. This list of countries was provided by DPME and the panel. The non-South African countries were identified as priority countries with comparable contexts in reference to land policy<sup>3</sup>. For studies that mentioned multiple counties (e.g. South Africa and Kenya) or groupings of countries (Southern Africa / Lower Middle Income Countries), we included these studies as long as they featured at least one of the four target countries and where data and analysis was disaggregated per country.

<u>Date</u>: We included studies with the following publication date ranges: South Africa, 1994 onwards (i.e. a study published in 1993 was excluded); Zimbabwe, 1980 onwards; Mozambique, 1975 onwards; Namibia, 1990 onwards. These dates correspond with the respective dates of independence for each target country.

<u>People</u>: We did not exclude any studies depending on whether the study focuses on individuals, communities, states, etc.

<u>Intervention</u>: We only included studies related to land policy interventions. In particular, this referred to six different land policy interventions outlined in Table 1:

The adopted inclusion criteria are informed by the well-known PICO (Population; Intervention; Comparator/Study design; Outcome) to structure evidence inclusion criteria. The full annotated list of inclusion criteria is provided in Appendix B and a summary of the criteria is presented below.

Land policy intervention	Explanation and examples				
Land restitution	Land Restitution involves returning/restoring land (or otherwise compensating victims for land) lost since 19 June 1913 because of racially discriminatory laws. Giving back the same land (or other compensation for it) that was taken historically.				
Land redistribution	To provide poor people with (equitable) access to land. It can be about giving land to people (through land acquisition grant). It is not about the historically taken land per se (see restitution) but about the demand for land by current landless. It also can				

<sup>&</sup>lt;sup>3</sup> Additional countries of interest discussed include: Brazil, Colombia, Indonesia, and Malaysia. We searched for these countries but due to time constraints were not able to integrate them into the map at this stage.

	be about commercial land being released for black commercial farming purposes. It thus involves fairer access to land for the previously excluded who demand land.
Land tenure	It is giving people rights and security to land. Rules of tenure define the allocation of property rights and access rights in terms of use, control, transfer of land, responsibilities and restraints. Here people usually live on the land already but do not have ownership.
Land use management	<ul> <li>Land use management deals with processes by which land is developed; usage of land is defined; and, issues of land are regulated. This can include:</li> <li>Rezoning.</li> <li>Subdivision.</li> <li>Development of previously undeveloped land.</li> <li>Subdivision and consolidation of land parcels.</li> </ul>
Land administration	Functions of land administration such as surveying and mapping, land registration and land valuate. Study needs to be <u>primarily</u> about these admin functions. Admin issues within the existing programme fall under the relevant land reform type. The process of determining, recording and disseminating information about ownership, value and use of land when implementing land management policies (UNECE 1996).
Post-settlement support	<ul> <li>This is about appropriate forms of post-settlement support provided to beneficiaries after the reform has been implemented. These must be integral to the reform itself.</li> <li>Examples of these supports are: <ul> <li>Water allocation</li> <li>Extension services</li> <li>Financial support system</li> <li>Can include admin functions (e.g. tracking beneficiaries)</li> </ul> </li> </ul>
Table 1Land policy i	nterventions

<u>Outcome</u>: We did not limit the inclusion of studies by outcomes at all. That is, no studies were excluded based on outcome measures/focus on results. This includes studies focused on diagnostics, planning and budgeting, as well as implementation.

<u>Study design</u>: We applied an inclusive range of study designs which covers most research studies and approaches. First, we induced all *empirical* studies. That is, we included all studies applying a structured approach to data collection and analysis covering both more quantitative and more qualitative research approaches. Second, we included all conceptual and theoretical studies in which theories and concepts related to land reform were discussed. This could refer to literature reviews, *conceptual* frameworks, theories, conceptual inquiry, etc. that deal with issues related to land reform. The only studies excluded referred to papers that exclusively discuss definitional and linguistic issues of land reform.

<u>Type of publication</u>: We do not make a distinction between academic and Grey Literature in terms of eligibility for inclusion: both types of evidence were included and deliberatively searched for. The only types of publications excluded from the evidence map were:

- Newspapers articles, blogs, opinion pieces, other social media
- Books and book chapter
- Honours theses

The adopted inclusion criteria were deliberately broad to mitigate the risk of excluding any relevant studies from the evidence map. By being broad in the definition of what constitutes policy-relevant evidence, we can apply a diverse range of evidence and knowledge types, ensuring that the map reflects different perspectives and ways of knowing. Users who would like to see a narrower version of the evidence (e.g. only evidence from South Africa, or only impact evaluations) can do so by setting the map filters to show a smaller body of the evidence only.

#### 4.3 Searching for Evidence

We applied two search approaches to identify relevant evidence to be included in the map. These consisted of (1) a formal scientific search for evidence and (2) an in-depth search for Grey Literature. Taken together, our search presents an exhaustive and replicable account of identifying relevant studies for inclusion in the evidence map, thereby ensuring transparency in our search strategy.

<u>Formal scientific search</u>: The formal scientific search was designed to identify studies meeting our inclusion criteria indexed in international, regional, and national academic databases (e.g. Web of Science). Our scientific search was conducted in seven relevant databases:

- 1. Web of Science (Social Science Citation Index, Emerging Sources Citation Index)
- 2. Scopus
- 3. Ebsco Host indexed databases:
- a. Academic Search Complete
- b. Africa-Wide
- c. Political Science Complete
- d. EconLit
- 4. Sabinet (ISAP, SA E Publication, Theses and dissertations)

In these databases we applied the below search string. It consists of terms related to the concept of (1) Land Policy and (2) Target Countries. The two concepts and their associated terms were then combined with the 'AND' Boolean operator. This implies that only studies referring to Land policy AND one of the target countries were picked up in the search.

*Country terms*: "South africa" OR "zimbabwe" OR "namibia" OR "mozambique" OR "southern africa" OR SADC AND

Land policy terms: "Land reform\*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess\*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land resettlement" OR "land transfer"

"land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights" OR "eminent domain"

"land right\*" OR "land property right\*" OR "land law\*" OR "land act" OR "land polic\*" OR "land regulation"

The development of the academic search strategy and application was led by the ACE team, who have in-house capacity for scientific searches according to systematic review gold standard (Gough et al 2018). Given the short time frame of the project, the involvement of an external Information Scientist was not feasible. ACE provided access to all academic databases and the full-texts of identified studies through the University of Johannesburg library subscriptions. Overall, the academic search strategy is deliberately broad in order not to miss any relevant studies. The strategy contains multiple overlapping databases which index similar sources (e.g. journals) and the search strategy are designed to be sensitive to not miss any relevant evidence. A full document of the applied academic search strategy and search results per database is provided in Appendix C.

