

## DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM STRATEGIC PLAN 2009-2012

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## STATEMENT BY THE MINISTER OF RURAL DEVELOPMENT AND LAND REFORM



Mr G Nkwinti  
Minister of Rural Development & Land Reform

Citizens of the industrialised countries may not readily recognise the continuing and growing importance of land and agrarian development, but in a world in which an estimated 45% of the population depend directly on the land for livelihoods, we know that the South African State is on the right development path as its Constitution directs that it should facilitate access to land on an equitable basis for all its citizens. A substantial majority of South Africans come from families who lead their lives in close affinity with agriculture. This makes land and agrarian development a logical starting point for pulling them out of the resilient grip of the globally continuing unemployment, poverty, deepening inequality and rural destitution.

The focus of the Ministry of Rural Development and Land Reform and its core contribution and response in the programme for the transformation of society in South Africa, is a rural development intervention that uses land and agricultural development as a solid foundation for food security and self-sufficiency. In a climate of growing economic depression, worldwide, land

remains the leading locus of refuge against pauperism and an age-old cornerstone, throughout the African continent, against destitution. It remains an unchanging springboard for sustainable household livelihoods and national employment.

### LAND REFORM, FOOD SECURITY AND RURAL DEVELOPMENT

Our land and agrarian reform programme is directed by the vision to realise definite results. We intend to make a clearly discernible impact on people whose lives have been structurally crippled through inhumane policies over decades. The transformation at the social and economic spheres of their lives has to be accompanied by improved equity in land ownership and household income. Our focus this year shall be to ensure sustainable land and agrarian reform that contributes to rural development, food security and improved quality of life in rural areas.



Our action shall include:

- Strengthening efforts in an integrated programme of rural development that produces improved quantitative and qualitative results through land reform and agrarian change;
- Strengthening the voice of rural South Africans, empowering poor communities and building the momentum behind land and agrarian reform through strategies that engender nation building and decent employment creating economic productivity;
- Create awareness about greater possibilities in the optimal and sustainable use of natural resources for successful rural development, through land and agricultural reform, that lay the foundation for rural industries that provide sustainable and labour-intensive growth;
- Find complementarities between large scale, capital intensive, environmentally damaging commercial agriculture and the unproductive small scale subsistence farming. We must work for a united agricultural sector that contributes to a vibrant rural economy. The land delivered through land reform must contribute to food security;
- Partnering strategically with commercial agriculture and private farming sector to promote broadened black economic empowerment, targeting the support of agricultural production and manufacturing in labour-intensive sectors;
- Achieving equity, redress, social justice and sustainable socio-economic development;
- Ensuring that adequate resources are available for rural development, land and agrarian change at the household level;
- Strengthening our partnership with key stakeholders in the land and agrarian sector;
- Vigorously implementing laws that protect the rights of farm workers and farm dwellers;
- Empowering vulnerable groups within the land and agrarian sector – particularly rural women and the youth;
- Integrating land rights and water rights into a



common programme;

- Improving the coordination and synergy between departments and all levels of government to ensure an integrated approach to land reform and rural development;
- Enhancing the participation of black entrepreneurs in agribusiness and trade;
- Providing comprehensive settlement and implementation support to land reform beneficiaries.

The Ministry is, therefore, purposefully and deliberately focused on playing a leading role in rural development.

## FAMILY-VALUING LAND AND AGRARIAN REFORM

The more than half-billion poorest people on our planet are concentrated in countries such as Pakistan, Indonesia, India, Venezuela and South Africa. These embody a deep concentration of deprivation and poverty that will perpetually expose their countries to a variety of instabilities and threats. In the majority of countries that have successfully carried out land reform to purposefully rescue their citizens out of socio-economic hardship, Poland, Bolivia, South Korea and Finland, amongst others, just about all land reform beneficiaries obtained ownership of individual family farms.

The success of these countries' land reform interventions have been in stark contrast to those whose beneficiaries ended up in large collective farms in countries like Nicaragua and Vietnam. International evidence is unequivocal in this regard on at least four fronts:

- Smallholdings generally produce more than larger ones, hectare for hectare;
- Family-operated farms generally produce more than collective farms and those that depend on wage labour;
- A farmer with long-term, secure tenure such as ownership is likely to make long-term capital

and sweat-equity investments that improve and conserve the land than the one who is insecure on the land;

- A farmer with long-term secure tenure is more likely to use improved inputs such as seeds and fertilizers than those in tenant arrangements.

It is such internationally acknowledged lessons in land reform that engage the Ministry proudly in family-life enhancing efforts such the Ilima/Letsema campaign. Families constitute the building blocks of every human society. The family is the basic unit or cell of every society. Brokenness of the majority black families through the deliberate machinations of migrant labour have led to widespread problems in the South African society. Investments at this foundational level can only translate to national gain and success.

In South American (MERCOSUR) countries like Brazil, Argentina, Uruguay and Paraguay Ministries of rural development are committed to family-based agriculture as the leading methodology and approach to rural development. So huge is the commitment, lead by their Ministers, that they hold on a rotational basis annual farming festivals with exhibitions that last for a week. Their belief is widespread and has infected the youth, namely that through family-based agriculture "a poverty free world" is possible.

The whole idea of Ilima/Letsema from its indigenous to its current conceptualisation, after having survived centuries of colonisation remains that of families in communities collaborating and taking active control in leading their own development. It is a homebrewed development strategy for the regeneration of what have, almost, become dysfunctional urban and rural communities. Just as intended in our vision it has been tested throughout the past ages to produce socio-economic results. Letsema is both a social cohesion and economic growth programme. It binds neighbours together in a bond of compassion while it facilitates the physical wellness of families through food security.



## RESTITUTION

Thus far, the Commission on Restitution of Land Rights has settled 95% of claims lodged, enabling the restoration of at least 2.3 million hectares of land to victims of racial dispossession.

The ever increasing property prices continue to serve as an impediment for the restitution process. A lot of claims are still in the Land Claims Court for adjudication due to disputes. Coupled with the issue of community conflicts, all these factors are a constant challenge to the pace of the implementation of the restitution programme.

We have communicated to Cabinet that we need additional funding to finalise the complex outstanding claims which involves high value commercial activities. Due to the complex nature of the outstanding claims, the Commission is engaging with several key role players in government and the business sector concerning the packaging and implementation of settlement models for these claims in order to ensure that the projects remain sustainable and also that the communities enjoy tangible benefits arising from the settlement of their claims. The Commission has targeted the 2009/2010 financial year going forward to finalise the outstanding 4 560 claims.

## FINANCIAL ALLOCATION

In the previous year 2007/08 we spent 99.5% of our budget. We have exhausted our 2008/09 budget before we could reach our land delivery target, precisely because of escalating land prices where we are buying less hectares with every rand spent. We need no less than R15 billion per year to meet our 2014 land delivery target. Despite this, we remain committed to providing land to the landless people who are victims of our apartheid past racial land dispossessions.

This is an interim strategic plan for the period ending 31 March 2010. Our performance during this period will be influenced by the funds available for Rural Development and Land Reform.

Mr Gugile Nkwinti  
Minister of Rural Development and Land Reform  
June 2009



## STRATEGIC CONTEXT

This strategic plan is our response to the needs expressed by the people in need of land and those in support of land and agrarian reform. We have considered what can be done in the period between 2009 and 2012.

### THE 2009/12 STRATEGIC FRAMEWORK

The recent FOSAD outlined ten new priorities of government for the 2009/12 MTSF period. Amongst others, a comprehensive rural development strategy that is linked to land and agrarian reform and food security is listed as priority number three. This priority is a responsibility of our Department. At the heart of this priority is the overall objective to improve quality of life of rural households by enhancing food security through agricultural production and maximisation of the exploitation of economic potential.

To achieve this, the Department will be aggressive in its implementation of land reform. The impetus of this aggression will be focused on land management and land use to ensure that strategically located land is released for the most appropriate use without delay. A strong focus will be placed on the improvement of service delivery in general, revitalisation of rural, exploration and support of other non-farm activities, institutional capacity building and cooperative development through cooperation with other role players in the value chain.

The other nine priorities are as follows:

- Speeding up economic growth and transforming the economy to create decent work and sustainable livelihoods
- Strengthen our skills and human resource base
- Improve the health profile of the nation
- Intensify the fight against crime and corruption
- Massive programme to build economic and social infrastructure
- Build cohesive, caring and sustainable communities
- Sustainable resource management and use
- Pursuing African advancement and enhanced international co-operation
- Building a developmental state including

improvement of public services and strengthening democratic institutions.

### Guidance from Makgotla

The various Makgotla provided strategic direction in the following manner:

- The Department must take the lead in the development of a land and agrarian integrated rural development policy;
- Ensure support to land reform beneficiaries including farming equipment, tractors, inputs and extension services;
- Create vehicles for social cohesion and economic advancement, including various types of co-operatives, thereby enabling land reform beneficiaries to grow and participate in local economic development;
- Create marketing networks and product distribution systems (including transport) for commercial rural initiatives, including agro-processing;
- Create conditions for increased investment in rural areas;
- Provide land for sustainable human settlements;
- Facilitate capacity building and re-skilling of the poor communities;
- Create jobs and reduce unemployment and poverty;
- Enable rural communities and the poor to fight and deal with increasing food prices by increasing food production;
- Provide a compassionate public service;
- Contribute significantly to improving the quality of life for all.

It has become clear that the Ministry of Rural Development and Land Reform cannot on their own fulfill all these compelling expectations and demands; we need an integrated public service delivery that responds in a coherent manner to the needs of the people.

### State of the Nation Address 2009

In his State of the Nation Address (SONA) of 6 February 2009, President Kgalema Motlanthe highlighted the following:

- The land redistribution programme as well as



post-settlement support could have been handled faster and better.

