

# **Land Reform and Resettlement in Zimbabwe:**

## **Proposal for a Cooperative Agreement with the Land Tenure Center, University of Wisconsin-Madison**

by

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### **ABSTRACT**

This proposal outlines the broad details of a Cooperative Agreement between USAID/Zimbabwe and the Land Tenure Center of the University of Wisconsin to provide technical assistance, training, capacity building and research in support of Zimbabwe's Land Reform and Resettlement Program II (LRRP II). A budget totaling just under US\$1.5 million over a three-year period has been agreed upon. The bulk of these funds will be used to provide support for studies, training and technical assistance activities. The remaining amount (US\$300,000) is programmed for the BASIS CRSP<sup>1</sup> to support collaborative research and capacity building activities. Both sub-programs will be contained in one grant to the Land Tenure Center (LTC) which will be responsible for all subcontracting activity. LTC will subcontract to manage the project in partnership with a Zimbabwean institution with a strong policy study capability, and the program will be reviewed annually by a Project Management Committee on which relevant agencies in Government and civil society are represented. USAID/Global is expected to provide further financial support through its contribution to the BASIS CRSP. Cost sharing is also being provided by U.S. collaborating institutions working under the CRSP. Work is anticipated to commence in or around September 1999 and continue through August 2002.

### **I. Introduction**

An International Donors Conference on Land Reform and Resettlement was convened from 9-11 September 1998, attended by representatives of donor countries, international organizations, non-Governmental organizations (NGOs), civil society organizations (CSOs), farmers' organizations and other stakeholders. At the conference, donors unanimously endorsed the need for land reform and resettlement

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<sup>1</sup> USAID's worldwide Broadening Access and Strengthening Input Market Systems (BASIS) Collaborative Research Support Program (CRSP) managed by the Land Tenure Center, University of Wisconsin-Madison.

in Zimbabwe for purposes of poverty reduction, economic growth and stability. The Conference, through a joint Communique, committed to a 24-month Inception Phase aimed at accomplishing the following (UNDP):

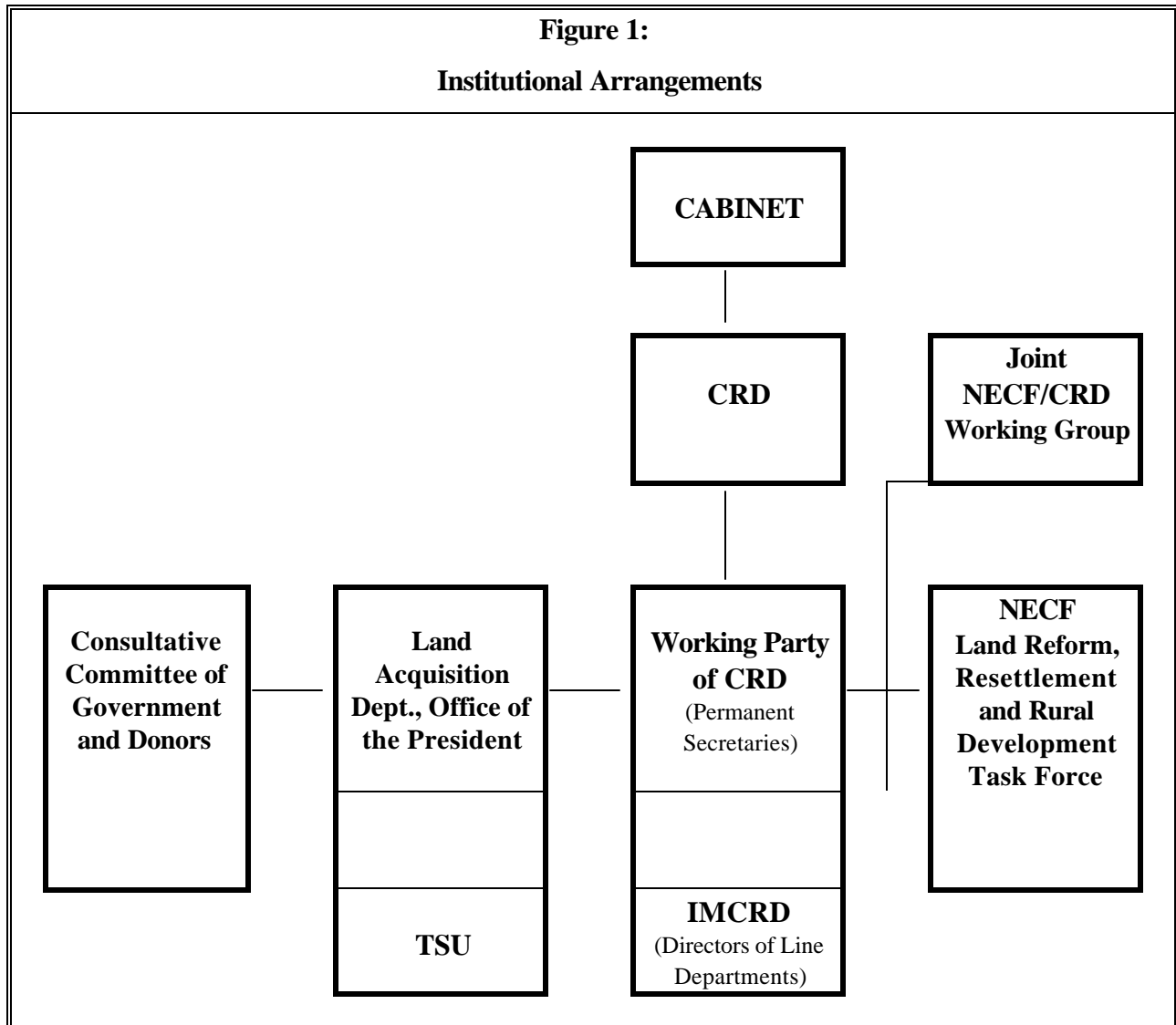
- Immediately implement resettlement beginning with the 118 farms on offer,
- Implement current GOZ resettlement models and provide opportunities for testing alternative approaches,
- Provide opportunities to test alternative land distribution methods,
- Undertake ongoing monitoring during the Inception Phase with an evaluation at the end,
- Integrate the LRRP II into the national macro-economic policy and poverty alleviation plans. Policy reforms would include the introduction of an agricultural land tax, streamlining subdivision regulations and operationalizing improved land tenure arrangements,
- Undertake consultations with stakeholders and learn from external experiences,
- Provide equal access and ownership of land by men and women and involve women in planning and implementation,
- Implement the program in a transparent, fair and sustainable manner with regard to the law, and to broad stakeholder and beneficiary participation, and
- Organize and manage the LRRP II in ways that include consultations and partnerships of the GOZ with all stakeholders, beneficiaries and civil society (including the National Economic Consultative Forum, Commercial Farmers' Union, Zimbabwe Farmers' Union, Indigenous Commercial Farmers' Union, women's organizations and other non-Governmental organizations).

Since the Donors Conference, the Government of Zimbabwe (GOZ) and donors have been proceeding with plans to define areas of support for the Inception Phase of the LRRP II. The UNDP, in its project document *Technical Support to the Inception Phase of the LRRP II* (1 March 1999), is assisting the GOZ with establishing a Technical Support Unit (TSU) with funding from the Netherlands, Norway, Sweden, and the U.S. The World Bank has recently approved a US\$5 million Learning and Innovation Loan (LIL) with the GOZ to support new and innovative approaches to land reform and resettlement.

Based on discussions between the GOZ and donors, the Inception Phase will focus on: (i) implementing improved GOZ models of land reform and resettlement, (ii) implementing complementary (market-assisted) approaches, (iii) policy development, and (iv) capacity building. The target for the Inception Phase is 1 million ha of land located in areas contiguous to congested communal areas redistributed to disadvantaged persons over a two-year period.

## II. Organizational Framework for Coordinating the LRRP II <sup>2</sup>

The UNDP is working with the GOZ to develop the institutional arrangements for the Inception Phase of the LRRP II. Its proposed institutional framework for managing broad consultation and partnerships between Government and stakeholders is presented in Figure 1.



<sup>2</sup> This section is substantially extracted rather than paraphrased from the UNDP document, *Support to the Inception Phase of the Land Reform and Resettlement Programme II, 4<sup>th</sup> draft*, as it represents the outcome of negotiations with Government and donors. It is subject to change as the program progresses.

**Acronyms:**

NECF = National Economic Consultative Forum

CRD = Cabinet Committee on Resettlement and Rural Development

TSU = Technical Support Unit

TAT = Technical Advisory Team

IMCRD = Inter-Ministerial Committee on Resettlement and Rural Development

Source: UNDP, *Technical Support to the Inception Phase of the Land Reform and Resettlement Programme II*, 1 March 1999.

The framework invites communities, the private sector, farmers' unions and civil society to participate as stakeholders in the LRRP II. Existing consultative mechanisms such as the National Economic Consultative Forum, through its Task Force on Land, will be utilized. In addition, a Consultative Committee of the Government and Donors willing to contribute to the program has been established to elaborate specific implementation and funding arrangements for both the Inception Phase and the longer term.