<u>Grey Literature search</u>: The Grey Literature search was designed to identify studies meeting our inclusion criteria outside of the formal scientific literature. This refers for example to government policies and reports, NGO reports, and organisational repositories. Our Grey Literature search covered three areas of knowledge: (1) government knowledge (e.g. DPME, DRDLR); (2) civil society knowledge (e.g. hearings, public fora); and (3) organisational websites (e.g. PLASS, Land Bank). Across these three main bodies of knowledge, we consulted 27 sources: 7 government departments, 3 sources of civil society knowledge, and 17 organisational websites. A full list of Grey Literature search sources and results is provided in Appendix D. The Grey Literature search was led and conducted by DPME.

All searches, both the scientific and Grey Literature search took place between 11 to 25 February 2019.

#### 4.4 Screening of Evidence

For all scientific searches, we exported the search results into EPPI-Reviewer<sup>4</sup> 4. We screened all results at abstract-level for inclusion with 20% of all results being screened by two reviewers. For all Grey Literature searches, we screened titles and abstracts within Microsoft Word or on the website and then transferred the included studies into shared folders. All citations from both types of searches were included in a separate sheet in the shared folder, with full-texts retrieved.

#### 4.5 Extract, Categorise and Code Data from Evidence

We developed a detailed data extraction tool to code the studies included in the Evidence Map. This tool was developed jointly over five iterations and is provided in Appendix E. The process of developing the tool entailed an iterative process of piloting and refining, which included a data extraction clinic at the University of Johannesburg between ACE and DPME on 18-19 February 2019. The tool captured information against the

<sup>&</sup>lt;sup>4</sup> This is a software used by Systematic Reviewers to organize and manage the searches and downloaded articles for effective and automated data extraction.

following variables:

- Administrative (e.g. publication year, author)
- Country
- Type of beneficiaries
- Spatiality of the policy
- Type of land policy
- Evidence needs

The data extraction for the scientific literature was conducted by ACE while the data extraction for the Grey literature was conducted by DPME. ACE extracted data for the included studies in EPPI-Reviewer 4 and DPME conducted data extraction in MS Word. ACE then migrated DPME's extraction forms into EPPI-Reviewer once these were finalised. This step was necessary as the ACE's open-access software to create the evidence map requires a data export out of EPPI-Reviewer.

#### 4.6 Appraise the Evidence

We did not conduct a critical appraisal of the studies included in the evidence map due to time constraints. This implies that those using the evidence included in the map, must apply their own criteria for appraisal for quality assurance. DPME may undertake to develop and apply criteria for critically appraising the evidence base at some point in the year, depending on capacity and time.

#### 4.7 Present and Visualise Evidence-Base

DPME and ACE developed platforms to visualize the EMs that are produced by both organizations. DPME's EMs are accessed in-house only, due to the sensitivity of some of the reports included, while ACE's software and visualization platform is open-access. We used ACE's open-access software<sup>5</sup> to visualise the EM on Land Reform and meet the deadlines, as the DPME platform was under construction at the time. This map is attached to this report in its interactive format. It visualises the evidence against the framework presented above in Figure 1, with access to full text articles/reports. In addition, users can tailor-make the evidence map using the following filters:

- Country (and province for South Africa)
- Publication date
- Spatiality of reform
- Type of beneficiaries
- Type of evidence

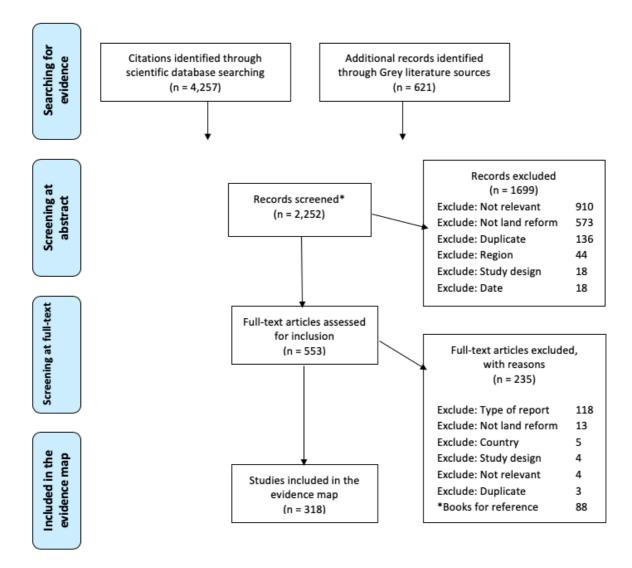
# 5. Navigation and First Level Interpretation of the Map (overview)

The EM on Land Reform includes 318 studies in total. Our search strategy identified 4,275 academic search hits and 621 Grey Literature hits. These hits were automatically software controlled for duplicates and types of

<sup>&</sup>lt;sup>5</sup> <u>http://eppimapper.digitalsolutionfoundry.co.za/#/</u>

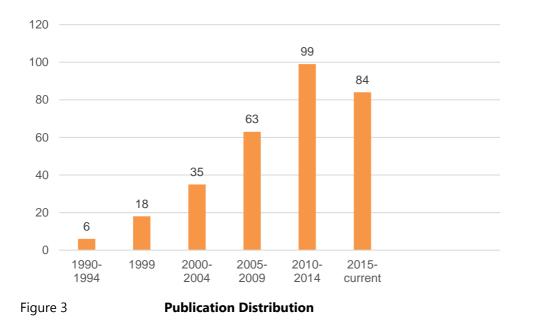
publication (e.g. news report). After the removal of these, we were left to screen 2,252 studies at title and abstract level. We excluded a total of 1,699 studies at this stage with the key reason for exclusion being: study not relevant to the scope of the map (n=910) and study not covering land policy (n=573). We next screened the remaining 553 studies at full-text for inclusion. This process excluded a further 235 studies largely due to type of report (e.g. blog). This then left us with 318 studies included in the evidence map. The full reference list of the included studies is provided in Appendix F.

The PRISMA flow chart presented in Figure 2 indicates the process of searching for evidence to the inclusion of the 318 studies in the map. Of the 318 included studies, 70 were grey literature studies (e.g. NGO and government reports) with the remaining 248 studies being journal articles. The map includes 5 government-led evaluations and assessment of land policies. In terms of publication date, the earliest included study in the map is published in 1990 with the most recent study published in 2019. Figure 3 below shows the overall publication date distribution indicating an expected increasing trend of publications since 1990.