- As part of the many detailed projects contained in government's Programme of Action, we will pay particular attention to create the capacity necessary for improved service delivery and better integration within and across the spheres of government, including national strategic planning, continue with the War on Poverty campaign and finalising the draft of the Comprehensive Anti-poverty Strategy through the public consultations now underway, integrating into the work of the relevant Clusters the findings of research on Second Economy interventions such as the community works programme, support for small and micro-enterprises and rural development initiatives.
- These and other programmes, including the Apex priorities form the bedrock of our efforts to conclude the popular mandate and lay the foundation of the future.

## Budget Speech 2009

The Minister of Finance, in his budget speech of 11 February 2009 said in framing this Budget, we have been guided by five enduring principles, namely, protecting the poor; sustaining employment growth and expanding training opportunities, building economic capacity and promoting investment, addressing the barriers to competitiveness that limit an equitable sharing of opportunities and in doing these things we must maintain a sustainable debt level so that our actions today do not constrain our development tomorrow.

### The Minister also said:

- The budget for land reform and land restitution over the next three years totals R20.3 billion.
- Increasing agricultural output, raising rural incomes, supporting small scale farmers and investing in rural roads are key objectives of government's rural development strategy.
- The budgets of the Illima/Letsema campaign, which distributes agricultural starter packs to poor households, the comprehensive agricultural support programme and allocations to target rural infrastructure projects receive

a further R1,2 billion boost.

- Key to transforming rural livelihoods is to better enable small scale farmers to use land more productively. Improved support to farmers is important, but access to long term finance is a critical ingredient too. Following good progress in repairing its integrity and in giving effect to its core mandate to support agricultural investment, government will also consider proposals by the Board of the Land Bank to strengthen its balance sheet.
- Mr Lazarus Lamola of Polokwane wrote and say when he was a teenager, "the villagers used to plough through their land and harvest enough food to last at least a year. There was plenty of maize, beans and other vegetables and except for drastic drought years, we would never go hungry. The subsistence farming has totally collapsed in many areas. It is sad to see vast amounts of land go to waste when we have a food price problem." He suggests the encouragement of partnerships between private farmers and villagers to once again use the land for food production and sustenance.
- In the period ahead, it will be necessary to take stronger action in pursuit of efficiency and better targeted expenditure.

## Key Priority Areas

- Land and agrarian reform must play a critical role in the development and implementation of a sustainable rural development policy;
- Increase the pace of land delivery to meet the 30% target;
- Fast-track the settlement of the outstanding complex rural land claims;
- Finalise policy and legislation to regulate ownership of land by foreigners;
- Finalise the Land Use Management Bill (LUMB) for integrated spatial planning;
- Finalise Regulations for the implementation of CLaRA;
- Develop programmes for the empowerment of women, youth, people with disabilities and other vulnerable groups.

## VISION, MISSION & STRATEGIC OBJECTIVES



Dr J Phaahla  
Deputy Minister of Rural Development &  
Land Reform

### VISION

To create and maintain an equitable and sustainable land dispensation as a catalyst in rural development that ensures rural livelihoods, decent work and continued social and economic advancement for all South Africans.

### MISSION

To provide enhanced land rights to all South Africans with particular emphasis on black people in rural human settlements that would result in increased food production, food security and improved quality of life.

### STRATEGIC OBJECTIVES

The Department of Rural Development and Land Reform has strategic objectives at three levels, namely:

### CORE OBJECTIVES

- Provision of tenure security that creates socio-economic opportunities for people living and working on commercial farms and in communal areas.
- Redistribution of 30% of white-owned agricultural land by 2014 for sustainable agricultural development.
- Settlement of all outstanding land claims by 2011 and implementation of restitution awards.
- Provision of land for sustainable human settlement, industrial and economic development.
- Provision of efficient land use and land administration services.
- Provision of efficient State land management that supports development.
- Provision of a skills development framework for land and agrarian reform to all relevant stakeholders.
- Development programmes for the empowerment



of women, children, people with disabilities and those living with HIV/Aids and older persons within the context of the Department's mandate.

## SUPPORTIVE OBJECTIVES

- Development of an efficient information and knowledge management strategy supported by a unified IT architecture and appropriate IT skills.
- Improvement of the Monitoring and Evaluation framework.
- Development of a pro-active, analytical and needs-based communication strategy.
- Repositioning of the communications function to be an integral part of strategic decision making processes.
- Provision of support to municipalities to determine land demand for targeted beneficiaries.
- Development of policy guidelines to amplify the core objectives.
- Creation of an enabling environment for improved service delivery through leadership alignment

and appropriate organisational culture and architecture.

- Development of pro-active strategies of risk and compliance management.
- Provision of adequate safety and security measures to ensure protection of State assets and information.

## CONTEXTUAL OBJECTIVES

- Improvement and management of inter-governmental and intra-departmental relations and integration.
- Mobilisation of our social partners towards partnerships to accelerate land and agrarian reform.
- Participation in land and agrarian related activities and programmes aimed at consolidation of the African agenda.



## CORE BUSINESS VALUES

- Batho Pele
- Commitment
- Accountability
- Work ethic
- Innovation

## CORE CLIENTS

- Rural communities
- Landless and tenure insecure communities
- Emergent black farmers
- All spheres of government
- Users of spatial information
- Land owners





## CONSTITUTIONAL FRAMEWORK

### CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996 (ACT 108 OF 1996)

#### Preamble

We, the people of South Africa recognise the injustice of our past;  
Honour those who suffered for justice and freedom in our land;  
Respect those who have worked to build and develop our country; and  
Believe that South Africa belongs to all who live in it, united in our diversity.  
We therefore, through our freely elected representatives, adopt this Constitution as the supreme law of the Republic so as to -  
Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights

Improve the quality of life of all citizens and free the potential of each person

### SECTION 25 ESTABLISHES THE FRAMEWORK FOR THE IMPLEMENTATION OF LAND REFORM

#### It states:

##### Section 25(1):

No one may be deprived of property except in terms of law of general application, and no law may permit arbitrary deprivation of property.

##### Section 25(2):

Property may be expropriated only in terms of law of general application -

- (a) for a public purpose or in the public interest; and
- (b) subject to compensation, the amount of which

and the time and manner of payment of which have either been agreed to by those affected or decided or approved by a Court.

##### Section 25(3):

The amount of the compensation and the time and manner of payment must be just and equitable, reflecting an equitable balance between the public interest and the interest of those affected, having regard to all relevant circumstances, including -

- (a) the current use of the property;
- (b) the history of the acquisition and use of the property;
- (c) the market value of the property;
- (d) the extent of direct State investment and subsidy in the acquisition and beneficial capital improvement of the property; and
- (e) the purpose of the expropriation.

##### Section 25(4):

For the purposes of this section –

- (a) the public interest includes the nation's commitment to land reform, and to reforms to bring about equitable access to South Africa's natural resources; and
- (b) property is not limited to land.

##### Section 25(5):

The State must take reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis.

##### Section 25(6):

A person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to tenure which is legally secure or to comparable redress.



**Section 25(7):**

A person or community dispossessed of property after 19 June 1913 as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to restitution of that property or to equitable redress.

**Section 25(8):**

No provision of this section may impede the State from taking legislative and other measures to achieve land, water and related reform, in order to redress the results of past racial discrimination, provided that any departure from the provisions of this section is in accordance with the provisions of section 36(1).

**Section 25(9):**

Parliament must enact the legislation referred to in subsection (6).





## LEGISLATION IMPLEMENTED BY THE DEPARTMENT

### RESTITUTION

- The Restitution of Land Rights Act, 1994 (Act 22 of 1994), which provides for the restitution of land or the award of equitable redress to persons or communities dispossessed of land as a result of past racially discriminatory laws or practices; and
- The Restitution of Land Rights Amendment Act, 2003 (Act 48 of 2003), which empowers the Minister of Rural Development and Land Reform to purchase, acquire in any other manner or expropriate land or rights in land for the purpose of restitution awards or for any related land reform purpose.

### TENURE REFORM

- The Distribution and Transfer of Certain State Land Act, 1993 (Act 119 of 1993) provides for the distribution and transfer of State land to persons or descendants of persons who were removed from such land and had prior to 27 April 1994 submitted applications to the then Advisory Commission on Land Allocation and the said Commission had confirmed their possible entitlement to such land. It empowers the Minister of Rural Development and Land Reform to designate such land to be dealt with in terms of the Act and also appoint a Land Distribution Commissioner to investigate and make awards to such persons who are found to have legitimate claims to such land;
- The Upgrading of Land Tenure Rights Act, 1991 (Act 112 of 1991) provides for the upgrading of various forms of tenure to ownership;
- The Interim Protection of Informal Land Rights Act, 1996 (Act 31 of 1996), which provides for the temporary protection of certain rights and interests in land which are not otherwise adequately protected by law, until comprehensive new legislation is in place;

- The Extension of Security of Tenure Act, 1997 (Act 62 of 1997), which provides for security of tenure to people living on land belonging to another person and regulates the conditions under which the eviction of such people may take place;
- The Land Reform (Labour Tenants) Act, 1996 (Act 3 of 1996), which provides for security of tenure to labour tenants and their associates and for the acquisition of land by labour tenants;
- The Communal Property Associations Act, 1996 (Act 28 of 1996), which provides for the establishment of legal entities enabling communities to acquire, hold and manage land on an agreed basis in terms of a constitution; and
- The Transformation of Certain Rural Areas Act, 1998 (Act 94 of 1998), which provides for the repeal of the Coloured Rural Areas Act, 1987.
- The Communal Land Rights Act, 2004 (Act 11 of 2004), once the commencement date is published, will provide for secure land tenure rights to persons and communities who occupy and use communal land as defined in that Act.
- The KwaZulu-Natal Ingonyama Trust Act, 1994 (KZN Act 3 of 1994 – G.N. 28 of 1994 dated 24 April 1994) was passed by the then KwaZulu Legislative Assembly and was amended by the (national) KwaZulu-Natal Ingonyama Trust Amendment Act, 1997 (Act 9 of 1997). It provides for the establishment of the Ingonyama Trust with Ingonyama of Isizwe sakwaZulu as the sole trustee, the establishment of the board (KwaZulu-Natal Ingonyama Trust Board), which administers the affairs of the trust and its land and for the vesting of all the land that originally fell within the legislative jurisdiction of the former KwaZulu Legislative Assembly and land that may have been acquired for purposes of transfer to the then KwaZulu Government; and for the transfer of that land to the affected communities.