Under current plans, it is proposed that management responsibility would rest with the Technical Support Unit (TSU) to be established and housed in the Office of the President. The TSU will report to, and be supervised by, the Working Party of the Inter-Ministerial Committee on

**Box 1:****Terms of Reference, Technical Support Unit**

1. Prepare and disseminate the Donors Conference on Land Reform proceedings.
2. Coordinate the preparation of the Inception Phase Program document and other working and discussion papers and ensure their timely production.
3. Establish the regulatory framework for the development of project proposals and their implementation (rules, LRRP policy proposals, appraisal and review).
4. Provide backstopping for Land Reform Models prepared by government, NGO and other stakeholders (institutional proposals, sector-specific proposals, project proposals, innovative non-state proposals).
5. Facilitate resource mobilization for project proposals.
6. Coordinate and conduct public information activities and program-wide external relations through information dissemination, seminars, meetings, public consultations, press briefings and training.
7. Coordinate stakeholder consultation.
8. Establish monitoring and evaluation mechanisms and conduct regular monitoring and timed evaluation of the Inception Phase implementation process.
9. Design administrative and financial procedures for the long-term implementation of the LRRP.
10. Coordinate the modification/refinement of the LRRP plan (Expansion Phase) in the light of experiences gained during the Inception Phase.
11. Commission short- and long-term studies on key land reform issues and ensure the quality of their outputs.

12. Act as a secretariat to the CRD.
13. Carry out day-to-day administrative and financial management of project-related activities.

Source: UNDP, *Technical Support to the Inception Phase of the Land Reform and Resettlement Programme II*, 1 March 1999, p. 9.

Resettlement and Rural Development (IMCRD).<sup>3</sup> Under the auspices of the IMCRD, the TSU will support the GOZ in formulating and implementing the Inception Phase of the LRRP II. Technical advisory services will be provided by an independent team of technical [Zimbabwean] experts (the Technical Advisory Team – TAT). Tasks and responsibilities of the TSU and TAT are outlined in Boxes 1 and 2. Further refinement of the institutional framework between the GOZ and donors is anticipated once the TSU becomes operational within the next few months.

### **Box 2:**

#### **Terms of Reference - Technical Advisory Team**

1. Provide technical advice on developing and refining the design of the Inception Phase program.
2. Provide technical advice to the TSU in establishing the regulatory framework for developing project proposals and their implementation.
3. Provide technical advice in preparing projects to be implemented by Government ministries, communities, private sector and NGOs.
4. Advise various stakeholders, the NECF Land Task Force and NGOs on how to develop collaborative implementation mechanisms and subsequent project proposals for the Inception Phase.
5. Advise on coordinating and reporting to the Consultative Committee of Government and Donors on Land.
6. Develop monitoring, evaluation and impact analysis methodologies.
7. Provide advice in establishing effective management mechanisms for the Inception Phase and for longer-term LRRP II implementation.
8. Provide technical inputs to the modification/refinement of the LRRP II Expansion Phase.
9. Review specific aspects of land reform (e.g., promotion and regulation of alternative models, land taxation, and subdivision policy).

<sup>3</sup> Comprised on the ministries of Lands and Agriculture, Local Government and National Housing, Rural Resources and Water Development, National Affairs, Employment Creation and Cooperatives, Finance, Mines, Environment and Tourism, Transport and Energy, and the National Economic Planning Commission.

10. Coordinate and commission studies on various land reform topics, such as developing methodologies for the comparative assessment of various land redistribution models, actual analysis of the relative efficiencies of selected resettlement schemes, review of land market trends, etc.
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Source: UNDP, <i>Technical Support to the Inception Phase of the Land Reform and Resettlement Programme II</i> , 1 March 1999, p. 10.
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The TSU is still being established. The TAT, in the absence of the TSU, has proceeded with drafting the Inception Phase Framework Plan which was approved by Government in April 1999.

Donors, including USAID, have committed themselves to supporting this organizational framework through direct support for the TSU, and with additional financing for policy development, monitoring and evaluation, and adaptive research. Other donors may decide to assist the LRRP II with direct support for land acquisition, resettlement costs and implementation of alternative models. The TSU, when established, would be responsible for coordinating donor-supported activities to minimize duplication and gaps.

### **III. Generalized Complementary Model of Land Reform and Resettlement**

Government and donors within the current land policy debate are discussing two general models of land acquisition and resettlement:

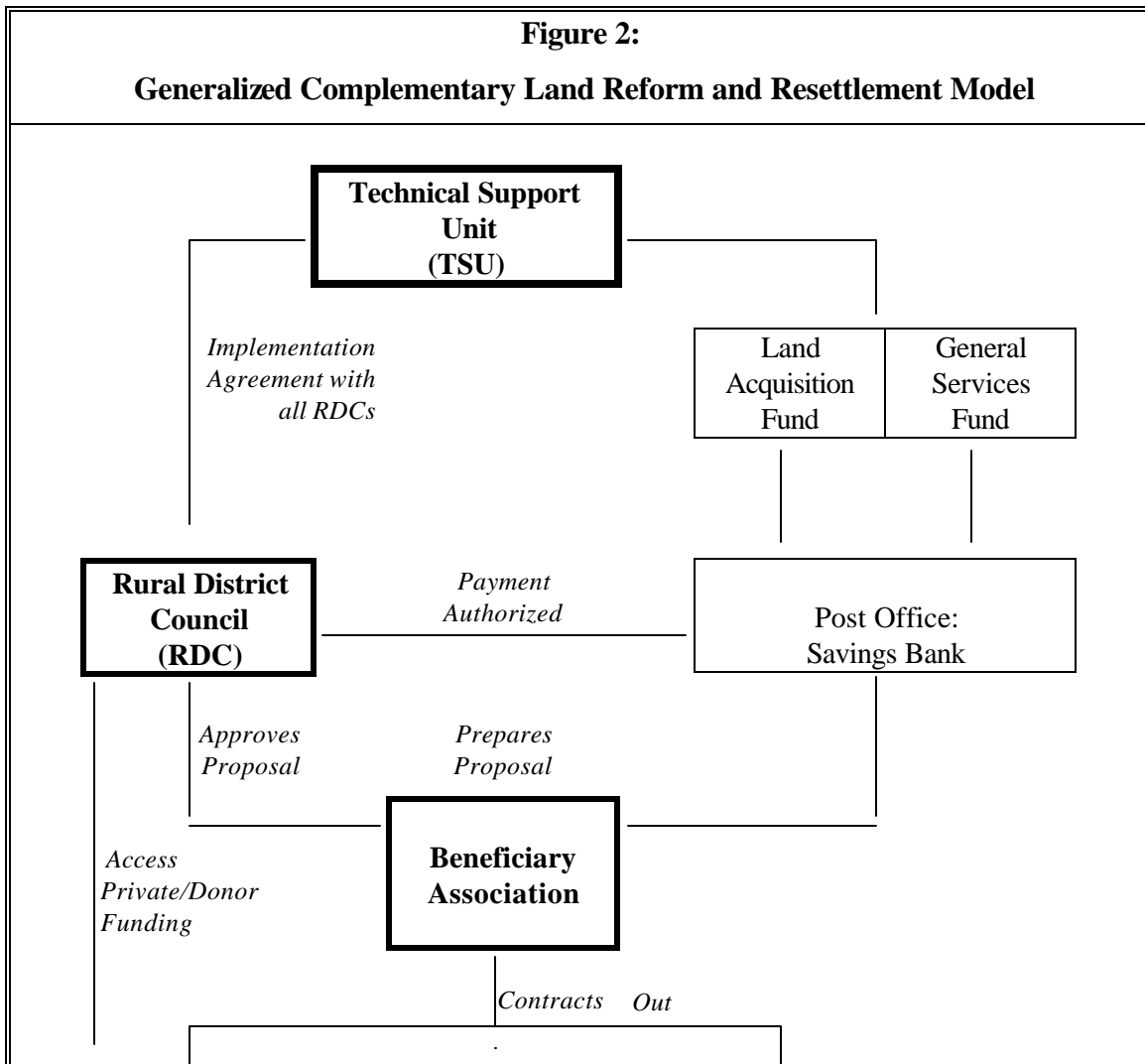
1. Administered (Government) Approaches, and
2. Complementary (Market-Assisted) Approaches.

Much controversy and ambiguity has been associated with the term “*improved*” in Zimbabwe’s land reform debate. Government sometimes has used the term to denote that the models now being proposed by Government are substantively and substantially different than those used in the past (details shortly). Donors sometimes use the term to denote their choice of new and innovative approaches to land reform and resettlement. To avoid such ambiguities, the term “*improved*” is not used here; instead, the more conventional terms, Government-administered and market-assisted, are employed in this document.

While the Government in 1. above proposes implementing a number of significant changes compared with the past, Government agencies nonetheless plan and administer resettlement activities using centralized planning and top-down processes. Under this approach, Government typically acquires land with funding from the Land Acquisition Fund based on legal principles established in the Land Acquisition Act. Beneficiaries are selected from beneficiary lists and resettled in formal resettlement schemes using the General Services Fund.