Search and inclusion of evidence



# 6. Descriptive Analysis of the Evidence Base on Land Reform

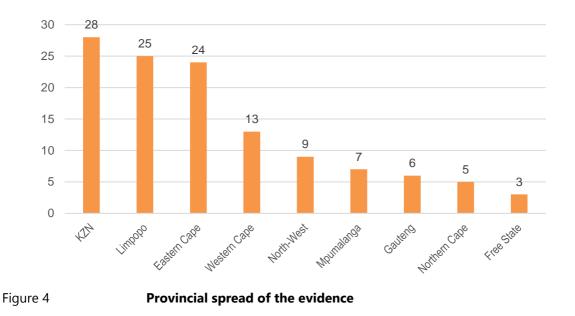
## 6.1 Nature of the Evidence

The countries included in the evidence map, as per agreed criteria, were from South Africa, Zimbabwe, Mozambique and Namibia. Of these the coverage of the map is as follows:

- South Africa: 229 studies
- Zimbabwe: 89 studies
- Mozambique: 20 studies
- Namibia: 14 studies

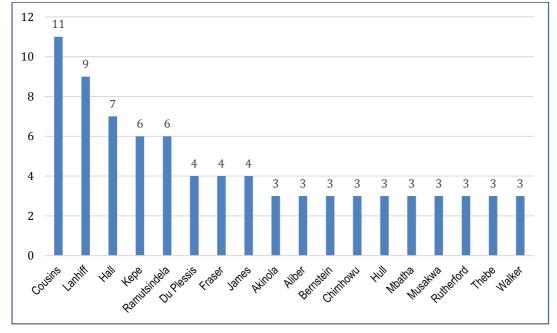
The map is thus dominated by South African evidence with 72% of the evidence on the South African context. Evidence on Zimbabwe's land reform programme then constitutes another 28% leaving both countries to present the vast majority of evidence. This is significant when assessing what evidence gets published for which countries, since our search strategy used uniform search terms linked to each country.

In terms of South African evidence, the studies are spread per province as per Figure 4 below. Here, KwaZulu-Natal, Limpopo and the Eastern Cape feature the most evidence with the Free State, Northern Cape, and Gauteng featuring the least. Producers of evidence seem to research issues on land reform more in KwaZulu-Natal, Limpopo and Eastern Cape, reasons for which would become clearer when in-depth analysis can be done for each province to inform policy implementation. Encouragingly, all nine provinces are represented in the evidence-base.



#### 6.2 Generators of Evidence on Land Policy and Implementation in SA

Given the long history of land deprivation, restrictive policies during apartheid and the efforts to reform since 1994 in South Africa, there is a growing body of work, with key producers of evidence over the years. The EM on land reform referred to in this report is able to identify and track the evidence from key contributors over the years. These are experts in the field, as well as significant influencers in the trajectory and narrative on land issues in the country. We provide the top authors of the evidence included in the EM for South Africa and not for the other countries. Others are emerging researchers and experts, as per the publication route identified.





## 6.3 Beneficiary categories derived from the Evidence

#### Type of beneficiaries

We investigated whether the evidence included in the map assessed the types of beneficiaries affected by the land policy and reform. The frequency of this data is provided in Figure 5. In 86 studies, this information was not reported. Where data is available, 45% of the evidence entails information on beneficiaries described as 'poor', 'disadvantaged', or 'vulnerable'. In terms of agricultural beneficiaries, 20% of the available evidence-base comments on land reform implications for small-holder farmers and 8% for large-scale/commercial farmers. Close to a fifth (19%) of the available data investigates women as land policy beneficiaries. Unfortunately, youth and indigenous groups are only presented in a marginal amount of evidence.

In terms of the socio-economic context of the land policy or reform itself, 79 studies indicated a rural context contrasted with only 10 studies indicating an urban context. These were completed by 55 studies in which the context was described as mixed. We also investigated whether studies assessed land reforms in environmentally-sensitive areas (e.g. protected areas). This was the case in 25 studies.

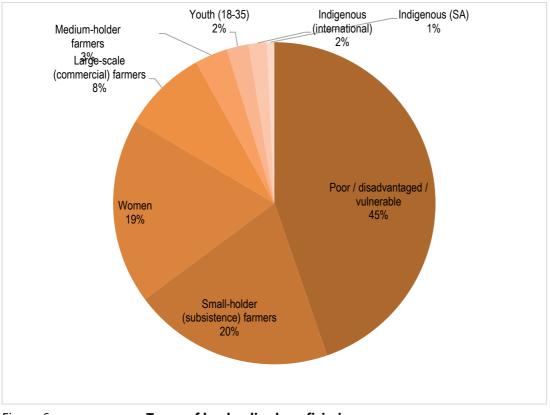


Figure 6

Types of land policy beneficiaries

#### 6.4 Emerging patterns and distribution of the Evidence Base

The EM mapped the included studies against land policy programmes and evidence needs. In terms of land policy and reform, Table 2 outlines the patterns in the evidence-base. A clear pattern emerges in which the included evidence is strongly clustered around the three layers of land policy (i.e. redistribution, tenure, and restitution) than it is around post-settlement support, land administration, and land use management. This has

a direct implication on what is known and monitored on the latter three themes. This can be argued to contribute significantly to the challenges on policy implementation.

Land policy intervention	# of studies
Redistribution	189
Tenure	130
Restitution	116
Post-settlement support	50
Land administration	47
Land use management	38

#### Table 1Land policy intervention

#### 6.5 Evidence and Knowledge Gaps

In terms of evidence needs, a more complex picture emerges in Table 3 below. The primary purpose of the EM in its visualization is to already be able to identify where a large body of evidence exists (the large bubbles) versus smaller bodies of evidence or no evidence. Each of these can be further assessed to undertake a full blown Systematic Review or Rapid Evidence Assessment<sup>6</sup> based on a research/policy query. A full visual overview of the evidence gaps and patterns can be accessed on the evidence map visualisation.

Evidence needs			# of studies
Key values of La	nd	Spatial justice (e.g. equity, ownership patterns)	126
reform		Transformation (e.g. poverty reduction)	92
		Alternative ways of thinking about reform & its value	55
		Sustainability (e.g. climate change, future economies)	42
Systems/Models	of	Agriculture land reform model	54
Land reform		Rural tenure models & property rights	53
		Urban tenure models & property rights	17
		Separation of land ownership from water rights	10
		Separation of land ownership from mineral rights	7
Compensation,		State-driven models (e.g. EWC)	98
	nd	Market-driven / private sector models (e.g. WBWS)	98
financing models		Other models (e.g. donations)	27
What land/land for what?		Current land usage	80
		Categories of owners / where does land come from	78
		Who demands land?	60
		Institutional arrangements (e.g. legal issues)	147

<sup>&</sup>lt;sup>6</sup> REAs provide a quick review and synthesis of the available evidence to facilitate informed decision-making about the effectiveness of an intervention or policy under time and/or resource constraints; provide a map of evidence in a topic area to identify where there is existing evidence and direct future research; or serve as interim evidence assessment until a more systematic review can be conducted.