## REDISTRIBUTION

- The Land Reform: Provision of Land and Assistance Act, 1993 (Act 126 of 1993), aims to redress the imbalanced land allocation of the past by providing land and financial assistance to historically disadvantaged persons and communities.

## LAND PLANNING & INFORMATION

- The Deeds Registries Act, 1937 (Act 47 of 1937), which provides for the administration of the land registration system and the registration of rights in land;
- The Professional and Technical Surveyors Act, 1984 (Act 40 of 1984), which regulates the professional and technical surveyors' profession;
- The Sectional Titles Act, 1986 (Act 95 of 1986), which regulates sectional title schemes;
- The Development Facilitation Act, 1995 (Act 67 of 1995), which provides for extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and projects in relation to land;
- The Land Survey Act, 1997 (Act 8 of 1997), which regulates the surveying of land in the Republic;
- The Planning Profession Act, 2002 (Act 36 of 2002), which provides for the establishment of the South African Council for Planners and regulates the planning profession; and
- The Spatial Data Infrastructure Act, 2003 (Act 54 of 2003), which provides the technical, institutional and policy framework for the capture, maintenance, distribution and use of publicly held spatial information.

## GENERAL

- The Land Titles Adjustment Act, 1993 (Act 111 of 1993), regulates the allocation of private land in respect of which one or more persons claim ownership, but do not have registered title deeds. It empowers the Minister to designate such land to be dealt with in terms of the Act and to appoint a Titles Adjustment Commissioner to investigate and make findings on such claims.
- The Abolition of Racially Based Land Measures Act, 1991 (Act 108 of 1991) repealed or introduced mechanisms to repeal certain racially based land-related laws.
- The Abolition of Certain Title Conditions Act, 1999 (Act 43 of 1999) provides for the cancellation of title conditions requiring the consent of the holders of obsolete offices.
- The Removal of Restrictions Act, 1967 (Act 84 of 1967) provides for the alteration, suspension or removal of certain undesirable title conditions.
- The Black Authorities Act, 1951 (Act 68 of 1951) regulated the administration of certain categories of land and is to be finally repealed.
- The Kimberley Leasehold Conversion to Freehold Act, 1961 (Act 40 of 1961) provides for the conversion of certain land in the Northern Cape to freehold title.
- The Land Administration Act, 1995 (Act 2 of 1995) empowers the Minister to delegate any power conferred by or under a law regarding land matters.
- The State Land Disposal Act, 1961 (Act 48 of 1961) empowers the Minister to dispose of State land for which s/he is responsible.
- The Physical Planning Act, 1967 (Act 88 of 1967) and the Physical Planning Act, 1991 (Act 125 of 1991) regulated certain aspects of spatial planning and land development, and it is anticipated that they will be repealed as they no longer meet the needs of the developmental state.



## OVERVIEW BY THE DIRECTOR-GENERAL OF RURAL DEVELOPMENT AND LAND REFORM



Mr T Gwanya  
Director-General:  
Department of Rural Development &  
Land Reform

The mammoth task of reforming the extremely inequitable division and access to land that South Africa inherited from her colonial past still poses one of the greatest challenges. As the nation is characterised by having one of the most unequal distributions of income and assets in the world, the role of the Department of Rural Development and Land Reform keeps growing in its gravity and importance. This role is especially becoming critical in the light of the fact that South Africa, in comparison with other countries is known to have the second lowest new firm rate and entrepreneurship to established firm ratio according to the Global Entrepreneurship Monitor Report (2005:21). Simply, this means that in South Africa a new firm has a less likely probability to survive beyond 42 months, thus rendering total reliance on urban industrialisation alone would be ill-advised.

The nation's population remains substantially rural (close to 50%), despite the deluge of migration to cities under the often disappointed hope of finding employment. Given the Millennium Development Goals to halve the

total number of 2,2 million food insecure households by 2014, the Department's role as the cornerstone in facilitating rural development has become more pronounced.

Driven by its vision to create and maintain an equitable and sustainable land dispensation that results in socio-economic development for all South Africans, the national land reform strategic core objective has mainly been that of redistributing 30% of the country's productive white-owned agricultural land by 2014 and to improve the living conditions of the landless poor. The three programmes that we use for this purpose are land redistribution, restitution and tenure reform.

### PROGRESS

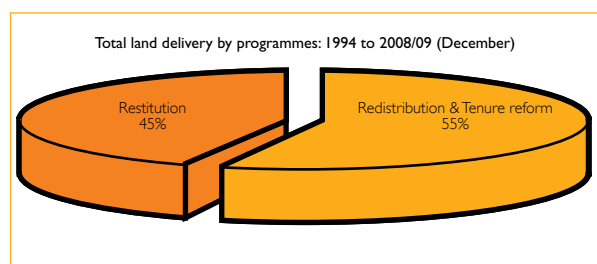
#### Land Redistribution

Out of the total land mass of 122 million hectares, South Africa has 82 million hectares of prime agricultural land.

The targeted 30% by 2014, amounts to 24,6 million hectares. Essentially, in the 20 years from 1994 to 2014, the programme's yearly output would need to average 1.23 million hectares per year.

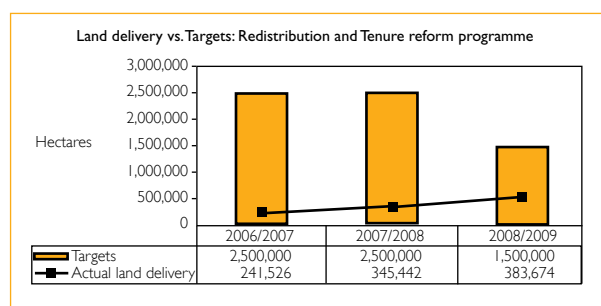
Total land delivered between 1994 and 2008 by different programmes:

PROGRAMME	HECTARES	PERCENTAGE
Redistribution & Tenure reform	2,819,783.08	55%
Restitution	2,321,197.00	45%
Total	5,140,980.08	100%



A total of approximately<sup>(1)</sup> 5 140 980 hectares were delivered between 1994 and 2008 benefiting a sum of 1 673 025 individuals. 177 329 benefited through redistribution and tenure reform programmes and 1 495 696 through the restitution programme.

### Redistribution and Tenure reform programme:



The graph shows that land delivery has been increasing consistently between financial years 2006/07 and 2008/09 (December) with an average increase of 71 074 hectares each financial year. It must also be noted that much higher targets were set between the 2006/07 and 2008/09 financial years compared to the previous years in an effort to speed up land delivery, and this resulted in the greater difference between the actual achievement and the targets.

(1) A slight change of figures may occur after verification process at the end of the financial year

### Land Restitution

The Commission on Restitution of Land Rights, established in terms of the Restitution of Land Rights Act, 1994 (Act 22 of 1994), to provide redress to victims of land rights dispossessions through discriminatory laws and practices since 19 June 1913, has thus far settled 75 031 of the 79 696 lodged land claims. These settlements benefited 1,4 million beneficiaries and saw the return of around 2,3 million hectares of land. The target was to settle all outstanding claims by the year 2008, but this has not happened as a result of the challenges outlined hereafter.

The remaining 4 560 land claims, are complex rural claims in the different phases of settlement. The challenges for restitution include the following:

- Boundary and land-use disputes within and between communities
- Claim validity and land price disputes which end up in litigations in the Land Claims Court
- Overlapping claims (eg. labour tenants versus restitution claimants)
- Ownership challenges and conflicting jurisdictional claims by traditional leaders
- Claims involving forestry, high value crops (such as sugarcane), mining, conservation and lifestyle land uses (such as golf estates) where the main challenge is the exorbitant land prices, conflicts around the nature of development, beneficiation and participation.



## Land Tenure Reform

Through this programme we are providing tenure security that creates socio-economic opportunities for people living and working on farms and those in communal areas.

In the next three years, we intend to assist 38 000 land tenure beneficiaries to have access to land through our land acquisition programmes.

One of the Department of Rural Development and Land Reform's strategic directions taken, to make one of the broadest rural community empowerment moves through strengthening the voice of rural households in the control of ancestral land resources, has been the crafting of the Communal Land Rights Act (CLaRA). This piece of legislation, which has been ready for implementation since 2004, was purposefully designed with the intention to transfer the control of communal land to communities, stimulate growth and rural development as well as to facilitate rural land administration through democratic norms approved by the communities that live on the land. Various aspects of the Act have been the subject of bitter contestation by some traditional leaders. Consequently implementation is, to date, being stalled by Court action.