The Inception Phase of the LRRP II is supposed to test alternative models of land acquisition and resettlement, and to monitor and evaluate their results for timeliness, cost-effectiveness and performance. A joint donor and Government mission organized by the World Bank in November 1998 conceptualized a general model, diagrammed in Figure 2, for consideration. While specific models will differ in structure and detail, they are expected to share two common characteristics -- decentralization and greater decision-making by beneficiaries in choice of land acquisition and resettlement services -- based on the following principles:

- Beneficiary organizations are responsible for assisting beneficiaries in identifying land for purchase, negotiating land sales and assisting with land settlement.
- Beneficiaries would be selected from beneficiary lists, based on established eligibility criteria, maintained and updated by Government. Special priority and consideration would be given to farm workers at risk of lost employment on farms to be acquired under the program.
- Beneficiary organizations could include, but are not restricted to, local authorities, Government ministries and departments, the private sector, individual farmers and farmers' associations, women's groups, churches, and other NGOs and CSOs.
- The Beneficiary organization would be responsible for preparing and submitting a proposal on behalf of an individual or group of beneficiaries, including names of beneficiaries and the land seller or sellers, negotiated price, title clearance and resettlement plan to the Rural District Council (RDC) for consideration and approval.





- Beneficiary organizations may subcontract specific tasks for provisions of land adjudication, surveying, title searches, registration, preparation of trusts, provision of social services and provision of physical infrastructure, as the case may be, to a certified contractor.
- The RDC would either approve the proposal or recommend changes based on pre-established guidelines and performance criteria set by the TSU. Once a proposal is approved, the beneficiary organization is accredited, and a request is made to the TSU for review and recommendation for funding.
- The TSU is responsible for developing and supporting implementation agreements with all RDCs. Funds for this purpose are released by the TSU from the Land Acquisition Fund or General Services Fund, as approved in the proposal, to the respective Post Office/Savings Bank or other designated and certified financial institution.
- The RDC is responsible for authorizing payment to the beneficiary organization for project implementation from either the Land Acquisition Fund, General Services Fund or private or donor funds, as the case may be.
- Beneficiary organizations will need to comply with stringent monitoring and auditing requirements. Poor execution of a resettlement project might justify technical support from the RDC, disqualification from additional funding or disaccreditation for program purposes.

This framework is evolving. Much work remains to be done by the GOZ, donors and the TSU in designing the rules, procedures and policy for coordinating land transfers across proposals. The problem is further complicated by the tightness of funding for land purchase in the Land Acquisition Fund.

Nevertheless, this approach is sufficiently flexible to apply to a wide range of land acquisition and resettlement models, and benefits from a number of advantages: decision making is decentralized to the RDCs; land acquisition and resettlement is more demand-driven; and beneficiaries have greater choice in site location and development.

The details of the framework for implementing complementary approaches to land reform continue to evolve in interactions among Government, donors and civil society. Nevertheless, the model in Figure 2 gives a good starting point for conceptualizing how complementary approaches to land reform and resettlement might be implemented alongside more traditional (administered) models.

## **IV. Government Approaches to Land Acquisition and Resettlement**

### **A. Land Acquisition**

The GOZ in its New Policy Framework (GOZ, June 1998) states its intent to redistribute 5,000,000 ha to 91,000 beneficiary households under the LRRP II, with the land being acquired according to the following criteria:

- ⇒ Derelict land
- ⇒ Underutilized land
- ⇒ Multiple farms owned
- ⇒ Foreign-owned land
- ⇒ Land contiguous to communal areas

Stakeholder-based land identification committees would supervise land acquisition for reporting to Parliament and for publication in the Government Gazette. Landholders have the opportunity to submit objections to the legality of the acquisition or the appropriateness of the acquisition under the land identification criteria.

Land for redistribution can be acquired in three ways as provided in the Land Acquisition Act:

*Land Designation.* Land is designated for a specified period of up to ten years, during which time the Government would compulsorily acquire the land with compensation based on land valuation.

*Compulsory Acquisition.* Refers to the compulsory purchase of identified land by Government within 12 months of serving notice.

*Willing-seller – Willing-buyer.* Refers to market-based land purchases through the exercise of right of first refusal by Government.

Land designation would primarily be used for derelict land. The GOZ has indicated its preference for compulsory acquisition, but will also continue to acquire land on the market using its right of first refusal. None of these mechanisms is new.

## **B. Land Resettlement**

The GOZ in its Policy Framework (June 1998) proposes improving resettlement models and tenure innovations to increase land tenure security and improve resettlement performance. It is anticipated that these innovations will be implemented during the Inception Phase of the LRRP II, but will be funded out of the Government budget. Two specific innovations – modified resettlement models and tenure reforms – are noteworthy:

**1. Resettlement Models.** (These replace the former model A, B, C, and D schemes).

**Model A<sub>1</sub> schemes** (Targeted area: 2,470,000 ha; 68,314 beneficiaries). This model is based on a village settlement concept in which 20-25 families constitute one village.<sup>4</sup> A rural service center (clinics, schools, grinding mills, shops, and public offices) is established for about 20 villages or 500 households. Settler households are allocated individual arable land but share village facilities, common grazing land, woodlots and water points. Target beneficiaries are the landless and poor in

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<sup>4</sup> Consideration is being given to several variants of the A<sub>1</sub> scheme: a village-based scheme as described here, and a mini-scheme involving few settlers and less investment in village infrastructure.

over-crowded areas and retrenched farm-workers who opt for resettlement. Land allocations per settler household vary depending on Natural Region (NR): 3-6 ha for residential and cropping uses, and 24-180 ha for grazing areas. Beneficiaries and other stakeholders, according to Government, would be involved in the planning process.

**Model A<sub>2</sub> schemes** (800,000 ha; 15,827 beneficiaries). Settler households are allocated one consolidated farm unit for cropping, residential, grazing and woodlot uses. The resettlement scheme would comprise several such farm units and the scheme would be provided with basic services and infrastructure. Allocations per settler household would be NR II – 50 ha, NR III – 150 ha, and NRs IV and V – 300 ha. Target beneficiaries will be selected from people with demonstrated competency in farming, but require assistance in mobilizing the resources for small-scale commercial farming. They must be prepared to reside on the land or demonstrate ability to hire a manager, and have developed a financially viable and sustainable five-year farming program. A<sub>2</sub> farms would be advertised widely in the national media and at all provincial and district offices.

**Three-Tier model** (1,730,000 ha; 2,811 beneficiaries). Settler households would be allocated 180 ha to be used as follows: 3 ha for residential and agricultural uses; and 177 ha pooled into communal grazing utilized in three tiers. The first tier comprises a cluster of villages with arable land and social services. The second tier is the nearby grazing area where each benefiting household keeps livestock units for day-to-day use. The third tier comprises grazing area for commercial purposes. Targeted beneficiaries are poor and landless families in the drier areas, particularly in Matabeleland.

**Communal Area Reorganization Model.** This model applies to decongested Communal Areas. Land allocation would be the same as Model A<sub>1</sub> as they apply to NRs II, III, and IV.

**Irrigation Schemes Model** (0 ha; 4,050 beneficiaries). Wherever dams are constructed, land would be made available in order to settle households willing to engage in irrigated farming. Land allocation per settler household would depend on recommended farming systems with requirements ranging from 1-10 ha. The farming unit may include grazing rights. Each household would be allocated an irrigable plot and a residential unit separately.

The GOZ intends to develop agricultural land use plans indicating individual farms and communal grazing allocated across all models. The first level of services provided would be basic infrastructure, such as demarcation, survey of land, water supply, access roads and first-season crop packs. The second level of services would be schools, clinics and service centers. Administrative costs associated with planning, demarcation and subdivision, survey and registration of the title to land would be recovered from settler households through appropriate administrative fees.

## **2. Tenure Reforms**

The GOZ's New Policy Framework (GOZ, June 1998) articulates a number of new tenure reforms:

- Under A<sub>1</sub>, the family is immediately eligible for a 99-year lease over homestead and arable land. Leases may be upgraded to freehold title within ten years.

- Under the Three-Tier model, each family is offered a lease over homestead and arable land with an option for title within ten years.
- Under A<sub>1</sub> and the Three-Tier schemes, the community jointly owns the ranching land; group titles would be granted to beneficiary households in respect of grazing land. Title is transferred to the community under such legal arrangements as a condominium, company or trust. The freehold title to arable and residential land would entitle its holder to grazing rights held under the group title.
- Under A<sub>2</sub>, each family is offered a lease with an option for a title deed within ten years. Those failing to fulfill the development requirement of the lease would be evicted and replaced by other deserving candidates. Settlers would be able to purchase the parcel, and convert the lease to freehold, after ten years of settlement.
- Title would be registered in the name of both spouses. Where the sale of the freehold interest is to be effected, the consent of both spouses must be sought before ownership is transferred.

### **C. Improvements**

Three aspects of the GOZ policy framework offer significant improvements and/or innovations compared with past practices:

1. Settlers may choose communal tenure or be immediately provided long-term leaseholds, based on individual or group registration. Leaseholds are convertible to freehold after ten years. The GOZ has expressed clear intent to upgrade tenure security on new and past schemes.
2. A<sub>1</sub>, A<sub>2</sub>, and Three-Tier models represent significant departures from previous models. The changes are intended to improve scheme performance, but remain untested.
3. New variants of the A<sub>1</sub> model (mini-A<sub>1</sub>) are being considered to reduce fixed resettlement costs.

The Government models seek to speed up land delivery by starting infrastructure investments on land already acquired by Government, and by increasing community participation in the decision-making process. The GOZ already has several schemes planned and/or under implementation; the land has been acquired and the resettlement is progressing, but settlers lack support for start-up grants, infrastructure investments and technical assistance. Government does not object to decentralizing implementation and powers of approval to the RDCs. These procedures are the same as those already agreed upon as part of the World Bank's Community Action Program. However, until specific procedures or guidelines for implementing schemes by Government have been released, it is difficult to speculate on the extent to which the program would be either more client-driven or speedier than past resettlement methods and processes.