Governance of land reform	Policy development (design & implementation incl. beneficiary selection)	119			
	Stakeholder consultation	108			
Land reform outcomes	Socio-economic	81			
	Unintended consequences				
	Food security/agri productivity	58			
	Environmental	33			
	Macro impacts	27			
	Spatial transformation 1				
Who benefits from the Assessed beneficiaries					
reform?	Unintended beneficiaries	38			

Table 2 Evidence Needs

- Evidence on the governance of land reform is one of the most frequent data points identified in the included studies. This refers to: evidence on institutional arrangements (n=147), evidence on policy development (n=119), and evidence on the stakeholder consultation (n=108).
- In terms of key values and objectives for land reform, spatial justice (n=126) and transformation (n=92) each feature a large body of evidence. Sustainability and alternative ways of conceptualising land policy present a much smaller body of evidence (n=42/55).
- ◆ In terms of compensation, acquisition, and financing models for land reform, there is equal evidence available on state-driven and market-driven models (n=98/98).
- There is relative little evidence against the decision-making need of systems and models for land reform with particularly fewer evidence on the issues of separation of land ownership from water rights and separation of land ownership from mining rights (n=10/7)
- In terms of empirical outcomes of land polices and reforms, the majority of the evidence is assessing socioeconomic impacts at a household level (n=81) with less studies assessing environmental outcomes (n=33), macro-level impacts (n=27) and spatial transformation (n=11). The latter is particularly surprising given the large amount of evidence attesting to the value and objective of supporting spatial transformation.

# 7. Using the Map to Inform Current Review of Land Reform in South Africa

As outlined in the earlier section on background and purpose, the EM was primarily constructed to ensure that the policy review process on Land Reform is evidence informed. For this reason, the evidence included in the Map is regarded as the best available evidence sourced to validate or refute policy recommendations presented, subject to the set criteria. Where evidence is lacking, this was obviously not possible.

The EM was valuable for immediate use, where key policy recommendations were triangulated against the scientific evidence base and the public hearings that were documented nationally. Figure 7 shows the high level triangulation to ensure rigor in using the EM. The data extraction tool generated a large pool of key outcomes and interventions which could be easily accessed for inclusion in the reporting at relevant parts as citations and quotations to reflect what the evidence is saying. These data extractions (refer to section 4.5 and appendix E),

provided the route to locate the relevant evidence and was included in the report format. The research team was able to use the map in rapidly responding<sup>7</sup> to demand in which the evidence was drawn in an instrumental way to triangulate in the high level report prepared for the policy makers.

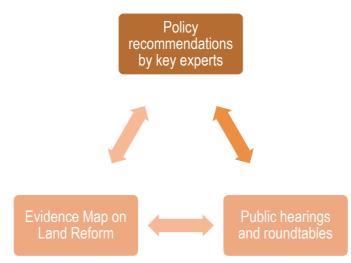


Figure 7 Triangulation informing the high-level report

More in-depth use of the EM will be in answering specific research questions related to the policy framework. The evidence behind each intervention can be collated, analysed and synthesised to provide a Rapid Evidence Assessment or a full blown Systematic Review to answer specific questions. Key implementation issues can be assessed using the map going forward. In its totality, the EM can direct a research agenda and guide higher educational institutions to undertake policy research in the knowledge gaps identified.

# 8. Maintaining Relevance of the Map

The EM on Land Reform was generated between February-March 2019. Sourcing of evidence caught the studies in the time frames set out in the search strategy. Maintaining relevance of the map will require periodic updating of the map with the latest research that will be added to the pool and subject to the same inclusion criteria to reduce bias. In this way, the EM can guarantee the inclusion of critical evidence on a regular basis to keep the EM updated. This also enables the analysis and uptake of evidence to respond to demand in a timely and rigorous manner. Searching time will be reduced considerably. The relevant agent to update the map will depend on the institutional arrangements agreed to.

The evidence base generated on Land Reform in South Africa and regularly updating the EM, thereby maintaining relevance of the map, has the potential to become the knowledge hub from which progress (or lack thereof) can be tracked and baselines set in the 5-year policy planning mechanism adopted by the SA government. Sourcing, analysing and synthesising information that is housed in different places or agencies will warrant a centralized platform from which different stakeholder draw from. This is important to facilitate intermediate and long-term use of the EM.

<sup>&</sup>lt;sup>7</sup> We draw heavily on the work of Mijumbi, 2017 et al who first documented the approach of 'rapid responses' to policy makers

# 9. Institutional Arrangements and Governance of the Evidence Map

The establishment of an Inter-Ministerial Committee for Land Reform in the country demonstrates the various sectors and institutions that need to review their legislative and policy frameworks for coherence, alignment and effective delivery. Consensus on the roles and responsibilities of the various agencies involved in land policy reforms, (re)design of effective strategies and programmes, and ensuring successful implementation will depend on what institutional arrangements are put in place. This report takes note of this extremely critical factor to build institutional capacity. At the heart of this, lies an effective Land Use management and administration system to monitor and oversee progress. The EM and its knowledge base provides the basis of this system. Involving all stakeholders must be ensured at both strategic and operational levels, because evidence on what programmes/policies are working, for whom and in what situations, requires deliberative action to use evidence to positively influence the trajectory of land reform in South Africa

# Annexure A Framework Setting

#### **EVIDENCE MAP ON LAND REFORM** FRAMEWORK SETTING

	To collate an evidence archive in support of the F		Panel's report and a	unified policy perspectiv	Constitution and applicable legis	plicable legislation	
	Key values	Systemic issues / models for land reform	Compensation/ acquisition/ financing models	What land? / Land for what	Governance	Reform outcomes	Who benefits?
	<ul> <li>Spatial justice</li> <li>Transformation</li> <li>Sustainability (Spatial resilience)</li> <li>Alternative ways/changing values</li> </ul>	<ul> <li>Separation of land ownership from water rights</li> <li>Separation of land ownership from mineral rights</li> <li>Rural Tenure Models &amp; Property Rights</li> <li>Urban tenure models &amp; property rights</li> <li>Agriculture land reform models</li> </ul>	<ul> <li>State driven</li> <li>Market-driven / private sector</li> <li>Other</li> </ul>	<ul> <li>Categories of owners / where does land come from?</li> <li>Current land usage (spatial quality)</li> <li>Who demands land?</li> </ul>	<ul> <li>Institutional arrangements</li> <li>Stakeholder consultation</li> <li>Policy development (design &amp; implementation</li> </ul>	<ul> <li>Macro impact (economic and social)</li> <li>Food security / agricultural productivity</li> <li>Spatial transformation</li> <li>Socio-economic</li> <li>Environment e.g. eco- tourism</li> <li>Unintended outcomes (land grabs/corruption/ elite capture)</li> </ul>	<ul> <li>Assessed beneficiaries</li> <li>Unintended beneficiaries</li> </ul>
Reform interventions							
Restitution							
Redistribution							
Tenure							
Administrative interventions							
Land Administration							

## Land Reform Technical Report on EM

Land Use Management				
Post settlement interventions				
Social Aspects and Enabling Infrastructure				