In summary, by the end of the 2007/08 financial year the combined programme (Redistribution: 2,7 million ha; Restitution: 2 million ha; and Tenure Reform: 165,773 ha) had achieved: 4,9 million ha. Cumulatively, from 1994 to the second quarter of 2008/09, the National Land Reform Programme has achieved just over 5,1 million hectares of land delivery. In the 14 years since 1994, this means that the Programme could, with the resources available to it, only achieve a yearly average output of 0.371 million ha, less than 1/3 (one third) of the expected 1.23 million required to meet the 2014 target. Effectively the Programme still has to deliver about 19,4 million hectares in the 6 years left between now and 2014. This amounts to an increased average yearly output of 3.23 million ha. We have improved the various grants to benefit land reform beneficiaries and also implemented the Pro-

active Land Acquisition Strategy (PLAS) to acquire more land for land reform beneficiaries. The Land and Agrarian Reform Programme (LARP) has been identified as a vehicle for fast-tracking the implementation of a sustainable land reform programme.

The President has assented to the Provision of Land and Assistance Amendment Act, 2008 (Act 58 of 2008). These amendments will ensure sustainable use of land where we are able to buy not only the land but also the movable property such as agricultural equipment, tractors, shares in related business (value add), etc.

## Constraints and Challenges for Land Reform

### Financial Resources

Within the frame of the current MTEF in terms of which land reform is expected to deliver land the Department of Rural Development and Land Reform has had to make ends meet from a baseline of R2.616bn.

This allows for the delivery of 647 125 ha out of the 3.23 million required yearly to meet the 2014 target. Within the current baseline, an additional R2.325bn has been required to be on track.

By the 2011/12 financial year, R3.2 bn will be available for land reform while it would need just over R15 bn. With the current level of funding of land reform we shall be able to deliver 4 million hectares by 2014. We either have to increase the budget allocation for land acquisition or extend the time line.

Considering the budgetary constraints, we may have to revise our annual targets as well as resource allocations in striving towards achieving our 30% target. The reality is that section 25 of the Constitution provides that we pay compensation to the current land owners and thus we have to buy this land for redistribution purposes. Expropriation does not make the land any cheaper; unless the land price ceilings for land reform purposes are

prescribed by law. For the next eleven years, we need to focus on capacity building for both the Department as well as the land reform beneficiaries.

### Human Resources

By the 2007/08 financial year the land redistribution and tenure reform programme was carried out by 800 officials. We have addressed the capacity issue by creating 1 220 additional posts (which structure has been approved by the DPSA) to be implemented incrementally over a three-year period.

An additional burden carried by the Department in both the restitution and redistribution legs is the high turnover of staff. This results in a substantial loss of skills, intellectual capital and institutional memory. Our staff retention strategy offers several incentives to officials to keep them in the service of the Department.

Contextually, the Land Reform Programme is being implemented in a historical condition within which the intended beneficiaries have lost a sense of affinity to land. Very often restitution beneficiaries of urban claims have preferred, as allowed by law, monetary compensation rather than land. Those who want their land back have lost both the skill and interest in farming, hence their demand for re-skilling and support.

Not only has the love for the land dwindled among many rural people, the land utilization skills that were traditionally passed on through successive generations have well-nigh disappeared. The country has yet to see its youth drawn to study and practice farming and rural livelihoods in significant numbers.

### Categorisation of Land Reform Beneficiaries

Poverty and inequity are some of the features that stand out in the South African social development landscape. This scourge calls for bold rural development strategies.

We have decided to restructure our land reform products (LRAD, SPLAG, LASS, PLAS) such that they address the different types of land reform beneficiaries who have different interests and are at different levels of development. We have identified the following categories.

**Category 1: landless households-** those who have no space even for gardening, equals over 2 million rural households. Land allocated will be determined by agri-climatic conditions and target a certain number of such beneficiary households (inclusive of non-exclusive grazing) with which to engage in subsistence production.

**Category 2: commercial-ready subsistence producers-** those who wish and are capable of having a more commercial focus, but need land and support, mostly on a part-time basis.

**Category 3: expanding commercial smallholders-** those who have already been farming commercially at a small-scale and with an aptitude to expand, but are constrained by land and other resources.

**Category 4: well-established black commercial farmers-** those who have been farming at a reasonable scale, but are disadvantaged by location and other circumstances, who possess real potential to become large-scale commercial farmers.

In the implementation of land reform, we must ensure that we are responsive to the specific needs of the different categories and that as such our post settlement support programmes will help these categories to be meaningful role-players in economic development.

The Department's fieldworkers, through the annual Ilima/Letsema campaigns aimed at reviving social cohesion and household economic productivity, will be scouting the country's villages, farms and townships for households that have a demonstrable hunger for settlement and production land. Recent studies have revealed that there are, in just about all our former "homelands" numerous families with small, medium to large numbers of livestock,



who could be resettled on appropriate micro-farms or house- and large garden plots of their own to lead and earn sustainable livelihoods. Research attested to by the Washington based Rural Development Institute, has confirmed that “hectare for hectare”, “smaller holdings generally produce more than larger ones” and that “family-operated farms, generally produce more than collective farms and farms largely dependent on wage labor” (RDI, 2003:4).

It is with this knowledge in mind that rural development takes the centre stage as a central pillar of the struggle against poverty, inequality and destitution as rural poverty is by far the source of informal settlements in the towns and cities of South Africa. Our agrarian development efforts will therefore be tipped in favour of expanding and supporting the role of small-holder family farming. Investing in the productivity of micro-family-farms will be a bulwark against food insecurity and dependency, as such paving the way to self-sufficiency for millions.

The Department of Rural Development and Land Reform is fully cognisant of the socio-economic security that no other sector can provide like agrarian development. Thousands of workers spewed by the cities' non-agricultural industries are able to fall back on this age-old sector for social security. Even on tiny plots, families are provided with armour against malnutrition and destitution.

Those families that are guided to produce similar commodities will be encouraged to form cooperatives and collaborate in various value adding activities supported by government and strategic partners, paving the way towards large-scale rural industrialisation that is labour absorptive. A solid lesson learnt in the Ilima/Letsema campaign is that this strategy as it strongly assists rural communities to produce enough food to eat each day, and to be able to store excess food for future use, processing food through appropriate technologies and linking production businesses to markets, is the cornerstone of rural development.

Through this campaign the Department of Rural Development and Land Reform will focus on:

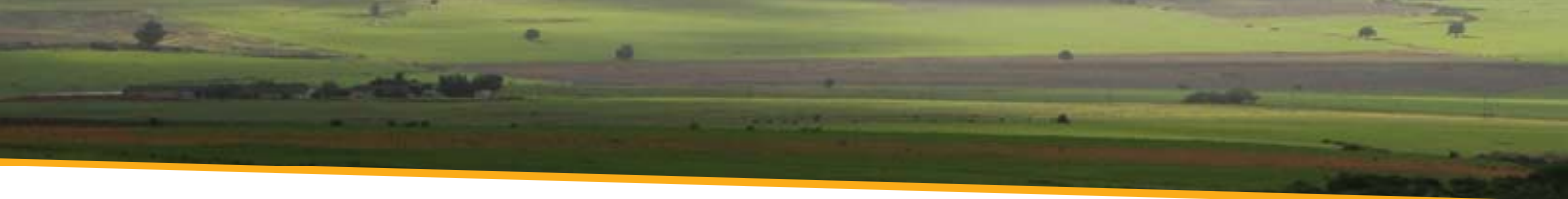
- Lifelong learning
- Skills development and creation of opportunities
- Technical support for efficient and successful agri-businesses and appropriate funding mechanisms for rural livelihoods
- Appropriate technologies for home industries
- Modern information technology and distribution environment.

Through its Pro-active Land Acquisition Strategy (PLAS) the Department of Rural Development and Land Reform has already demonstrated that it has the tool to proactively identify and purchase land on the basis of well studied needs, and make it available to those who deserve it.

In the joint initiative, the Land and Agrarian Reform Programme (LARP) between the Department of Rural Development and Land Reform, the National Department of Agriculture, Forestry and Fisheries, and the Provincial Departments of Agriculture have a partnership that will ensure that land is made available, and the appropriate support provided for the emergence of 65 000 new commercial producers in agriculture before 2014.

In order to speed up land reform and improve coordination of agricultural support the Department of Rural Development and Land Reform and the Provincial Departments of Agriculture have jointly developed the main objectives of the LARP which are:

- Expediting land acquisition
- Increase agricultural production (the Ilima/Letsema campaign)
- Provide universal access to support services (including CASP and MAFISA)
- Promote agribusiness and participation
- Increase agricultural trade.



The Ilima/Letsema campaign aims at increasing the productive use of available land, especially fallow land. This intervention supports the Government's War on Poverty and has been launched in most provinces in 2008 and now is showing visible signs of success.

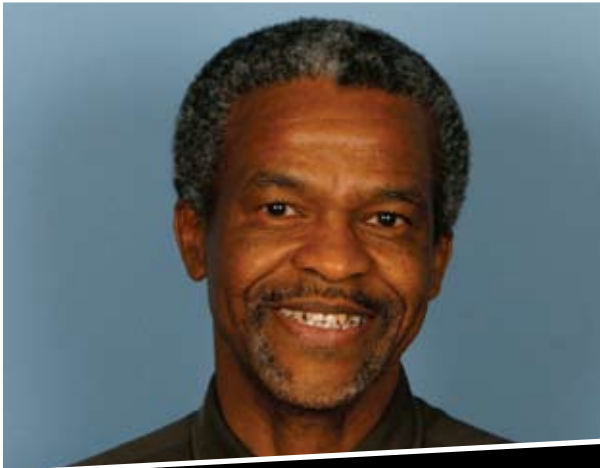
The 2008 Ilima/Letsema campaign elevated agricultural activities in both rural and urban areas, it realised the LARP objectives and provided an avenue to revive extension services to our people. It also became a mechanism of collaboration between the Department of Agriculture, Forestry and Fisheries and the Department of Rural Development and Land Reform, together with the Provincial Departments of Agriculture as well as local governments. This food security tool was also a developmental platform for appreciation of local and indigenous resources that will help to continue the fight against high food prices. We are committed to the roll-out of this campaign this year and to improve on its impact.