## V. The Challenge and LTC Approach

### A. The Challenge

Zimbabwe is at a critical juncture in the development of its agrarian reform strategy and land policy. Important issues concerning the design and implementation of the LRRP II will need to be addressed in the near future if the Inception Phase is to move rapidly forward. *The National Policy Framework* (FAO, November 1998 draft) identifies a number of important areas where the LRRP II could use additional support. Zimbabwe's economic problems underscore the need to adopt a strategy that not only resolves Zimbabwe's unequal land distribution, but also restores investor confidence and achieves sustainable increases in agricultural and economic growth.

Given GOZ and donor uncertainties over the timing, scale and approach to land reform and resettlement, it is difficult to forecast precisely the type of support that the LRRP II will need, even several months into the future. However, regardless of the approach taken and the time schedule followed, the program will face a number of important questions:

- What is the appropriate land policy framework in terms of land subdivision, taxation, land markets, land information and land use planning?
- What new approaches can GOZ develop that effectively transcend the centrally planned and managed large-scale resettlement models of the past in ways that increase tenure security and achieve speedier land reform?
- What alternative models to land reform and resettlement, including market-assisted models, should be facilitated and piloted?
- What criteria and processes are used to identify, target and mobilize program beneficiaries? How can the goal of resettling the poor and disadvantaged be met while achieving productive and sustainable land use?
- What mix of property regimes (leasehold, freehold, communal property) are appropriate for different areas and groups?
- How can resettlement models be structured or modified to resolve problems of free riding, moral hazard, absentee land ownership and land underutilization that plague land resettlement experiences, at least in the short to medium-term?

While these issues have been under discussion for some time, there is a great need for better information on facts relevant to these issues, and for more thoughtful review of the questions by experts familiar with the comparative experience. The holders of the land redistributed, and all land in Zimbabwe, should be able to manage that land within a supportive policy environment.

By the end of the Inception Phase, the GOZ will need to assess the effectiveness of all models in terms of cost-effectiveness and speed. An assessment of productivity and sustainability will also be needed in the longer-term, but the Inception Phase is too short a time period to enable collection and analysis of meaningful indicators of program impact.

## **B. Land Tenure Center**

USAID and the University of Wisconsin have over three decades created a strong capability in these policy domains at the Land Tenure Center (LTC) at the University of Wisconsin-Madison. The Center proposes building on this comparative advantage by assisting in the planning and implementation of the Inception Phase of LRRP II with an interactive program of studies, consulting, training, study travel, policy workshops, research, and monitoring and evaluation.

The Center has carried out multi-year programs of this nature with collaborating local institutions in Uganda and Mozambique in recent years, and in both cases the projects have contributed importantly to fundamental changes in land policy and new land legislation. In the course of those and other projects, the Center has developed an effective three-pronged model for policy research and development involving collaboration among:

1. The Center, as a provider of comparative expertise on policy issues and research, and contributor of advanced skills in the design of policy studies, applied research and training, based on its extensive international experience;
2. Local institutions (local universities, consulting firms, NGOs and CSOs) engaged in studies, policy development and stakeholder representation, and providing expertise on the local context and local staff to implement programs; and
3. A Government agency or institution charged with the key responsibility for policy development and planning in the area of land and agrarian reform. This agency is typically both a co-producer and consumer of project outputs.

The model has substantial advantages over classic policy dialogue between donors and Government because it creates a process by which donors, Government and other concerned stakeholders explore issues and learn together. Common conclusions are reached through the medium of applied research and discussions facilitated by collaborating Zimbabwean institutions and LTC.

## **VI. Proposal**

### **A. Project Objectives**

The Land Tenure Center will work in partnership with a Zimbabwean counterpart institution, tentatively the Centre for Applied Social Sciences (CASS) at the University of Zimbabwe. It will seek through this Partnership to interact effectively with individuals and institutions within Government, such as the NECF's Joint Task Force on Land and the Technical Support Unit, and within civil society, including beneficiary and stakeholder organizations. It will assist them by providing information on comparable experiences in other countries and information from consultancies and studies funded under the project in Zimbabwe. It will achieve these outcomes by working together with Zimbabwean counterparts (e.g., the NECF, TSU, Department of Lands and local counterparts) to design appropriate strategies and solutions in support of the LRRP II. Effective collaboration will be ensured through the work of a Project Management Committee, on which concerned institutions will be represented.

### **B. A Project Partnership**

The Land Tenure Center will operate in a close and mutually supportive relationship with a local policy research institution. The Land Tenure Center is discussing details of such a Partnership with the Centre for Applied Social Sciences at the University of Zimbabwe. CASS and LTC have worked in a collaborative mode on several occasions over the past ten years, including existing collaboration under the BASIS Regional Program, and this Partnership would further strengthen this relationship. CASS has a long history of distinguished policy studies, and has been an important contributor to the policy-making process. The purpose of this Partnership is to take advantage of the existing expertise within CASS and its network of experts both within and outside the University, but equally to strengthen CASS and other involved institutions. It is anticipated that LTC will subcontract with CASS. CASS will both directly carry out work under the subcontract and, where advantageous, further subcontract work to outside individuals and other institutions, including NGOs and other civil society organizations. CASS is being asked to hire new staff who would have this project as their primary responsibility and LTC will not proceed with the subcontract until it is clear that adequate staff resources will be devoted to the project. A project vehicle has been budgeted for work-related transportation of sub-contractors as well as the Advisor and consultants, both in Harare and in the field.

### **C. Collaboration Model**

The three-pronged model of collaboration has been explained above.

The intent is to base this project at CASS within the University of Zimbabwe, not only because this will increase the credibility of the work product, but also because this positioning will facilitate work with all sectors of Zimbabwean society. To ensure effective cooperation and coordination with both GOZ institutions and CSOs involved in land reform, the Project will have a Management Committee, chaired by the responsible project officer at CASS. Its membership will include representatives of the LTC, Ministry of Lands and Agriculture, the Southern African Regional Institute for Policy Studies (SARIPS), USAID/Zimbabwe, and the TSU, with the possible additions of other local organizations, as may be warranted, including involved NGOs. This Committee would receive copies of the annual reports prepared for USAID and would review and approve, with USAID, the annual workplans for the project submitted by the Partnership.

On the Government side, the mechanism by which the Partnership will negotiate its participation in meeting the needs of these departments will be through participation in the NECF's Land Task Force. The Partnership will need to coordinate and cooperate with a wide range of GOZ institutions, including the sub-Cabinet structures of the Working Party of the Cabinet Committee on Resettlement and Rural Development, the Land Acquisition Department of the Office of the President and Cabinet and its Technical Support Unit, and with the Department of Lands and Technical Services within the Ministry of Lands and Agriculture, among others.

On the civil society side, it is anticipated that the Partnership will work with several institutions. This seems prudent given the diversity of the tasks to be accomplished and the heavy demands upon the time of some key local experts. The Partnership would focus on working with those institutions upon which GOZ is relying for research and policy development advice and with institutions that have important roles in formation of beneficiary groups or representation of stakeholders. Possible linkages are with research institutes at the university, research and training institutes outside the university, consulting firms, other quasi-official entities and CSOs. CASS is able to subcontract with civil society organizations and utilize their staff in its activities.

The Partnership will select and subcontract with collaborating local institutions for particular activities as the need arises, according to their comparative advantages and taking into consideration the preferences of the relevant program stakeholders. The Project would aim to build the capacity of these institutions, rather than simply drawing down on their expertise, and provide them with a sense of full participation in the project. To that end, they as well as Government staff would be included in training opportunities.

#### **D. LTC Role and Contributions**

The role of LTC in the project would include several elements.

##### ***1. LTC Senior Advisors***

LTC will manage the program with a U.S.-based Project Manager, who will also function as one of two senior experts on the project. One would be a lawyer, the other an economist. John Bruce is proposed for the first position, Michael Roth for the second. Bruce would commit 2.5 months a year to the project (1 management and 1.5 substantive), while Roth would commit 1 month a year (all substantive). Bruce, as the overall Project Manager, will manage contracting, training activities, consultancies, inputs on study design, travel study, workshops and interaction with USAID/Zimbabwe. Both Bruce and Roth would advise on legal and economic dimensions of the land policy framework, assist in training programs and participate substantively in selected studies as prioritized in collaboration with counterpart institutions. A graduate student will be employed on a one-third time basis as a Project Assistant to assist in project administration, literature searches, and data analysis. To help build capacity in this area, the project will seek to hire a Zimbabwean student already accepted by UW to assume this assistantship.

##### ***2. Resident Field Advisor***

This proposal budgets resources for a post-doctoral technical expert, the Resident Field Advisor, who would reside in Zimbabwe. This Advisor would be selected for strong skills in planning policy studies and land policy analysis. The Advisor would play multiple roles. The first is the provision of expertise and specific skills to policy studies and the policy making and implementation process. Equally important is a liaison role between LTC, CASS, other involved institutions and USAID. Regular communication and coordination will be critical to the success of the project. The presence of the Resident Field Advisor will maximize project effectiveness by facilitating efficient communication and coordination among all program stakeholders and participants, both in-country and with LTC project management staff in the U.S. Specific tasks and responsibilities for this Advisor, will be worked out in consultation with CASS and the Project Management Committee. But, in general terms, it is anticipated that the Advisor will:

- Assist in the development and implementation of studies, workshops and training programs and ensure that their focus and timing is consistent with LRRP II needs and priorities.
- Coordinate between U.S. consultants, local counterparts, contracting agencies, GOZ agencies and other program stakeholders in developing and negotiating terms of reference for technical assistance work, managing local finances and subcontracts, as needed, and ensuring timely delivery and quality of work.
- Communicate with the various donor-funded programs to develop joint activities involving cost sharing that are of mutual interest.