# Annexure B Inclusion Criteria

## Land reform evidence map inclusion criteria

Population	Intervention
<u>Countries</u> : South Africa, Zimbabwe, Namibia, Mozambique	We are interested in six types of land reform programmes:
Cross-country: if study mentions multiple countries (eg SA and Kenya) or groupings of countries (Southern Africa / LMICs) and includes any of the target countries, we include these studies as long as data and analysis is disaggregated per country. <u>Date cut-off</u>	<ol> <li>Land tenure</li> <li>Land redistribution</li> <li>Land restitution</li> <li>Land administration</li> <li>Land use management</li> <li>Post-settlement support</li> </ol>
SA: 1994 onwards (ie 1993 is out) Zim: 1980 Mozambique: 1975 Namibia: 1990	For screening, please include all studies self- identifying as land reform. Also have a look at Appendix 1 for further synonyms to look out for.
<u>People</u> : no exclusion depending on whether the study focuses on individuals, communities, states, etc.	
Study Design	Outcome
We are including two types of study designs <ol> <li>Empirical studies</li> <li>We include all studies that apply an empirical design, that is all studies apply a structured approach to data collection and analysis.</li> <li>Conceptual studies</li> <li>Conceptual and theoretical studies in which theories and concepts related to land reform are discussed. This can refer to literature reviews, conceptual frameworks, theories, conceptual inquiry that deal with issues related to land reform. It excludes papers that exclusively discuss definitional and linguistic issues of land reform.</li> <li>It excludes papers that exclusively discuss definitional and linguistic issues of land reform.</li> </ol>	We are not limiting the study by outcomes at all. No studies will be excluded based on outcome measures / focus on results. This includes studies focused on diagnostics, planning & budgeting, and implementation.
<ul> <li>Other:</li> <li>We do not make a distinction between academic inclusion.</li> <li>We exclude certain types of publications:</li> <li>Newspapers articles, blogs, opinion pieces, other</li> <li>Books and book chapter</li> <li>Hons thesis</li> </ul>	

- We do not exclude studies based on the framework at title & abstract screening. The framework provided additional categories to be considered under the inclusion of the land reform concepts above (Appendix 1).

#### 2.1 Synonyms

"Land reform\*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess\*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer"

#### 2.2 Struggle terms

"land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights"

#### 2.3 Policy and right terms

"land right\*" OR "land property right\*" OR "land law\*" OR "land act" OR "land polic\*" OR "land regulation"

# Annexure C Search Strategy and Results

**Scientific Search Strategy & Results** 

#### Academic search

## 1 Search sources (only academic)

- Web of Science
- Scopus
- Ebsco
  - Academic Search Complete
  - $\circ$  Africa-Wide
  - Political Science Complete
  - o EconLit
- Sabinet

## 2 Search string

(Land reform terms) AND (country terms)

#### 2.1 Country terms:

"South africa" OR "zimbabwe" OR "namibia" OR "mozambique" OR "southern africa" OR SADC

#### 2.2 Land reform terms

"Land reform\*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess\*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer" OR "Eminent domain"

"land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights"

"land right\*" OR "land property right\*" OR "land law\*" OR "land act" OR "land polic\*" OR "land regulation"

**NB:** Land ownership and land title and land tenure security are outcomes.

## Search results per database

Search database		Result
1. Web of Science		706
2. Scopus		1,053
3. Ebsco		2,213
a. Academic Search Complete		597
b. Africa-Wide		1,270
c. Political Science Complete		231
d. EconLit		115
4. Sabinet		285
	Total	4,257

### Web of Science Search Results

		Search History			
Set	Results	Save History / Create AlertOpen Saved History		Combine	Delete Sets Select All Delete
# 13		#12 OR #10 OR #8 OR #6 Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1990- 2019	<u>Edit</u>		
# 12		#11 AND #4 Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1990- 2019	<u>Edit</u>		
# 11		TS=("Namibia") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1990- 2019	<u>Edit</u>		
# 10		<b>#9 AND #4</b> Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1981- 2019	<u>Edit</u>		

#9	<u>8,534</u>	TS=("Mozambique") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1981- 2019	<u>Edit</u>	
# 8	<u>416</u>	<b>#7 AND #4</b> Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1994- 2019	<u>Edit</u>	
# 7	<u>98,013</u>	TS=("South Africa") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1994- 2019	<u>Edit</u>	
# 6	<u>292</u>	<b>#5 AND #4</b> Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1981- 2019	<u>Edit</u>	
# 5	<u>13,319</u>	TS=("Zimbabwe") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1981- 2019	<u>Edit</u>	
#4	<u>6,221</u>	#3 OR #2 OR #1 Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=1981- 2019	<u>Edit</u>	
# 3	<u>2.736</u>	TS=("land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=All years	<u>Edit</u>	
# 2	<u>601</u>	TS=("land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights") Indexes=SCI-EXPANDED, SSCI, A&HCI, ESCI Timespan=All years	Edit	
#1	<u>3,233</u>	TS=("Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land	<u>Edit</u>	

## Scopus Search Results

## History Count Search Terms

Results

5				
	( ( TITLE-ABS-			
	KEY("Zimbabwe") AND PUBYEAR > 1979) OR (TITLE-ABS-			
	KEY("Namibia") AND PUBYEAR > 1989) OR (TITLE-ABS-			
	KEY ( "Mozambique" ) AND PUBYEAR > 1974 ) OR ( TITLE-ABS-			
	KEY ("South Africa") AND PUBYEAR > 1993)) AND ((TITLE-			
	ABS-KEY ( "Land reform*" OR "land tenure reform" OR "land			
	redistribution" OR "land re-distribution" OR "land			
	expropriation" OR "land confiscation" OR "land			
	resolution" OR "land restitution" OR "land reclaiming" OR "land			
	repossess*" OR "land compensation" OR "land			
	occupation" OR "land appropriation" OR "land			
17	reallocation" OR "land reimbursement" OR "land	document		
	resettlement" OR "land transfer" ) ) OR ( TITLE-ABS-KEY ( "land	results		
	struggle" OR "land question" OR "land seizures" OR "land			
	grab" OR "land invasion" OR "White farm invasions" OR "land			
	demands" OR "Expropriation without			
	compensation" OR "Confiscation without			
	compensation" OR "Willing-buyer, willing-seller" OR "Accelerated			
	resettlement programme" OR "DUAT" OR "Land use and benefit			
	rights" ) ) OR (TITLE-ABS-KEY ( "land right*" OR "land property			
	right*" OR "land law*" OR "land act" OR "land polic*" OR "land			
	regulation" ) ) )View More			
	( ( TITLE-ABS-KEY ( "Land reform*" OR "land tenure			
	reform" OR "land redistribution" OR "land re-			
	distribution" OR "land expropriation" OR "land			
	confiscation" OR "land resolution" OR "land restitution" OR "land			
	reclaiming" OR "land repossess*" OR "land			
	compensation" OR "land occupation" OR "land	422		
15	appropriation" OR "land reallocation" OR "land	document		
	reimbursement" OR "land resettlement" OR "land	results		
	transfer" ) ) OR (TITLE-ABS-KEY ( "land struggle" OR "land			
	question" OR "land seizures" OR "land grab" OR "land			
	invasion" OR "White farm invasions" OR "land			
	demands" OR "Expropriation without			
	compensation" OR "Confiscation without			
	•			