Mr T Gwanya  
Director-General of the Department of  
Rural Development and Land Reform  
June 2009



## BRANCH: LAND AND TENURE REFORM



**Mr M Swartz**  
Acting Deputy Director-General: Land and Tenure Reform  
(Region 1)

Land reform remains one of the key programmes of government. Since the inception of the programme in 1994, the government has redistributed nearly five million hectares to previously disadvantaged South Africans, who in the past did not have access to land. A lot more work needs to be done to provide security of tenure to approximately 2,8 million people who live on commercial farmland.



**Mr M Shabane**  
Deputy Director-General: Land and Tenure Reform (Region 2)

Congestion remains one of the key challenges facing subsistence and emerging black farmers in the former homelands. Given access to suitable located productive agricultural land, many of these farmers stand a good chance of becoming successful commercial farmers. In its new approach going into the future, the Department of Rural Development and Land Reform will begin to put much more effort in ensuring that small scale farmers in communal areas benefit from the government's land redistribution programmes.

The Department of Rural Development and Land Reform, working together with sister departments in agriculture, the private sector, international donor agencies and communities, will also put greater emphasis in the area of settlement support to reduce the number of failing projects.

The Department seeks to position itself as a catalyst to rural development by providing access to productive agricultural land to suitably qualified land reform beneficiaries and releasing State land for housing, local economic development and for agriculture in the communal areas.

### Land Redistribution

In an effort to improve delivery, the Department has overcome various challenges. During the course of the 2008/09 financial year, the LRAD grants were increased from R20 000 to R111 152 at the lowest end and from R100 000 to R430 857 at the highest end, ensuring that new entrants in the farming industry have sufficient capital to acquire agricultural land.

In addition, the range of products by the Department was expanded to include new products such as the Settlement and Production Land Acquisition Grant (SPLAG). It specifically targets rural dwellers as well as farm workers and farm dwellers that have an interest to secure their livelihoods to be able to access land, while

the Land Acquisition for Sustainable Settlements (LASS), caters for commonages and urban settlements.

The Land Reform: Provision of Land and Assistance Act, 1993 (Act 126 of 1993) was amended to allow new policy developments, as the Act no longer contained a sufficient scope for land redistribution.

The implementation of the Pro-active Land Acquisition Strategy (PLAS) in 2006 revealed several interpretation problems, inconsistencies and omissions in the Provision of Land and Assistance Act, 1993.

The amendment of Act 126 now provides for a sufficient legislative framework to continue implementing the PLAS and will resolve certain interpretation problems and important limitations and challenges.

The Act will now allow the Minister to improve and apply different approaches to:

- Acquisition of movable and immovable property;
- Acquire shares in or the right, title or interest in or to juristic persons;
- Grant financial assistance for the acquisition, planning, development or improvement, maintenance of various types of property, including economic enterprises.

The Department has also introduced the strategic partnership initiative. The purpose of this initiative is to leverage, in a formal partnership, the expertise of the private sector and organised agriculture, as well as to provide much needed support for land reform beneficiaries in an effort to ensure sustainability of land reform projects. Thirty partners have been accredited, and initial processes for implementation put in place in the Provincial Land Reform Offices.

The appointment of these partners to specific land reform initiatives will be rolled-out in the first quarter of the new financial year. The partners will assist with functions such as:

- Land and beneficiary identification
- Packaging of projects
- Post-settlement support
- Coaching, mentorship and advocacy

- Access to markets
- Access to additional finance.

## Going into the future...

There have been a number of assessments of the progress in the various redistribution programmes within the Department, and a thorough rethink has taken place looking at the objectives of land reform, such as new beneficiary selection criteria and catering for different land needs depending on the abilities of the beneficiaries. Proposals, to explicitly identify who is targeted, have been developed with five primary categories identified: landless households in communal areas, on commercial farms and other land; commercially ready subsistence producers; expanding commercial small-holders; well-established black commercial farmers; and financially capable aspirant farmers. With this approach, adjustments to the existing mechanisms and the procedures within the Department of Rural Development and Land Reform and the introduction of new mechanisms to address these different land needs, will have been refined during the first half of this year and implementation beginning during the third quarter of the year. Moreover, the roles and required contributions from associated departments and spheres of government as well as other role players are being refined and relationships consolidated. Central to the roll-out of this new approach and the related mechanisms is the introduction of the Strategic Partnership approach. This approach will enhance the ability of the Department to deliver through drawing specific private sector associates into partnerships to assist in the design, establishment and operation of agrarian based enterprises, at various scales. Some of these strategic partners will invest in the enterprises themselves, while others will commit to supporting initiatives through the whole development process.

## Land Rights Management

The majority of people living on commercial farmland still have insecurity of tenure despite government's efforts to regulate the relationship between the land owners and farm dwellers. The living conditions of farm dwellers remain poor.



Provision of security of tenure to all the farm dwellers is the only sustainable long term solution. In the medium term, the Department of Rural Development and Land Reform has established the Land Rights Management Facility (LRMF) as a tool to protect tenure rights. The facility focuses on three key areas:

- Legal representation and advice services
- Mediation services
- Eviction monitoring (Call Centre :Toll free No. 0800 007 095)

The LRMF will deal with all types of disputes related to the violation of land rights and human rights on farms. The panels of legal and mediation experts are allocated in provincial offices for a quick response and intervention in matters involving tenure security. This is a three-year project with the assistance of outside service providers. However the Department contemplates this service to be permanent in future.

## Land Administration

One of the strategic objectives of the Department of Rural Development and Land Reform is to ensure that efficient State land management is provided to support land reform and development.

In this regard the constitutional requirement for the confirmation of vesting of ownership of State land (either in the name of National Government or Provincial Government), via the issuing of certificates is of utmost importance. The Department is, in collaboration with the National and Provincial Departments of Public Works, currently expediting the issuing of these certificates. A more streamlined process was approved in this regard, whereby the Director-General was authorised as a competent authority to sign such certificates.

Special focus will also be placed on the accelerated disposal of State land for land reform, housing and development purposes.

An important focus when referring to State land is system development and land information to obtain, maintain and develop systems and products aligned with

the cadastre and other spatial information to facilitate effective State land administration and make public land data (including State land data) available to government departments, local authorities and other clients, and to gather and maintain relevant information on public land.

To this end the internet-based Land Administration Web has been developed which provides officials with access to various land administration modules, such as viewing State land data, the recently developed State land leasing debtor system, State land administration reports, and the assets inventory on State land related assets. The last module is currently under development. Furthermore, a database is maintained, consisting of approximately 2 million records on public land alone, which includes data on more than 260 000 State land properties. This database will be maintained and further enhanced in the new financial year.

Expediting the vesting of State land, rapid land release for housing, local economic development and farming will be the three main priority areas for the Department to contribute towards rural development, creation of decent work and enhancing livelihoods for people living in communal areas.

## THE COMMISSION ON RESTITUTION OF LAND RIGHTS



Mr A Mphela  
Chief Land Claims Commissioner

Through the restitution process, the Commission on Restitution of Land Rights has so far settled over 75 000 claims out of a total of 79 696 claims lodged by the cut-off date of 31 December 1998. The Commission has projected to settle a total of 1 695 of the 4 560 outstanding claims during the 2009/2010 financial year.

Some of the progress made with regard to the restitution process so far includes:

- Settled claims represent an achievement of 94% of the 79 696 land claims lodged across the country.
- More than 30 300 households and approximately 1.4 million individuals have benefited from the restitution process since 1995.
- The State has so far approved the transfer of about 2.3 million hectares of land for restitution beneficiaries.

The restitution process takes place in a challenging environment where several factors continue to have a

negative effect on the process. Some of the challenges faced by the Commission include:

- High cost of land which has seen the Commission settling fewer land claims over the years due to the excessively high land prices.
- Land claims that have been referred to the Land Claims Court for adjudication. These claims take longer to be resolved due to the lengthy processes of the courts.
- Disputes involving traditional leaders which require lengthy interaction and negotiation processes in order to make any kind of progress on some of the claims. Disputes in this regard often relates to issues of representativity, disagreements on boundaries, etc.

Based on the trend with regard to the high costs involved in settling the majority of the outstanding claims, it is estimated that the Commission will need an additional amount of approximately R18 billion in order to finalise the outstanding claims.



The Commission is involved in a number of processes aimed at fast-tracking the settlement of outstanding claims, which include:

- The implementation of models to deal with the settlement of claims on land where there are highly commercial activities taking place, e.g. forestry, mining, etc.
- Setting up of a research unit to assist the regional offices with the finalisation of research on outstanding claims including coordination and intervention for prioritising claims, e.g. SAFCOL forestry claims in the Limpopo Province.
- Reinforcement of the facilitation process for the provision of settlement support in order to ensure sustainability for settled claims, which impacts on government's delivery on land reform.
- Participation in the roll-out of the implementation of LARP through collaboration between the Commission at regional level, the Provincial Land Reform Offices, as well as the Provincial Departments of Agriculture.

## BRANCH: LAND PLANNING & INFORMATION



Dr N Makgalemele  
Deputy Director-General:  
Land Planning and Information

### CHIEF DIRECTORATE: SURVEYS AND MAPPING

In terms of the Land Survey Act, 1997 (Act 8 of 1997), the Surveys and Mapping programme provides national mapping, aerial photography and other imagery, integrated spatial reference frameworks and other geo-spatial reference frameworks and other geo-spatial information in support of the national infrastructure and sustainable development initiatives. It also provides professional and technical services in support of land reform and other public services. It consists of a single sub-programme of the same name, namely Surveys and Mapping, responsible for: promoting and controlling all matters connected with geodetic and topographical surveying and geo-spatial information services; conducting geodetic, topographical and other relevant survey operations; acquiring aerial photography or other remotely sensed imagery; establishing and maintaining a national control survey system; preparing, compiling and amending such maps and other cartographic

representations of geo-spatial information; taking charge of land surveys, maps and aerial photography or other remotely sensed imagery; and providing professional and technical support and client services.