- Assist the development of programs to inform CSO groups and beneficiary organizations of program rules and procedures for accepting and approving proposals under complementary and Government-administered land resettlement models through workshops and personal communications.
- Provide technical support for proposal development, particularly to any CSOs and beneficiary organizations receiving USAID assistance.
- Periodically report, in collaboration with the CASS Director, to USAID and the Project Management Committee (PMC) on the status of project achievement, providing information on agreed upon results indicators on a timely basis (see Section VIII.).

Resources have been budgeted for local housing, utilities, a vehicle driver and residential staff for this Advisor. The final TOR for this position and the selected candidate will be reviewed with USAID and the PMC before hiring.

### ***3. Consultants***

LTC will contract external consultants with broad international experience to work on specific issues of concern to the LRRP II including, *inter alia*, the policy framework, farm subdivision, land taxation and records of land rights. The TSU is anticipated to have funds for short-term consultancies. Similarly, other donor funding for studies related to the policy framework is also anticipated. It is thus important that LTC have the flexibility to cost-share with other donors and local institutions, both to minimize overlap and capture synergies that may develop. The challenge will be in providing timely support, coordinating program activities, collaborating with local institutions and managing uncertainty in what is currently a very fluid environment.

LTC anticipates funding two to three consultancies each year at the outset, declining to 1-2 consultancies per year by the project's end. It is anticipated that some consultants will come from LTC and the University of Wisconsin, while others will be "outside" consultants, including recognized experts from other countries in the region.

These consultants are intended to provide support and backstopping for local counterpart researchers and to manage their collaboration with local researchers so as to help achieve the capability building objectives of the project.

### ***4. Degree Training***

The land reform planning process in Zimbabwe has been heavily dependent upon the efforts of a few Zimbabwean land reform/land tenure experts. The creation of the next generation of such experts is a major concern. Provision has been made of funding for degree training in the U.S. for one person beginning in the second year of the project.

## **E. Illustrative Project Activities**

While the evolving needs of GOZ and civil society actors require that the project maintain great flexibility, some anticipated activities can be noted:

### ***1. Focused Policy Studies***

The Partnership will contract with local researchers for collaborative studies of key policy and implementation issues. These would be tightly focused on the illumination and resolution of problems in planning and implementing land policy reform and resettlement programs. There will be a need for short-term (3-6 months) studies on key issues. Possible subjects include existing formal and informal markets in land and land rights, reform beneficiaries' tenure needs, institutions and authority for land management in the communal areas, and handling of the labor force of commercial farms acquired for redistribution. These studies would be carried out in collaboration with local institutions, largely using their researchers. The time frame includes planning, write-up and policy seminars to review the results. Cost sharing might be possible in some cases where these institutions have independent funding for work on the topics concerned. It is anticipated that 2-3 such studies will be funded each year, initially. LTC consultants will collaborate with these research teams.

### ***2. Study Travel***

Study tours are often little more than tourism, in part, because far too little time and effort is invested in them. But LTC has used this tool effectively in the past to open up new vistas for policy-makers. It requires careful selection of opportunities, meticulous preparation on the site to be visited, arrangements for expert (not official) guidance during the visit and seminars before and after the trip. Not many trips are anticipated over the life of the project (perhaps three), but this mechanism should be available. Early in the project, the Partnership will organize and manage an assessment of the South African experience with market-assisted land reform by a Partnership study team. A subcontract between the local Partner and a South African institution will provide for the arrangements for this assessment with the collaborating South African institution.

### ***3. Training***

The Lands Directorate and other institutions involved in the LRRP II have staff who would profit from short-term training. LTC proposes to use a variety of models, but will rely heavily on a model of short-term in-country training developed by LTC and the Programme for Land and Agrarian Studies, University of Western Cape. This involves a two-week program, generally held in or near a provincial capital, working with a mixed group of 20-25 trainees from central Government, provinces and districts, and members of concerned NGOs and CSOs working on land reform. The program builds capacity in policy analysis and mixes various training methods such as lectures, role-playing, panels and debates, and a weekend village-level reality check. The training would be organized by a local institution under a subcontract and would involve both LTC and local instructors. LTC anticipates funding or co-funding one such training program each year. LTC will also use some of the training funding to allow a few key actors to attend international conferences and training programs overseas.

### ***4. Workshops***

The LTC will contract with local institutions for workshops for Government agencies and the concerned CSOs. LTC project staff and consultants will participate in the workshops together with local experts. Such workshops would seek to expand understanding of particular problems or issues, and of the mechanisms for implementation of the land reform and land policy reform initiatives. The workshops would provide fora for interaction between officials and representatives of CSOs. Such workshops would be a primary mechanism for the Partnership to interact with CSOs, including beneficiary organizations and other stakeholder groups.

### ***5. Supporting Development of Alternative Land Reform Models***

Various donor agencies will be developing alternative land reform models for submission to the TSU. The Partnership cannot and should not attempt to coordinate model design with all donors in this regard. However, it should be possible to advise and support selected alternative approaches to be decided upon with the GOZ and local collaborators, including but not limited to:

- Assisting the GOZ with development and implementation of market-assisted land acquisition and administered land resettlement.
- Working with the Zimbabwe Farmers' Union, Indigenous Commercial Farmers' Union or Commercial Farmers Union to identify and develop possible reform models for land delivery.
- Working with Women's organizations, NGOs and PVOs to identify and develop alternative beneficiary-led models for land acquisition and settlement.

One possible model concerns the USAID-supported CAMPFIRE program. CAMPFIRE has a history of assisting beneficiary communities in capturing economic benefits from improved natural resource management. The GOZ in the past has declined offered farms for resettlement on grounds that the land is unsuitable for intensive agricultural resettlement. Expanding CAMPFIRE's domain to land reform and resettlement would open opportunities for CAMPFIRE to use its expertise in mobilizing beneficiaries and expanding economic opportunities for rural families in Natural Regions III, IV and V that lie outside the domains of intensive agriculture.

The CAMPFIRE model, as it is currently operating, is quite consistent with the general model proposed in Figure 2. The CAMPFIRE Development Fund financed by USAID is designed to provide support for rural infrastructure, services and capacity building. Funds may be (and currently are) accessed by CAMPFIRE members based on proposals submitted to, and approved by, the RDCs. Further meetings need to be held to discuss possible areas of collaboration and cost sharing.

### ***6. Study of Deed Transactions***

There is one ongoing study that LTC will take over from the BASIS CRSP land activity currently being funded by USAID's Global Bureau. Starting in 1998, the BASIS CRSP began funding a program monitoring deed transactions carried out by Ruvimbo Chemedza<sup>5</sup> and Lovemore Rugube of the Department of Agricultural Economics, University of Zimbabwe. For 1996, the researchers documented all deed transactions nationwide to identify between whom transactions were occurring, buyer and seller characteristics, site characteristics and financial arrangements. The 1996 survey indicated roughly 575 transactions nationwide, involving some 750 land transactions, mainly by advantaged households. The researchers feel that the number of transactions began to increase in 1998 in anticipation of the LRRP II, and will increase further in 1999 with implementation of the Inception Phase.

Monitoring of these deed transactions is important for a number of reasons. First, land redistribution from commercial farmers to settlers will require a change in the transfer of deeds from Government to

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<sup>5</sup> Currently serves on the Land Reform, Resettlement, and Rural Development Task Force denoted in Figure 2.

individual settlers, beneficiary associations, groups (in the case of group title), etc. Second, it is anticipated that the private land market over time will contribute to the goals of the LRRP II as the land market is liberalized. Third, GOZ interests in upgrading the land rights of past scheme beneficiaries to titled status would mean even greater numbers of deed transfers.

It is proposed that researchers at the University of Zimbabwe continue this effort for 1998 and 1999. The study can provide unique longitudinal insights into land reform impacts. It is envisioned in the current BASIS CRSP proposal that these households identified in the census would be targeted for more intensive study of land use, productivity and private land market activity. This more intensive study would be done under the rubric of the BASIS CRSP, and would be carried out with the support of Global Bureau and mission funding, as described below.

### **F. Contracting and Accountability**

The relationships sketched out above will evolve over time. The role of many of the institutional players in Zimbabwe is not yet clear, including the critical arrangement for devolution to the district level. Within the donor community, it is not yet clear how each donor sees its role, how each will seek to integrate its new work on land issues with its ongoing development activities and how far each will be willing to work within a collaborative framework agreed upon by Government and the donor community. Under these circumstances, it is important that the project have the flexibility to respond to new realities.