History Count	t Search Terms	Results
	<pre>compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights" ) ) OR (TITLE-ABS-KEY ( "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation" ) ) ) AND (TITLE-ABS- KEY ( "Zimbabwe" ) AND PUBYEAR &gt; 1979 )View More</pre>	
14	TITLE-ABS-KEY ( "Zimbabwe" ) AND PUBYEAR > 1979	16,826 document
11		results
	( ( TITLE-ABS-KEY ( "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re- distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land	
13	<pre>transfer")) OR (TITLE-ABS-KEY ("land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights")) OR (TITLE-ABS-KEY ("land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation"))) AND (TITLE-ABS- KEY ("Namibia") AND PUBYEAR &gt; 1989)View More</pre>	45 document results
		7,904
12	TITLE-ABS-KEY ( "Namibia" ) AND PUBYEAR > 1989	document results
11	((TITLE-ABS-KEY ("Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re- distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer" ) OR (TITLE-ABS-KEY ("land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land	70 document results

History Coun	t Search Terms	Results
	<pre>invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights" )) OR (TITLE-ABS-KEY ( "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation" ) )) AND (TITLE-ABS- KEY ( "Mozambique" ) AND PUBYEAR &gt; 1974 )</pre>	
10	TITLE-ABS-KEY ( "Mozambique" ) AND PUBYEAR > 1974	9,834 document results
9	((TITLE-ABS-KEY ("Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re- distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land occupation" OR "land reimbursement" OR "land reallocation" OR "land transfer" ) OR (TITLE-ABS-KEY ("land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights" ) OR (TITLE-ABS-KEY ("land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation" ) ) AND (TITLE-ABS-KEY ("South	603 document results
8	Africa" ) AND PUBYEAR > 1993 ) TITLE-ABS-KEY ( "South Africa" ) AND PUBYEAR > 1993	117,059 document
4	(TITLE-ABS-KEY ( "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re- distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land	results 10,904 document results

History Cour	nt Search Terms	Results
	reimbursement" OR "land resettlement" OR "land transfer" ) ) OR (TITLE-ABS-KEY ( "land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights" ) ) OR (TITLE-ABS-KEY ( "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation" ) )	
3	TITLE-ABS-KEY ( "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation" )	4,967 document results
2	TITLE-ABS-KEY ("land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing-buyer, willing-seller" OR "Accelerated resettlement programme" OR "DUAT" OR "Land use and benefit rights" )	1,280 document results
1	TITLE-ABS-KEY ("Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer" )	5,553 document results

## Academic Search Complete Search Results

<u>Search</u> <u>ID#</u>	Search Terms	Search Options	Actions
S10	S4 AND S9	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (597) <u>View Details</u> <u>Edit</u>
S9	S5 OR S6 OR S7 OR S8	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (77,855) <u>View Details</u> <u>Edit</u>

S8	AB "Namibia"	Limiters - Published Date: 19900101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (4,316) <u>View Details</u> <u>Edit</u>
S7	AB "Mozambique"	Limiters - Published Date: 19750101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (5,457) <u>View Details</u> <u>Edit</u>
S6	AB "South Africa"	Limiters - Published Date: 19940101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (60,078) <u>View Details</u> <u>Edit</u>
S5	AB "Zimbabwe"	Limiters - Published Date: 19800101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (10,725) <u>View Details</u> <u>Edit</u>
S4	S1 OR S2 OR S3	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (4,641) <u>View Details</u> <u>Edit</u>
S3	AB "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation"	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (1,951) <u>View Details</u> <u>Edit</u>
S2	AB "land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing- buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights"	<b>Search modes -</b> Boolean/Phrase	View Results (369) View Details Edit
S1	AB "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer"	Search modes - Boolean/Phrase	

#### Africa Wide Search Results

Search ID#	Search Terms	Search Options	
S13	S6 OR S8 OR S10 OR S12	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (1,270) <u>View Details</u> <u>Edit</u>
S12	S5 AND S11	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (106) <u>View Details</u> <u>Edit</u>
S11	AB "Namibia"	<b>Limiters</b> - Year Published: 1990- 2018 <b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (7,368) <u>View Details</u> <u>Edit</u>
S10	S5 AND S9	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (82) <u>View Details</u> <u>Edit</u>
S9	AB "Mozambique"	<b>Limiters</b> - Year Published: 1975- 2018 <b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (9,316) <u>View Details</u> <u>Edit</u>
S8	S5 AND S7	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (758) <u>View Details</u> <u>Edit</u>
S7	AB "South Africa"	<b>Limiters</b> - Year Published: 1994- 2018 <b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (96,918) <u>View Details</u> <u>Edit</u>
S6	S4 AND S5	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (510) <u>View Details</u> <u>Edit</u>
S5	S1 OR S2 OR S3	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (4,035) <u>View Details</u> <u>Edit</u>
S4	AB "Zimbabwe"	<b>Limiters</b> - Year Published: 1980- 2018 <b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (17,661) <u>View Details</u> <u>Edit</u>
S3	AB "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation"	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (1,433) <u>View Details</u> <u>Edit</u>
S2	AB "land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing- buyer, willing-seller" OR "Accelerated resettlement	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (296) <u>View Details</u> <u>Edit</u>

	programme" OR "DUAT" OR "Land use and benefit rights"		
S1	AB "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer"	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (2,768) <u>View Details</u> <u>Edit</u>

## Political Science Complete Search Results

Search ID#	Search Terms	Search Options	Actions
S10	S4 AND S9	Search modes - Boolean/Phrase	<u>View Results</u> (231) <u>View Details</u> <u>Edit</u>
S9	S5 OR S6 OR S7 OR S8	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (9,782) <u>View Details</u> <u>Edit</u>
S8	AB "Namibia"	Limiters - Publication Date: 19900101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (742) <u>View Details</u> <u>Edit</u>
S7	AB "Mozambique"	Limiters - Publication Date: 19750101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (1,244) <u>View Details</u> <u>Edit</u>
S6	AB "South Africa"	Limiters - Publication Date: 19940101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (6,530) <u>View Details</u> <u>Edit</u>
\$5	AB "Zimbabwe"	Limiters - Publication Date: 19800101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (1,782) <u>View Details</u> <u>Edit</u>