The Surveys and Mapping component is responsible for the national mapping series of the country, as well as for providing the national control survey network, which enables all surveys in the RSA to be uniquely spatially coordinated. The private land surveyors base their surveys of land and real rights on this survey network. Over the period of this strategic plan it is intended to extend the number of continuously operating global positioning satellite system (GPS) stations to provide a high accuracy positioning real-time service over the metropolitan areas of South Africa.

The annual targets are determined through extensive consultation with all public sector organisations at the three tiers of government. Although many of these users indicate that aerial imagery must be acquired over the whole country (1.22 million square kilometres) every



year, it is deemed prudent to strategically acquire coverage of the developing areas at least every three years and over the remaining areas of the country every five years. This requires 310 000 square kilometres to be covered every year. Current financial allocations, however, restrict this coverage to 280 000 square kilometres to be acquired. Since 2008/09 all aerial imagery is being acquired at 0.5m ground sample distance in colour providing a true record of the ground at that time. It is deemed necessary within this strategic plan to make provision for medium resolution imagery at 20m ground sample distance to be acquired every year over the whole country for change detection and monitoring and resource mapping. Failure to achieve the desired annual coverage target of aerial imagery does result in duplication in public expenditure due to other government components acquiring aerial imagery in an uncoordinated manner and not compliant with national standards.

Effective and efficient policy making and development planning will not be possible without the fundamental geo-spatial information, such as topography, rivers, road and rail networks, human settlements and land cover, provided by the Department's national mapping programme. Improvements will be made to the accuracy and reliability of the information to make it more accessible and usable. An integrated database of fundamental geo-spatial information should be completed by mid-2011. This represents a significant national asset. Thereafter the integrated database will be updated through recording 99% of changes to major features within 12 months of the change occurring on the ground. This will provide for the most up to date geo-spatial information and production of maps of the national map series.

South Africa currently lacks a national record of the state of the land and how human and natural impacts are changing the land. There is a significant indication by most government departments and other public entities that there is a need for a systematic national land cover and land use mapping programme, as part of the national asset of fundamental geo-spatial information. Such a programme is ready to commence in 2010 – to coincide with the international decadal survey. Financial resources

need to be allocated for this purpose. A programmatic approach will eliminate the current ad hoc collection of land cover and land use, which is not done in a standard manner; conducive for the sharing of such information, and results in duplication and wasted resources.


The Surveys and Mapping component will continue to assist marginalised groups by providing training programmes to the youth in geomatics. Maps for visually-impaired persons of all the provinces will also be published over the period of this strategic plan, providing access to geo-spatial knowledge of their country for the first time.

Work on development projects in Africa, in particular SADC, and participation in regional and sub-regional structures, as approved, will be continued over this period to enhance the objectives of NEPAD and furthering the African Agenda.

## **CHIEF DIRECTORATE: CADASTRAL SURVEYS MANAGEMENT**

The Chief Directorate: Cadastral Surveys Management (CSM), under the control and management of the Chief Surveyor General, is responsible for the efficient management of cadastral survey services in the Republic. This purpose is fulfilled by a system that co-ordinates the approval, maintenance and archiving of cadastral survey documents submitted by land surveyors in terms of the provisions of the Land Survey Act, 1997 (Act 8 of 1997) and its regulations. In addition, the Chief Directorate supplies cadastral information to a whole range of users, while the regulation of cadastral surveys support and facilitate land development, with special emphasis on land reform. The tangible impact is that each secure land right provides a source of wealth, a negotiable asset and a platform for investment for the holder of the rights, thus contributing to poverty alleviation and socio-economic development.

The function of approval of cadastral surveys is carried out in the six offices of Surveyors-General, situated



in Pretoria (Gauteng and North West), Cape Town (Western and Eastern Cape), Pietermaritzburg (KwaZulu-Natal), Bloemfontein (Free State and Northern Cape), Polokwane (Limpopo) and Nelspruit (Mpumalanga). Despite critical staff shortages and the increased workload due to the property market boom, these offices have managed to limit the turnaround time to 20 working days. All the offices managed to process (examine and approve) over 9 588 projects in the last 10 months of the 2008/09 financial year, thereby creating 143 139 land parcels to the value of R1 13 095 000 000. In 2009/10 we are projecting to process 13 400 projects comprising 220 000 land parcels. This is a world class performance, as the international norm is around two months. This achievement is a consequence of the continued improvement of procedures, restructuring of offices and use of the enhanced cadastral information system. More recently, a successful pilot project was completed for the implementation of multimedia lodgement, in order to enable land surveyors to submit surveys electronically, thereby enhancing lodgement and service delivery times.

### Cadastral Spatial Information:

This phenomenon aims to create a digital environment for the South African cadastre in the offices of the Surveyors-General. It comprises three components, namely alpha-numeric, document image and spatial information. In order to increase efficiency in service delivery to both the general public as well as other stakeholders, software modules are continuously evaluated and enhanced. The Auto E-mailer system for cadastral spatial data and digital images resulted in dramatic improvement in delivery time and eliminated the need for human intervention, especially making the Land Reform and Restitution Programmes more efficient.

### Policy and Research

The Office of the Chief Surveyor-General also engages in matters of policy and research such as clarification

of anomalies in international boundaries, territorial waters and co-ordinated cadastral projects with other departments, thereby enhancing international political relations as well as the quality of service delivered by the South African Government to the ordinary people on the ground.

## STRATEGIC OBJECTIVES

The strategic objectives of the Chief Directorate are three-fold:

1. Provision of tenure security that creates socio-economic opportunities.
2. Provision of efficient land use and land administration services.
3. Development of programmes for the designated groups within the context of the Department's mandate.

## CHIEF DIRECTORATE: SPATIAL PLANNING & INFORMATION

The outcome of the physical planning system and laws of yesteryears, which were designed to achieve specific political goals particularly the dislocation and segregation of our people, is still manifest in our daily lives. Even today, 15 years after the birth of our rainbow nation, South Africa's human settlements are far from the vision of a united country.

The Department pursues its strategic objective to redress the undesirable settlement growth patterns via a number of activities including the development of policies and regulatory measures to guide our spatial planning, land use management and related spatial information management, ongoing studies on our settlement growth patterns, support to provinces and municipalities in strengthening their Spatial Development Frameworks, introduction of land use monitoring frameworks, regulation of the planning profession to serve public interest, and other initiatives.



We have been and continue to support the introduction of qualitative land use management systems and spatial development frameworks in many municipalities and provinces across the country.

The Department's measurable objective in this regard is the provision of legislative, institutional and technical skills support to regulate and guide settlement development, land use and spatial information management within the public and private sectors.

## OFFICE OF THE DIRECTOR-GENERAL



Dr R Bester  
Acting Chief Operations Officer

The Department of Rural Development and Land Reform is on track in implementing legal frameworks aimed at the advancement of the lives of the vulnerable in society. The Department has adopted a gender mainstreaming strategy. It is now moving further to focus on those relating to the elderly and children.

The Department intends to take into account equity and equality concerns in all its policies, programme designs, planning, administrative and financial activities and organisational procedures.

The Office of the Director-General works continuously, using evidence based information, in assessing programme performance. In its function in the area of monitoring and evaluation of Departmental programmes, an effective monitoring and evaluation framework has been produced. One of the critical outputs the M&E Unit intends to realise is that of loading land reform data on the Agricultural Geographic Information Systems database managed by the Department of Rural Development and Land Reform. This, we believe will

facilitate an easier method of tracking development on all land reform projects, past and present.

In the arena of stakeholder relations, promising partnerships have been forged with several critical role-players in agrarian reform. Of note are the Memoranda of Understanding signed with the Women in Agriculture and Rural Development (WARD) and the National African Farmers' Union (NAFU). Going forward the Department will be relying on these civil society structures in sharpening its identification of the most needy land reform beneficiaries, especially in its rural development focus.

Having attained several successes in the Department's Legislation and Policy-making Programme such as the adoption by Parliament of the Provision of Land and Assistance Amendment Act, 2008 (Act 58 of 2008) which clarifies and extends the application of the provisions on the acquisition, planning, development, improvement and disposal of property and the provision of financial assistance for land reform purposes, the Office of the



Director-General is ready to scale more heights, especially in challenging policy areas related to the provision of land ownership to foreigners.

## POLICY UNIT

### Key Policies and Legislation Priorities

- Finalisation and Cabinet approval of the Policy on the Regulation of Access to and Ownership of Land by non-South African citizens.
- Finalisation of the Willing Buyer-Willing Seller Policy Options.
- Production of guidelines on possible taxation of agricultural land in order to discourage underutilisation of agricultural land and speculation.
- Investigation of a land ceilings policy in order to improve land access by the landless.
- Define land and agrarian reform contribution in the development of a rural development strategy.
- Review of the White Paper on Land Policy in order to address the policy challenges that have arisen in the past 11 years of its existence.
- Finalisation of a draft bill on the regulation of access to and ownership of land by non-South Africans.
- Tabling of Regulations on the Communal Land Rights Act.
- Secure the promulgation of the commencement of the Communal Land Rights Act in order to, amongst others, democratise communal land administration.
- Review and possible rationalisation of all evictions and tenure security laws in order to improve the tenure conditions of vulnerable persons.

## MONITORING AND EVALUATION DIRECTORATE

Established in 1996, the Monitoring and Evaluation component is one of the most long-standing in a government department in our country. The main focus

from 2009-2012 will be to improve and formalise all policies regarding the three M&E data terrains – Statistical and Information Management, Programme Performance Monitoring and Evaluation.