For this reason, LTC proposes that USAID fund this partnership effort in support of the LRRP II through a mission Cooperative Agreement with LTC. This is an extremely flexible instrument. It will allow reasonable adjustments in strategy, tactics and budget through the agreement of USAID/Zimbabwe and LTC. Planning would be carried out through an annual work plan, on which the parties would need to agree, but which would also be subject to revision by simple agreement of the parties. LTC will provide brief quarterly reporting of progress and financial statements, and a comprehensive and cumulative annual report as a basis for the next annual planning period. The initial work plan will be submitted within 60 days of the commencement of the project, and will cover the remainder of the current fiscal year and the next fiscal year, through the end of September 2000. A mid-term financial audit of the project by an independent auditor is also provided for in the budget.

For LTC project financial and contract administration, resources have also been budgeted for one month each per year of secretarial and program administration support, and for an informatics manager to assist with a variety of information needs.

LTC will, in addition, implement a monitoring and evaluation program for the project in accordance with the relevant indicators under USAID/Zimbabwe's "Enhanced Participation" Strategic Objective, and will frame its annual reporting in reference to these indicators (see Section VIII. below).

## **VII. BASIS CRSP**

### **A. Management**

LTC proposes that US\$300,000 of the funds within this Agreement be allocated to the BASIS CRSP, a program sponsored by USAID's Global Bureau to encourage collaboration between U.S.-based and developing country researchers. The Management Entity for BASIS is at LTC, and is directed by Michael Roth. Pauline Peters is the CRSP's Southern Africa Regional Program Coordinator. John Bruce

of LTC would be the Principal Investigator (PI) for the BASIS Zimbabwe Program, as well as the LTC Project Manager. It is hoped that this will facilitate a dynamic and mutually supportive relationship between technical assistance and research activities. Zimbabwean co-PIs will be added once negotiations proceed on research content and administration. Michael Roth will participate as one of the principal researchers on the activity.

Under CRSP rules, 25% of all U.S.-based expenses under the CRSP must be matched by participating U.S. institutions. This would enable the project to benefit from the CRSP's cost sharing provisions, usually in the form of U.S.-based salaries. In addition, funds provided by the mission can be combined with core CRSP funds at levels determined annually by the BASIS CRSP Management Entity enabling further cost sharing.

The mission has made clear its expectation that USAID's Global Bureau will continue its funding for the BASIS/Zimbabwe research program in exchange for the US\$300,000 contribution by USAID/Harare. Such pooling of funds would help deepen the research in Zimbabwe and forge a stronger synergy between the mission and USAID's Global Bureau in Washington, D.C. Since the BASIS earmark is set annually, the mission has indicated its intent that only US\$100,000 be earmarked for the first year of the program. The second US\$100,000 would be earmarked for BASIS in the second year, only upon demonstration of continued tangible Global Bureau support for the Zimbabwe program. The same procedure would apply for the third year. This provision would be the responsibility of LTC to enforce.

From the point of view of the Office of Sponsored Research at the University of Wisconsin-Madison (UW), the USAID mission would sign one Agreement with LTC. LTC, in turn, would establish two accounts – a LTC/Zimbabwe account and a LTC/BASIS/Zimbabwe account. LTC and UW would provide unified financial and progress reporting for both accounts.

## **B. BASIS/Zimbabwe**

The BASIS CRSP Southern Africa program currently funds research on changing patterns of use and rights in land and water in five countries in the southern Africa region, including Malawi, Mozambique, Namibia, South Africa and Zimbabwe. The CRSP *modus operandi* is highly collaborative between southern African and U.S.-based researchers and research organizations in the design and implementation of research programs. It is proposed to manage the research in partnership with CASS, through a subcontract as in the case of technical assistance activities. It is hoped that locating both subcontracts in the same institution will facilitate synergies between technical assistance and research.

The aims of BASIS/Zimbabwe are to:

1. Provide rigorous, in-depth analysis to policy-makers and other relevant stakeholders (Government agencies, NGOs, CSOs, Beneficiary Associations, donors, etc.) on the workings of land, water, financial and employment markets and their interactions.
2. Strengthen research capacity in national, regional and U.S. organizations.

The proposed BASIS/Zimbabwe activity would follow the same procedures as the global BASIS CRSP model of a jointly designed work plan submitted to the BASIS Technical Committee in May of each year. This workplan would be shared with both USAID/Zimbabwe and the Project Management Committee for

their comments and advice on priorities and relevance to LRRP II. The BASIS Technical Committee will, however, have the final say regarding the content of the program and the researchers who participate in it.

Based on discussions with potential collaborators in Zimbabwe, many see the need for longitudinal research to study the effects of the LRRP II over time, with a specific focus on communities in communal and resettlement areas, and farmworkers on redistributed farms. Possible issues for the research include:

- Investigate and evaluate different modes of resettlement including the selection of beneficiaries, the process of resettlement, patterns of use of land, water and common property, and the process of institutional development among settlers (to arrange work, off-farm employment, credit, dispute resolution, etc.).
- Study how marketing centers and networks emerge and/or are specifically developed by administrative bodies.
- Compare sites where (small-scale) irrigation facilitates intensive agriculture with other agricultural sites, and with sites where settlers gain a large proportion of their livelihood from non-farm uses of natural resources, such as wildlife.

One aim of the research is to establish baseline studies on key issues to enable careful monitoring of the resettlement scheme over the grant period and beyond. This is a critical task to enable study of developing uses of land and other resources, new institutional arrangements regarding the allocation, transfer and use of land, water and other resources, relative productivity of different users, and the distributive and equity issues in access to and use of resources.

The research program will focus on the policy needs of the LRRP II. However, unlike the shorter-term studies funded under the above technical assistance activities, the CRSP will emphasize longer term research to enhance the quality of information feeding into the land policy framework, facilitate LRRP II monitoring and evaluation, and strengthen the capacity of researchers and research organizations in Zimbabwe.

A BASIS/Zimbabwe Planning Workshop was held at Mazvikadei July 26-27, involving both U.S.-based and Zimbabwean researchers. It has identified some preliminary priorities, including the longitudinal, in-depth study of co-managed resettlement involving substantial beneficiary initiative, at perhaps three sites, including both sending and receiving areas. There was a strong interest in issues of mobility, and the institutional and structural changes that result from such shifts. There was an equally strong sense of a need to explore the relationship between access to land and water resources in the resettlement process, and how the separate policy processes on land and water can be better linked. These themes will be further developed in a series of research circle meetings in Harare arranged by the Partnership, once funding is secured.

LTC will provide quarterly and annual progress and financial reports on BASIS/Zimbabwe activities to USAID and the Project Management Committee according to the same schedule as the reporting on the overall project.

## **VIII. Monitoring and Evaluation**

USAID/Zimbabwe is incorporating support for Zimbabwean land reform into its new Country Strategic Plan (CSP) for the period FY 2000-2005 under its new new “Enhanced Participation” Strategic Objective (SO).

This project is expected to contribute to the achievement of this SO through its three Intermediate Results (IRs). These IRs are: 1) improved civil society organizations’ (CSOs’) representation of citizens at national and local levels; 2) more effective and accessible selected national Government institutions; and 3) local authorities more capable and open to local citizen input.

These results will be accomplished by enhancing the effectiveness and accessibility of both national and local land reform institutions, and improving the quality of CSO participation in LRRP II policy formulation, planning and implementation. LTC’s work under this agreement aimed at promoting an informed, highly transparent and broadly consultative approach toward LRRP II policy formulation, planning and implementation among central and local Government and other concerned stakeholders will assist in the achievement of these objectives.

Indicators of performance at the SO level, and at the level of each IR, are depicted in Figure 3 and detailed in Annex 1 of this proposal. The indicators at different levels measure the intensity and breadth of CSO engagement with national and local Government agencies. They also measure the extent to which beneficiary organizations and support groups are able to effectively participate in the LRRP II based on implementation of both market-assisted and Government-administered approaches to land reform and resettlement.

Certain indicators such as the number of CSO proposals processed by the TSU (2.2.2), the percentage of CSO proposals approved by the TSU (3.4), and the number of RDCs submitting proposals (3.5) will be documented as a routine part of the TSU’s management system. The Resident Field Advisor will be responsible for securing these data, working in collaboration with the LIL-supported Monitoring and Evaluation (M&E) Officer within the TSU.

Other indicators will require panel methods. RDCs have the autonomy to implement certain land reform and resettlement activities without the approval of central Government or the TSU. Under the World Bank LIL, RDCs may approve land reform proposals less than US\$50,000 without approval of the TSU. Unless M&E methods implemented by the TSU actively seek to capture RDC approvals, there is risk of under-estimating the number of proposals being prepared and submitted. Hence, data on the number of CSOs submitting proposals to RDCs will either be collected by the LIL-funded M&E effort, or LTC will subcontract locally to obtain this information from a panel of RDCs (1.3) via phone interviews or site visits. Measurement of CSO perceptions (1c), and index of accessibility (2.2.1) at the national level will require brief questionnaires being completed by a panel of CSOs. Any evaluation of CSO perceptions of land reform institutions will be subcontracted to an autonomous local agency in order to ensure the objectivity of results. Monitoring and evaluation activities to complete this work will be covered by LTC out of funds budgeted within this Agreement.