S4	S1 OR S2 OR S3	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (1,451) <u>View Details</u> <u>Edit</u>
S3	AB "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation"	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (573) <u>View Details</u> <u>Edit</u>
S2	AB "land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing- buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights"	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (130) <u>View Details</u> <u>Edit</u>
S1	AB "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer"	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (849) <u>View Details</u> <u>Edit</u>

## Econ Lit Search Results

<u>Search</u> <u>ID#</u>	Search Terms	Search Options	Actions
S10	S4 AND S9	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (115) <u>View Details</u> <u>Edit</u>
S9	S5 OR S6 OR S7 OR S8	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (5,940) <u>View Details</u> <u>Edit</u>
S8	AB "Namibia"	Limiters - Published Date: 19900101- 20181231 Search modes - Boolean/Phrase	<u>View Results</u> (229) <u>View Details</u> <u>Edit</u>
S7	AB "Mozambique"	Limiters - Published Date: 19750101- 20181231 Search modes - Boolean/Phrase	<u>View Results</u> (611) <u>View Details</u> <u>Edit</u>
S6	AB "South Africa"	<b>Limiters -</b> Published Date:	<u>View Results</u> (4,613) <u>View Details</u> <u>Edit</u>

		19940101- 20191231 <b>Search modes</b> - Boolean/Phrase	
S5	AB "Zimbabwe"	Limiters - Published Date: 19800101- 20191231 Search modes - Boolean/Phrase	<u>View Results</u> (820) <u>View Details</u> <u>Edit</u>
S4	S1 OR S2 OR S3	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (1,427) <u>View Details</u> <u>Edit</u>
S3	AB "land right*" OR "land property right*" OR "land law*" OR "land act" OR "land polic*" OR "land regulation"	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (627) <u>View Details</u> <u>Edit</u>
S2	AB "land struggle" OR "land question" OR "land seizures" OR "land grab" OR "land invasion" OR "White farm invasions" OR "land demands" OR "Expropriation without compensation" OR "Confiscation without compensation" OR "Willing- buyer, willing-seller" OR "Accelerated resettlement programme" OR DUAT OR "Land use and benefit rights"	<b>Search modes -</b> Boolean/Phrase	<u>View Results</u> (64) <u>View Details</u> <u>Edit</u>
S1	AB "Land reform*" OR "land tenure reform" OR "land redistribution" OR "land re-distribution" OR "land expropriation" OR "land confiscation" OR "land resolution" OR "land restitution" OR "land reclaiming" OR "land repossess*" OR "land compensation" OR "land occupation" OR "land appropriation" OR "land reallocation" OR "land reimbursement" OR "land resettlement" OR "land transfer"	<b>Search modes</b> - Boolean/Phrase	<u>View Results</u> (821) <u>View Details</u> <u>Edit</u>

#### Sabinet Search Results

71 results, from (Abstract contains 'land reform') **AND** (Abstract contains 'Zimbabwe') (Content contains 'Research Publications')

206 results, from (Abstract contains 'land reform') **AND** (Abstract contains 'South Africa') (Content contains 'Research Publications')

5 results, from (Abstract contains 'land reform') **AND** (Abstract contains 'Namibia') (Content contains 'Research Publications')

3 results, from (Abstract contains 'land reform') **AND** (Abstract contains 'Mozambique') (Content contains 'Research Publications')

# Annexure D Grey Literature Search Strategy and Results

Grey literature Search Strategy & Results		
Search Sources	Results	
Government knowledge	426	
<ol> <li>Department of International Relations &amp; Corporations (former DFA)</li> </ol>	1	
<ol> <li>Department of Cooperative Governance &amp; Traditional Affairs</li> </ol>	1	
3. Department of Environmental Affairs	2	
<ol><li>Department of Planning Monitoring &amp; Evaluation</li></ol>	360	
<ol><li>Department of Rural Development &amp; Land Reform</li></ol>	49	
6. National Treasury	7	
<ol><li>Department of Human Settlement</li></ol>	6	
Civil society knowledge	41	
1. Hearings	22	
2. Fora	10	
3. Roundtables	9	
Organisational websites	154	
1. Association for Rural Advancement	17	
2. Inter African Phytosanitary Council	2	
3. Land Bank	1	
<ol><li>National Agricultural Marketing Council</li></ol>	1	
5. SA Sugar Association	2	
6. Surplus People Project	5	
7. AgriSA	1	
8. HSRC	5	
9. PLAAS	66	
10. Land Rights Management Board	18	
11. Water Research Commission	0	
12. Consortium of International Agricultural Research Centers	6	
13. Food & Agricultural Organization	8	
14.NEPAD	0	
15.OECD	7	
16.World Bank	6	
17.Oxford Research Encyclopedia	9	
Total	621	

## **Grey literature Search Strategy & Results**

# **Grey literature Search Strategy & Results**

Search Sources	Results
Government knowledge	426
<ol> <li>Department of International Relations &amp; Corporations (former DFA)</li> </ol>	1
<ol> <li>Department of Cooperative Governance &amp; Traditional Affairs</li> </ol>	1
10. Department of Environmental Affairs	2

11. Department of Planning Monitoring & Evaluation	360
12. Department of Rural Development & Land Reform	49
13. National Treasury	7
14. Department of Human Settlement	6
Civil society knowledge	41
4. Hearings	22
5. Fora	10
6. Roundtables	9
Organisational websites	154
18. Association for Rural Advancement	17
19. Inter African Phytosanitary Council	2
20. Land Bank	1
21. National Agricultural Marketing Council	1
22. SA Sugar Association	2
23. Surplus People Project	5
24. AgriSA	1
25.HSRC	5
26.PLAAS	66
27. Land Rights Management Board	18
28. Water Research Commission	0
29. Consortium of International Agricultural Research Centers	6
30. Food & Agricultural Organization	8
31.NEPAD	0
32.OECD	7
33. World Bank	6
34.Oxford Research Encyclopedia	9
Total	621

# Annexure E Data Extraction Tool

#### LAND REFORM EVIDENCE MAP: DATA EXTRACTION TOOL

Unique identifier:	LR-AL/GL
PDF and this Word Doc	☐ I have saved both the Word Document and the PDF with the
saved with identifier:	correct identifier and author name, year, title on Google Drive.
Person coding:	
Date:	
Person checking:	

1. Administrative information		
1.1 Study title		
1.2 Publication year		
1.3 Author(s)	Last name, initial. (et al)	
1.4 Type of evidence	Academic journal article	
	Research report (e.g. HSRC, CSIR, unpublished academic paper)	
	Government report	
	Report from local NGO/civil society organisation (e.g. SACities)	
	Evaluations	
	Expenditure reviews	
	Other: Please state	

# Step 1

Include	INCLUSION CRITERIA	Exclude
	TARGET COUNTRIES	
	The study covers at least one of our target	
	countries:	
	1. South Africa	
	2. Zimbabwe	
	3. Mozambique	
	4. Namibia	
	5. Colombia	
	6. Brazil	
	7. Malaysia	
	8. Indonesia	
	TYPE OF REPORT	
	1. Academic article	We exclude the following types of
	2. Grey literature	reports / publications:
	3. MA/PhD	- Newspaper atticles
		- Blogs
		- Books & book chapters
		- Hons thesis

Before you start applying this tool to extract data, quickly double-check the following items. **If the study does not meet any one of the below**, it should **NOT** be included in our evidence map and you can stop screening:

# Step 2

Next, we will extract key information from each included study. It is important that this information is extracted consistently across studies and that we interpret concepts in the same way. Please do not attempt to **read each study**, you are only looking for the information required to populate the below table. The average time you spent on a typical study should range between **20-25 mins**.