Secondly, through this function, the Department will ensure that the public is informed about progress made on achieving goals, and the impact of programmes on the lives of beneficiaries. For these to be achieved, the Department will seek to formalise, implement and improve internal policies and systems guiding our approach towards the three M&E functional areas reflected above, so as to enhance the contribution of the M&E function in the achievement of Departmental goals. The outcome hereof will be continuous improvement of Departmental performance, accountability, transparency and informed decision making.

Policies on Programme Performance Monitoring will seek to regulate performance monitoring in the Department of Rural Development and Land Reform by outlining what will be monitored, promptness, tools and intervals of reports to be produced. Importantly, the policies will emphasize issues and processes of verification to ensure that information reported to oversight bodies is credible.

Through the use of the renowned Logic model in planning, monitoring, implementation and evaluation, the Department will ensure that it has direction and that scarce resources are directed to where they are required most. Through M&E, the Department will reduce turnaround times for its evaluations. Improved collaboration between the M&E and Policy & Legislation units will lead to systematic functioning of the Department, therefore improved programmatic success. These M&E systematic policies will be presented in a form of a framework which will be reviewed annually.

## GENDER UNIT

The Government of South Africa has committed to women's empowerment and attainment of gender equality, through its general as well as specific legislative

and policy frameworks. It recognises further that development, be it human, social and/or economic is not complete if it leaves out more than 50% of its population; as well as the fact that the promotion of gender equality and the emancipation of women is a matter of fairness and social justice. The same principle applies to children and older persons.

Furthermore as a State the South African Government is signatory to regional and international human rights treaties as well as specific women focused instruments that promote gender equality and the emancipation of women.

As an organ of State, the Department of Rural Development and Land Reform is obliged to implement those policies and legal frameworks aimed at the advancement of women across all spheres of their lives. In the implementation of such frameworks, the South African Government has adopted a Gender Mainstreaming Strategy that moves from the premise that people's experiences and interpretation of the world differ. People's needs, interests and expectations in the context of development also differ and as such people cannot be treated the same way.

Mainstreaming therefore should take into account equity, equality concerns in all policies, programme designs, planning, administrative and financial activities and organisational procedures.

Mainstreaming would then be possible if the Department ensures that, as it fulfils its mandate it takes into account the land rights needs and interests of women, children and older persons. The fore-mentioned is to be guided by the principles of equity, equality, allocation of resources in a gender responsive manner, children's rights as well as older person's rights in a sensitive manner; and as such should adopt gender responsive, children's rights and older persons' rights in sensitive administrative and organisational procedures.

The Department would be able to fast-track the Mainstreaming Strategy if there are policies, guidelines, frameworks and tools to integrate in the implementation of its core mandate.

The tools that the Department plans to develop during the financial year 2009/10 are:

1. The Children's Rights Framework; and
2. A Women and Gender Training Manual for Land Reform Implementers.

Another focus area for the Department is to undertake advocacy programmes, that are usually observed in collaboration with certain departments and these also involves communities especially women's organisations.

## COMMUNICATION SERVICES

The 2008/09 period witnessed the Communications Chief Directorate focusing on consolidating its repositioning agenda as well as engineering new, exciting communication interventions to advance the attainment of our communication strategic objectives.

In line with our strategic communication framework developed earlier to reposition communications as a strategic management function to create a conducive environment for the Ministry and the Department to implement its strategic plans, to raise awareness of services and programmes of the Department, as well as to develop and maintain a positive image and identity of the Ministry and the Department, the Chief Directorate finalised its structure, job profiles and commenced with the recruitment process to fill some of the critical posts to address its delivery capabilities.

This repositioning included the functional alignment with the Commission as well as with communication activities of the rural development and land reform offices in the provinces.



The ground work laid, with respect to the above, will be deepened and institutionalised further in the next financial year:

At the level of communication interventions, exciting communication interventions were designed, linked directly to the objective of developing a comprehensive, proactive, analytical and needs-based communications strategy. These interventions, which will be leveraged and sharpened further in the new financial year, includes the following:

- An ambitious Knowledge, Attitude, Perception and Practices (KAPP) survey, whose outcomes will not only deepen the repositioning of communications services to support the Ministry and the Department, but will also assist the Department to review how it conducts its business and how it delivers its mandate to the people of South Africa. Perhaps more important, is the fact that the KAPP outcomes will also serve as baseline information to enable the Department to evaluate, five years from now, whether or not the communications interventions implemented have brought about the impact they were intended to;
- A high-performance acknowledgement award system to take communication delivery to higher levels. This system, which is intended to create a benchmark and encourage communicators within the Department to accelerate their performance to excellence levels, will be linked to other communications awards both within and outside government;
- An integrated, national campaign executed at both national and provincial level, to raise awareness of and educate the public about the different products available within the Department. The successful execution of this campaign is intended to assist in the acceleration of land reform delivery in South Africa.

The 2008/09 experience has laid down a good foundation for effective communication practice in the Department and more efforts will be directed in the new financial year to leverage on this foundation and take communication impact to higher levels.

## BRANCH: CORPORATE SERVICES



Mr A van Staden  
Acting Deputy Director-General:  
Corporate Services



Mr V Mahlangu  
Acting Chief Financial Officer

The Branch: Corporate Services is responsible for the support systems in the Department. These systems include amongst others:

- Human Resource Management
- Management Advisory and Support Services
- Business Information Management
- Legal Services
- Financial Management.

The most significant contribution of the Branch is to ensure that an enabling environment is created for the main functions of the Department. The Branch intends achieving this objective through the optimisation of the architecture of the Department namely:

- Implementation of the reviewed Departmental organisational structure;
- Review and updating of the business processes of the Department;
- Effective human resource planning;
- Sound financial management;
- Filling of critical vacant posts within the limitation of the Department's budget;

- Improve the information and communication technology infrastructure of the Department through the finalisation of the implementation of the Virtual Private Network (VPN).

The implementation of these objectives of the Branch: Corporate Services is dependant on a number of factors. These factors need to be managed to ensure that implementation of projects is done in strict adherence to targets and within financial and other resource constraints. To ensure that these constraints are effectively managed a project office was established in the Branch, which will be managed in accordance with current project management best practice.

The achievement of objectives is further ensured through the implementation of a corporate services scorecard. This scorecard will be specifically developed to ensure that the various role players in projects play their part, so as to ensure achievement of these objectives.

## LEGISLATIVE PROGRAMME

The Department intends drafting and processing the following legislation during the period covered by this strategic plan:

- Deeds Registries Amendment Bill;
- Sectional Titles Amendment Bill;
- Surveying Profession Bill; and
- Black Authorities Act Repeal Bill.

The draft policy regulating the ownership of land by foreigners in South Africa will be accompanied by appropriate legislation. A bill has already been drafted and is at this stage referred to as the Land Protection Bill. The Department further intends to develop a Rural Development Strategy in the near future and if necessary, legislation will be drafted to give effect to such Strategy. In addition, the Department will scrutinise all other laws administered by it to determine whether any amendments are needed as a result of the creation of a new Ministry and Department in May 2009.



## COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME (CRDP)

### Introduction:

Rural development in general is regarded as the actions and initiatives taken to improve the standard of living of communities in non-urban areas. These areas are usually characterised by a low ratio of inhabitants in wide open spaces where agricultural activities are prominent, while economic activities relate mainly to the production of food and raw materials.

Rural development actions are therefore mainly aimed at enabling rural people to take control of their destiny, thereby dealing effectively with rural poverty through the optimal use and management of natural resources. This can be achieved through co-ordinated and integrated broad-based agrarian transformation as well as strategic investment in the relevant economic and social infrastructure to the benefit of all rural communities and not only those involved in agriculture. The success of rural development will culminate in sustainable and vibrant rural communities.

Integrated rural development is a concept for planning and thus a strategy for multi-sectoral and multi-faceted interventions designed to ensure sustained improvements in the lives of rural dwellers and rural economies. Rural development programmes are more effective and with sustainable impact if implemented in combination with community-based traditional knowledge. Public participation is therefore essential for successful and acceptable rural development.

The strategic objectives and targets of government for the period 2009-2014 have changed and particular emphasis is placed on rural development. Economic growth has to be promoted and the creation of work is essential to boost further growth. Government has therefore decided to focus on 10 strategic priorities of which rural development linked to land reform is strategic priority 3. The overall purpose of rural development is to improve the quality of life of rural households, enhancing food security through a broader

base of agricultural production and exploiting the varied economic potential of each area. Land reform policies will have to be implemented aggressively taking into account the most appropriate use of the relevant land. Rural towns have to be revitalised to ensure they can successfully serve as service centres of the rural economies. Non-farming activities such as tourism will be explored and supported while more prominence will be given to skills development.

To prepare the Department of Rural Development and Land Reform for the task ahead, a number of critical activities and processes have to be addressed, including:-

- Review of the Department's vision and rebranding;
- restructuring of the Department;
- profiling the current staff establishment;
- review of the performance management development system;
- consultation with labour unions acknowledged by the Department; and
- review the budget allocations to the various programmes.

### Mandate:

The mandate of the Ministry and Department of Rural Development and Land Reform includes the following:

- Intensify the land reform programme to ensure that more land is made available to the rural poor, while providing them with technical skills and financial resources to productively use the land to create sustainable livelihoods and decent work in rural areas.
- Review the appropriateness of the existing land redistribution programme, introduce measures aimed at speeding up the pace of land reform and promote land ownership by South Africans.
- Expand the agrarian reform programme, which will focus on the systematic promotion of agricultural co-

operatives throughout the value chain, including agro-processing in the agricultural areas. Support measures will be developed to ensure improved access to markets and finance by small farmers, including fencing and irrigation systems.