## **IX. Budget**

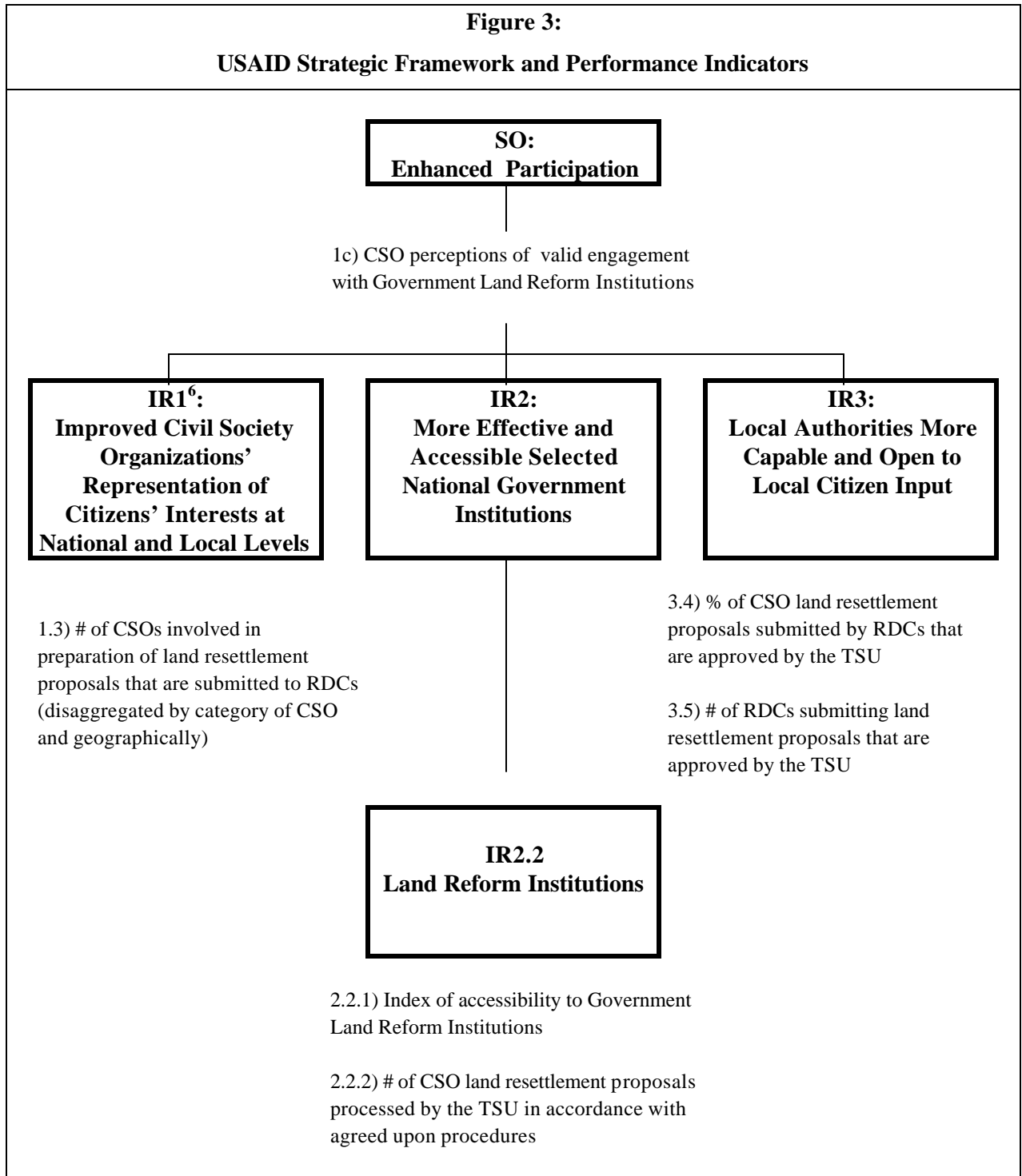
The total budget for this three-year activity is just under US\$1,500,000. An illustrative budget for each year of the project is provided below. The mission will provide funding in support of this activity, subject to the availability of USAID funds. It is herein understood that the US\$300,000 of bilateral mission funds

devoted to the BASIS CRSP under this activity will continue to be supplemented substantially on an annual basis by Global Bureau funds for as long as this BASIS/Zimbabwe relationship continues to exist.

The amounts to be subcontracted to a Zimbabwean collaborating institution or institutions are set out in the budget. For the TA activities, they represent 50% of the available funds. The BASIS funding is not similarly broken down, simply because the BASIS Technical Committee must approve any budget for these funds. As a result, UW can make no binding commitment on this aspect of this proposal at this time. However, the target is to commit over fifty percent of the BASIS funding to a subcontract with the Zimbabwean partner. This is consistent with levels in other BASIS programs. A budget for the BASIS/Zimbabwe work must be submitted to the BASIS Technical Committee by the U.S. and Zimbabwean Co-PIs.

## **X. Next Steps**

It is hoped that the commitment of funding for this proposal can be completed in September 1999. This would permit a visit to Zimbabwe by the LTC Project Manager in early October to negotiate contracts with the collaborating Zimbabwean institutions, to follow up on the BASIS Planning Workshop, to meet with the Project Management Committee, and to begin work on the first annual workplan. The Land Tenure Center's target for placing the Resident Field Advisor in Zimbabwe is one month after receipt of funding.



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IR = Intermediate Result

## **XI. Special Conditions**

If at any time that USAID/Zimbabwe determines that the LRRP II has ceased adhering to the letter and spirit of one or more of the Communiqué agreements cited in Section I. of this proposal (and included in full as Annex 2 of this proposal), USAID, in consultation with the Recipient, reserves the right to suspend or terminate any part or all of this Cooperative Agreement, until such time as it has been determined that that the offending actions have been corrected and/or ceased, as appropriate. If it is determined that continuation of all or part of the funding for the project should be suspended (i.e., temporarily halted), then USAID may, following notice to the Recipient, suspend this Cooperative Agreement in whole or part and prohibit the Recipient from incurring additional obligations chargeable to this Cooperative Agreement other than those costs specified in the notice of suspension during the period of suspension. If the situation causing the suspension continues for 60 days or more, then USAID may terminate this award on written notice to the Recipient and cancel that portion of the Cooperative Agreement which has not been disbursed or irrevocably committed to third parties at that time. Notification of any/all such decisions regarding this special suspension/termination clause will be provided to LTC in writing by the Regional Contracting Officer, based at USAID's Regional Center for Southern Africa (RCSA) in Gaborone, Botswana.

Land Reform and Resettlement in Zimbabwe:  
Work Plan Period October 1999 to June 2000  
Budget

	FY 1999- 2000 Cost	Count	Unit	Total Cost
<b>I. STAFF</b>				
a. Bruce	\$8,137	2.5	month	\$20,343
b. Roth	\$6,337	1	month	\$6,337
c. Overseas Incentive (OI)		10%	50% I.a.b.	\$1,334
d. Consultants <i>a</i>	\$300	75	day	\$22,500
e. Resident Field Advisor (RFA)	\$3,000	9	month	\$27,000
f. Project Assistant (1/3 time)	\$869	9	month	\$7,821
g. Administrative staff	\$3,500	1	month	\$3,500
h. Secretarial staff	\$2,250	1	month	\$2,250
i. Library and editorial staff	\$4,317	1	month	\$4,317
<b>Subtotal</b>				<b>\$95,402</b>
<b>II. BENEFITS AND ALLOWANCES</b>				
a. Professional staff	31.50%		I.a.b.c.g.i.	\$11,287
b. Classified staff	42.00%		I.h.	\$945
c. Post-doc	10.00%		I.e.	\$2,700
d. Graduate students	16.50%		I.f.	\$1,290.47
<b>Subtotal</b>				<b>\$16,222</b>
<b>III. HOUSING AND TRAVEL</b>				
a. International airfare	\$3,000	4	rt	\$12,000
b. International per diem	\$130 <i>b</i>	70	day	\$9,100
c. Living allowance for RFA <i>c</i>	\$1,250	9	month	\$11,250
d. Local per-diem RFA	\$98	50	day	\$4,900
e. Furniture				\$9,000
f. Taxis and other local travel				\$750
g. HHE freight and storage			I.e.	\$2,500
h. Visa, medical	\$150	5	traveler	\$750
<b>Subtotal</b>				<b>\$50,250</b>
<b>IV. OTHER DIRECT COSTS</b>				
a. Communications	\$100	9	month	\$900
b. Supplies	\$100	9	month	\$900
c. Library acquisitions				\$500
d. Computer and printer for RFA				\$3,000
<b>Subtotal</b>				<b>\$5,300</b>
<b>SUBTOTAL</b>				
				\$167,174
Indirect Cost Recovery	25.00%			\$41,793
<b>V. LOCAL SUBCONTRACTS</b>				
a. Local Admin (TA & CRSP subcontracts) <i>j</i>				\$7,100
b. Focused policy studies <i>f</i>				\$60,798
c. Travel study <i>g</i>				\$25,000
d. Workshops <i>h</i>				\$15,000
e. Training/short courses <i>i</i>				\$25,000
f. Vehicle purchase				\$42,500
g. Vehicle fuel, insurance and upkeep <i>d</i>				\$5,900
h. Vehicle driver (salary + benefits)				\$8,000
i. Deed transactions				\$25,000
j. M&E				\$10,000
k. Subcontract charge (25% of first \$25,000 per subcontract)				\$6,250

<b>Subtotal</b>				<b>\$230,548</b>
<b>TECHNICAL ASSISTANCE COSTS</b>				<b>\$439,515</b>
<b>BASIS CRSP</b>				<b>\$100,000</b>
<b>TOTAL PROGRAM COSTS</b>				<b>\$539,515</b>

#### October 1999 to June 2000 Budget – Footnotes

- a. AID maximum (450) discounted 1/3 for junior consultants.
- b. 60% Harare per-diem (\$190), plus 40% other cities per-diem (122), discounted 20% on assumption that visitors will use cheaper hotels.
- c. Rent (\$1,100) + utilities (\$60) + guard (\$50) + gardener (\$40).
- d. Repairs (\$3,600) plus insurance (\$300), plus fuel (\$1.5/gallon) x (15 miles/gallon) x (20,000 miles).
- e. Other cities per-diem (122) discounted 20% on assumption post-doc will use cheaper hotels.
- f. 2-3 studies. Includes time for Zimbabwean consultants working with US personnel (I.a-I.d), their travel, field research expenses, per-diems, and computer rental.
- g. Includes the international travel of 2-3 participants to South Africa plus the cost of subcontracting with facilitators in the country of destination.
- h. 3 per year
- i. 1 per year
- j. Local subcontracts + CRSP times 3% management fee.