2. Country /Population			
2.1 Country(ies)	South Africa	International:	
State country and/or			
province	Province: Gauteng KZN Western Cape Limpopo Free State Northern Cape Eastern Cape North-West Mpumalanga	State countries: Zimbabwe Mozambique Namibia Columbia Brazil Malaysia Indonesia	
2.2 Type of beneficiaries (stick to what the studies says)	<ul> <li>Women</li> <li>Youth (18-35)</li> <li>Small-holder (subsistence) f</li> <li>Medium-holder farmers</li> <li>Large-scale (commercial) fa</li> <li>Indigenous (SA)</li> <li>Indigenous (international)</li> <li>Poor / disadvantaged / vulne</li> <li>Other:</li> <li>Race (only if SA)</li> <li>African</li> <li>Coloured</li> <li>Indian</li> <li>White</li> </ul>	urmers	
2.3 Publication date	□ 1980-84 □ 1985-89 □ 1990-94 □ 1995-99 □ 2000-04 □ 2005-09 □ 2010-14 □ 2015-onwards		
3. Land reform characteristics			
3.1 Type of reform	Restitution		

*Definition*: "Land Restitution, which involves returning / restoring land (or otherwise compensating victims) lost since 19 June 1913 because of racially discriminatory laws". "Giving back the same land (or other compensation for it) that was taken historically"). It is about redress. Restoration of right in land, or equitable redress

## **Redistribution**

*Definition:* To provide poor people with (equitable) access to land. It can be about giving land to people (through land acquisition grant) that can be productive. It is not about the historically taken land but about the demand for land by current landless. It also can be about commercial land being released for black commercial farming used. Fairer access to land for the previously excluded who demand land.

# **Tenure**

*Definition:* It is giving people rights and security to land. Rules of tenure define the allocation of property rights and access rights in terms of use, control, transfer of land, responsibilities and restraints. Here people usually live on the land already but don't have ownership.

## Land use management

*Definition:* Land use management deals with processes by which land is developed; usage of land is defined; and, issues of land are regulated. This can include:

- Rezoning
- Subdivision
- Development of previously undeveloped land.
- Subdivision and consolidation of land parcels

NB: Don't confuse with the outcome of land use by beneficiaries!

#### Land administration

Functions of land administration such as surveying and mapping, land registration and land valuate. Study needs to be <u>primarily</u> about these admin functions. Admin issues within existing programme fall under the relevant 'Good administration column'.

The process of determining, recording, and disseminating information about ownership, value and use of land when implementing land management policies (<u>UNECE 1996</u>).

	<ul> <li>Post-settlement support</li> <li>This is about appropriate forms of post-settlement support AFTER the reform has happened to beneficiaries. These must be integral to the reform itself. Examples of these supports are: <ul> <li>Water allocation</li> <li>Extension services</li> <li>Financial support system</li> <li>Can include admin functions (eg tracking beneficiaries)</li> </ul> </li> </ul>
3.2 Spatiality	<ul> <li>Urban</li> <li>Rural</li> <li>Mixed</li> <li>Environmentally-sensitive land</li> </ul>
	Not specified

4. Evidence Needs		
4.1 Does the study cover any	Spatial justice	
of the key values of land	Example: Equity and Justice, Change in inequalities / ownership	
reform?	patters as an outcome, Decolonisation	
	Copy & past text here:	
	<b>Transformation</b> Example: Socio-econ (poverty reduction, food security, economic growth), Urban property markers, Housing	
	Copy & past text here:	
	Sustainability Example: Climate change, ecological sensitive areas, protected areas, ethical economies, future economies Copy & past text here:	
	Alternative ways of thinking about reform and its value / changing values (think beyond)	
	Example: Redress, dignity taking, different value system. / Dual home / shared economies	
	Copy & past text here:	

4.2 Does the study cover any issues of <b>systems / models</b> of land reform?	Separation of land ownership from water rights Example:
	Copy & past text here:
	<b>Separation of land ownership from mineral rights</b> Example:
	Copy & past text here:
	<b>Rural tenure models &amp; property rights</b> Example:
	Copy & past text here:
	<b>Urban tenure models &amp; property rights</b> Example:
	Copy & past text here:
	<b>Agriculture land reform model</b> Example:
	Copy & past text here:
4.3 Does the study cover issues related to	<b>State-driven models</b> Example: Expropriation with / without compensation
compensation, acquisition, and financing models?	Copy & past text here:
	Market-driven / private sector models Example: Land markets, PPPs, Willing buyers, willing sellers, land prices, value tax
	Copy & past text here:
	<b>Other models</b> Example: Land donations
	Copy & past text here:

4.4 Does the study cover the question of <b>what land / land for what</b> ?	Categories of owners / where does land come from Example: state-owned, churches Copy & past text here:
	Current land usage (spatial quality) Example: agriculture / non-agriculture Copy & past text here:
	Who demands land? Example: Individual/communal Copy & past text here:
4.5 Does the study cover any	Institutional arrangements
issues of governance of land reform?	Example: Harmonisation of legislation, Legal issues, Inter- governmental / inter-agency cooperation
	Copy & past text here:
	<b>Stakeholder consultation</b> Example: Traditional authorities, Churches Farming associations
	Copy & past text here:
	<b>Policy development (design &amp; implementation)</b> Example: Policy experimentation, M&E, beneficiary selection
	Copy & past text here:
4.6 Does the study cover any issues related to <b>land reform outcomes</b> ?	Empirical Assessment of reform outcomes? [What outcomes]
	<ul> <li>Macro impacts</li> <li>Food security / agri productivity</li> <li>Spatial transformation</li> <li>Environmental</li> <li>Socio-economic</li> <li>Unintended outcomes</li> </ul>

	Copy & past text here:
	Who benefits from the reform?
	Assessed beneficiaries Unintended beneficiaries
	Copy & past text here:
5. Other comments/remarks	
5.1 Interesting conclusion &	
recommendations:	
5.2 Please add any other comments and observations	
here:	

# Annexure F Reference list of included studies

#### **Reference list of included studies**

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