Land Reform and Resettlement in Zimbabwe:  
Work Plan Period July 2000 to June 2001  
Budget

	FY 2000- 2001 Cost	Count	Unit	Total Cost
<b>I. STAFF</b>				
a. Bruce	\$8,462	2.5	month	\$21,155
b. Roth	\$6,590	1	month	\$6,590
c. Overseas Incentive (OI)		10%	50% I.a.b.	\$1,387
d. Consultants <i>a</i>	\$312	50	day	\$15,600
e. Resident Field Advisor (RFA)	\$3,120	12	month	\$37,440
f. Project Assistant (1/2 time)	\$1,356	12	month	\$16,272
g. Administrative staff	\$3,640	1	month	\$3,640
h. Secretarial staff	\$2,340	1	month	\$2,340
i. Library and editorial staff	\$4,490	1	month	\$4,490
<b>Subtotal</b>				<b>\$108,914</b>
<b>II. BENEFITS AND ALLOWANCES</b>				
a. Professional staff	31.50%		I.a.b.c.g.i.	\$11,738
b. Classified staff	42.00%		I.h.	\$983
c. Post-doc	10.00%		I.e.	\$3,744
d. Graduate students	16.50%		I.f.	\$2,685
<b>Subtotal</b>				<b>\$19,150</b>
<b>III. HOUSING AND TRAVEL</b>				
a. International airfare	\$3,120	3	rt	\$9,360
b. International per diem	\$135 <sup>b</sup>	70	day	\$9,450
c. Living allowance for RFA <i>c</i>	\$1,300	12	month	\$15,600
d. Local per-diem RFA	\$102	50	day	\$5,100
e. Taxis and other local travel				\$750
f. HHE freight and storage			I.e.	\$1,250
g. Visa, medical	\$150	5	traveler	\$750
<b>Subtotal</b>				<b>\$42,260</b>
<b>IV. OTHER DIRECT COSTS</b>				
a. Communications	\$100	12	month	\$1,200
b. Supplies	\$100	12	month	\$1,200
c. Audit (local firm)				\$10,000
d. Library acquisitions				\$500
<b>Subtotal</b>				<b>\$12,900</b>
<b>SUBTOTAL</b>				
				\$183,224
Indirect Cost Recovery	25.00%			\$45,806
<b>V. LOCAL SUBCONTRACTS</b>				
a. Local Admin (TA & CRSP subcontracts) <i>j</i>				\$5,775
b. Focused policy studies <i>f</i>				\$47,560
d. Workshops <i>h</i>				\$12,500
e. Training/short courses <i>i</i>				\$20,000
f. PhD training in the US				\$31,200
g. Airfare for PhD training in the US	\$3,120	1	rt	\$3,120
h. Vehicle fuel, insurance and upkeep <i>d</i>				\$6,189
i. Vehicle driver (salary + benefits)				\$8,320
j. Deed transactions				\$25,000
k. M&E				\$10,000
<b>Subtotal</b>				<b>\$169,664</b>
<b>TECHNICAL ASSISTANCE COSTS</b>				
				<b>\$398,694</b>
<b>BASIS CRSP</b>				
				<b>\$100,000</b>

<b>TOTAL PROGRAM COSTS</b>				<b>\$498,694</b>
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### July 2000 to June 2001 Budget – Footnotes

- a. 4% cost increase over 1999-2000 period.
- b. AID maximum (468) discounted 1/3 for junior consultants.
- c. 60% Harare per-diem (\$198), plus 40% other cities per-diem (126), discounted 20% on assumption that visitors will use cheaper hotels.
- d. Rent (\$1,144) + utilities (\$62) + guard (\$52) + gardener (\$42).
- e. Repairs (\$3,744) plus insurance (\$312) plus fuel (\$1.6/gallon) x (15 miles/gallon) x (20,000 miles).
- f. Other cities per-diem (127) discounted 20% on assumption post-doc will use cheaper hotels.
- g. \$25,000 per candidate plus \$5,000 for family in 1999 inflated by 4% for cost inflation.
- h. 2-3 studies. Includes time for Zimbabwean consultants working with US personnel (I.a-I.d), their travel, field research expenses, per-diems, and computer rental.
- i. 2-3 per year
- j. 1 per year
- k. local subcontracts + CRSP times 3% management fee.

Land Reform and Resettlement in Zimbabwe:  
Work Plan Period July 2001 to June 2002  
Budget

	FY 2001- 2002 Cost	Count	Unit	Total Cost
<b>I. STAFF</b>				
a. Bruce	\$8,800	2.5	month	\$22,000
b. Roth	\$6,854	1	month	\$6,854
c. Overseas Incentive (OI)		10%	50% I.a.b.	\$1,443
d. Consultants <i>a</i>	\$324	25	day	\$8,100
e. Resident Field Advisor (RFA)	\$3,245	10	month	\$32,450
f. Project Assistant (1/3 time)	\$940	10	month	\$9,400
g. Administrative staff	\$3,786	1	month	\$3,786
h. Secretarial staff	\$2,434	1	month	\$2,434
i. Library and editorial staff	\$4,670	1	month	\$4,670
<b>Subtotal</b>				<b>\$91,137</b>
<b>II. BENEFITS AND ALLOWANCES</b>				
a. Professional staff	31.50%		I.a.b.c.g.i.	\$12,207
b. Classified staff	42.00%		I.h.	\$1,022
c. Post-doc	10.00%		I.e.	\$3,245
d. Graduate students	16.50%		I.f.	\$1,551
<b>Subtotal</b>				<b>\$18,025</b>
<b>III. HOUSING AND TRAVEL</b>				
a. International airfare	\$3,245	3	rt	\$9,735
b. International per diem	\$141 <i>b</i>	50	day	\$7,050
c. Living allowance for RFA <i>c</i>	\$1,352	10	month	\$13,520
d. Local per-diem RFA	\$105	40	day	\$4,200
e. Taxis and other local travel				\$750
f. HHE freight and storage			I.e.	\$2,700
g. Visa, medical	\$150	4	traveler	\$600
<b>Subtotal</b>				<b>\$38,555</b>
<b>IV. OTHER DIRECT COSTS</b>				
a. Communications	\$100	12	month	\$1,200
b. Supplies	\$100	12	month	\$1,200
c. Library acquisitions				\$500
<b>Subtotal</b>				<b>\$2,900</b>
<b>SUBTOTAL</b>				
				\$150,617
Indirect Cost Recovery	25.00%			\$37,654
<b>V. LOCAL SUBCONTRACTS</b>				
a. Local Admin (TA & CRSP subcontracts) <i>j</i>				\$5,400
b. Focused policy studies <i>f</i>				\$47,370
c. Workshops <i>h</i>				\$10,000
d. Training/short courses <i>i</i>				\$15,000
e. PhD training in the US				\$32,448
f. Airfare for PhD training in the US	\$3,245	1	rt	\$3,245
g. Vehicle fuel, insurance and upkeep <i>d</i>				\$6,351
h. Vehicle driver (salary + benefits)				\$8,653
i. Deed transactions				\$25,000
j. M&E				\$10,000
<b>Subtotal</b>				<b>\$163,467</b>
<b>TECHNICAL ASSISTANCE COSTS</b>				
				<b>\$351,739</b>
<b>BASIS CRSP</b>				
				<b>\$100,000</b>

<b>TOTAL PROGRAM COSTS</b>				<b>\$451,739</b>
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### July 2001 to June 2002 Budget – Footnotes

- a. 4% cost increase over 2,000-2001 period.
- b. AID maximum (486) discounted 1/3 for junior consultants.
- c. 60% Harare per-diem (206), plus 40% other cities per-diem (131), discounted 20% on assumption that visitors will use cheaper hotels.
- d. Rent (\$1,190) + utilities (\$64) + guard (\$54) + gardener (\$44).
- e. Repairs (\$3,894) plus insurance (\$324) plus fuel (\$1.6/gallon) x (15 miles/gallon) x (20,000 miles).
- f. Other cities per-diem (131) discounted 20% on assumption post-doc will use cheaper hotels.
- g. \$25,000 per candidate plus \$5,000 for family in 2000 inflated by 4% for cost inflation.
- h. 1-2 studies. Includes time for Zimbabwean consultants working with US personnel (I.a-I.d), their travel, field research expenses, per-diems, and computer rental.
- i. 2 per year
- j. 1 per year
- k. Local subcontracts + CRSP times 3% management fee.