- Establish a much stronger link between land and agrarian reform programmes, as well as water resource allocation to ensure that the best quality of water resources are available to all our people, especially the poor.
- Ensure that all schools and health facilities have access to basic infrastructure such as water and electricity by 2014.
- Introduce the provision of proper sanitation systems in rural areas.
- Strengthen the partnership between government and the institution of traditional leadership to focus on rural development and the fight against poverty.
- Work together with farming communities to improve the living conditions of farm dwellers, including the provision of subsidised houses and other basic services.
- Provide support for organised labour to organise and unite farm workers, and increase the capacity of the Department of Labour to enforce labour legislation.
- Use the Expanded Public Works Programme during the implementation phase by making use of local labour thus furthering community involvement.

### Strategy:

To enable the Department to achieve all its objectives, a strategy based on the following three pillars has to be adopted:

- Agrarian transformation;
- rural development; and
- land reform.

Agrarian transformation includes, but is not limited to the following:

- Increased production and the optimal and sustainable use of natural resources including land, grass, trees, water; natural gases, mineral resources etc;
- livestock farming (cattle, sheep, goats, pigs, chickens, turkey, game, bees, fish, etc), including the related value chain processes;
- cropping (grain, vegetables, fruit, spices, medicines, etc), including the related value chain processes;
- the establishment and strengthening of rural livelihoods for vibrant local economic development;
- the use of appropriate technology, modern approaches and indigenous knowledge systems; and
- food security, dignity and an improved quality of life for each rural household.

Rural development includes, but is not limited to the following:

- Improved economic infrastructure:
  - Roads, railways, ports;
  - shearing sheds;
  - dipping tanks;
  - milk parlours;
  - community gardens;
  - production/marketing stalls;
  - fencing for agricultural purposes;
  - storage warehouses;
  - distribution and transport networks;
  - electricity networks;
  - communication networks (land lines, cell phones, radio, television, etc);
  - irrigation schemes for small scale farmers;
  - water harvesting, water basin and water shed management systems (dams etc);
  - post office services and internet cafes;
  - rural shopping malls.

- Improved social infrastructure:
  - Social mobilisation to enable rural communities to take initiatives;
  - establish savings clubs and cooperatives for economic activities, wealth creation and the productive use of assets;
  - communal sanitation and ablution systems to improve health conditions;
  - access to resourced clinics;
  - sport and recreation facilities especially for women and youth development;
  - rural libraries to promote a reading culture;
  - rehabilitation and development of schools as centres of excellence;
  - community halls and museums;
  - non-farming activities to strengthen rural livelihoods;
  - ABET centres for capacity building and appropriate skills development;
  - leadership training, social facilitation and conscientious awareness for CRDP and socio-economic independence;
  - democratise rural development, participation and ownership of all processes, projects and programmes;
  - co-ordination, alignment and cooperative governance (local municipalities, traditional councils, provincial government);
  - participation of NGOs, including faith-based organisations, community-based organisations and other organs of civil society;
  - social cohesion and access to human and social capital.

Land reform includes, but is not limited to the following:

- Increasing the pace of land redistribution:-
  - Provide increased access to land for previously disadvantaged people, through the redistribution of 30% of white-owned agricultural land;
  - review the land reform products and approaches (LRAD, SPLAG, LASS, PLAS, ABP, LARP, etc) for greater effectiveness and relevance to the CRDP,

including the implementation of related policies (use-it-or-lose-it, leasing, post settlement support, etc);

- review land acquisition processes (value for money for each hectare of land bought, proposal for a special land commission for an audit of privately owned agricultural land, the productive use of land transferred to the landless, the effective development and beneficiation of the land reform beneficiaries).
- Increasing the pace of land tenure reform:-
  - Fast-track the settlement of labour tenant claims, especially in KwaZulu-Natal and Mpumalanga;
  - facilitate secure access to land by farm dwellers;
  - protect the land rights of farm workers and create decent jobs on farms;
  - deal effectively and promptly with illegal evictions;
  - establish agri-villages for local economic development on farms;
  - provide basic needs for farm dwellers, including water, sanitation, electricity, housing, etc;
  - implement CLaRA to stimulate economic growth in traditional communities in the former homeland areas, while promoting efficient use of land and the sustainable use of natural resources;
  - deal effectively with State land administration;
  - provide support and capacity building to farm dwellers.
- Speeding up the settlement of outstanding land restitution claims:-
  - Provide an analysis of outstanding claims (nature and type), indicate related challenges and how these should be addressed to speed up the finalisation of claims and indicate clearly what is possible by the year 2011 (including what will still be outstanding, if any);
  - adopt a developmental approach to the settlement of restitution claims to demonstrate a contribution to the CRDP;
  - develop a strategy to deal with land claims in the Land Claims Court, to ensure that these are "winnable strong cases" setting good precedent and appealing cases that may set a bad precedent;

- ensure sustainability, beneficiation and contribution to poverty eradication, economic growth and the creation of employment opportunities, as well as the vibrancy of land restitution projects, going forward.
- Effective support to all land reform programmes through land planning and information:-
  - Provide a reliable and efficient property/deeds registration system; improving it by modernising and digitising the cadastres (e-Cadastre);
  - contribute to economic growth and housing development by providing government and private agents with essential land information to engage in planning as well as economic transactions;
  - provide a basis for the design of a land value tax, land valuation and sustainable land management;
  - provide surveys and mapping services to various clients for different needs;
  - provide spatial planning information and services to local municipalities and other public or private institutions that may need these services for developmental purposes.
- human resource planning;
- financial resource planning;
- development of national and regional rural development plans.
- Monitoring and evaluation:
  - Site visits to ensure that projects are progressing according to plan;
  - development of M&E tools and systems to monitor and access impact and effectiveness;
  - participatory appraisal and review mechanisms applicable across the board;
  - continuous assessment.
- Reporting systems and accountability:
  - Periodical progress reports (quantitative and qualitative narrative reports);
  - continuous feedback to community and relevant stakeholders;
  - timely problem solving and appropriate interventions, conflict resolution and skills for dealing with group dynamics;
  - effective financial management systems which will make regular financial reporting simple and possible;
  - effective and efficient use of financial resources to ensure the prevention and/or elimination of corruption and fraud.

## Rural Development Agency

The Department shall take the lead in the coordination and facilitation of an integrated implementation of the CRDP. In the medium to long term the best vehicle for this coordination shall be an over-arching Rural Development Agency (RDA).

The RDA shall among others be responsible for the following:

- Coordination:  
Ensuring participation in and support of the CRDP by all government departments, municipalities, State owned enterprises, NGOs, donors, financial institutions, etc (this includes the coordination of development planning and social facilitation).
- Planning and resource mobilisation:
  - Land use planning;
  - physical planning;
  - material resource planning;
- An analysis of the situation in terms of strengths and weaknesses, the strategy chosen to meet them and the predictive evaluation criteria according to the national guidelines;
- a justification of the priorities chosen having regard to the national guidelines, as well as the expected impact;
- information on the specified region and measures proposed for each region and their description, including the specific verifiable objectives and indicators that allow the programme's progress, efficiency and effectiveness to be measured;

## Regional rural development plans

While a national rural development plan will provide national norms and standards in respect of rural development, it is envisaged that rural development plans which will cover a 5-year period of development, will inter alia address the following:

- a resourcing and financing plan;
- information on and an indicative breakdown of the initial amounts by measure in terms of public and private expenditure; and
- information on how the regional rural development plan complements other public and private measures.

The ultimate objective of rural development plans will be to guide the improvement of the quality of life of rural people. These plans will be aligned to existing planning frameworks and existing environmental tools.

### Short, medium and long term goals

In the short term the Department shall speed up the implementation of the existing land reform programmes with the focus on complimenting the CRDP. Pilot projects shall enable the Department to refine the concept, as well as to develop a coherent strategy and policy towards the CRDP. Performance assessment of the various land reform projects shall be linked to the CRDP objectives and the extent to which they contribute to the achievement of the agreed mandate.

In the medium term a Green Paper on Agrarian Transformation, Rural Development and Land Reform (including a draft bill) will be developed. This Green Paper will be refined into a White Paper on Agrarian Transformation, Rural Development and Land Reform which will be the ultimate guide for the achievement of the noble objectives. The Green Paper, White Paper and related legislation will be developed in consultation with all key stakeholders including the rural people themselves.

In the longer term the White Paper and related legislation will be implemented and the implementation thereof closely monitored to ensure the continuous success of rural development in South Africa.

### Piloting rural development

The Ministry and Department of Rural Development and Land Reform will pilot the CRDP in Giyani in the Limpopo province. The socio-economic profile of various villages in Giyani served as the guide in the selection of the most appropriate site for piloting the rural development intervention approach. The outcome will be measured by the success of poverty eradication in the area.

A further two pilot sites will be identified in other provinces. Lessons learned from the Giyani-pilot will serve as crucial guidelines for the approach to be adopted in respect of the pilot sites in other provinces. The frame of reference for the Department's facilitation in the entire development cycle is informed by the following participatory processes:

- Stage 1:
  - Pre-planning consultations
  - Interactive site selection
- Stage 2:
  - Interactive community appraisals
  - Interactive community-based projects identification
- Stage 3:
  - Interactive projects preparation and design
  - Projects appraisal
- Stage 4:
  - Participatory projects implementation
  - Participatory projects monitoring
- Stage 5:
  - Participatory projects evaluation

This is, purposefully, an interactive approach to development. Action plans, therefore, will be developed in consultation with critical partners such as the Department of Agriculture, Forestry and Fisheries; the Department of Water and Environmental Affairs; the local municipalities; traditional institutions and especially, the local communities. The projects will be informed by various focal areas and will include a fencing programme for crop or livestock depending on the needs of the specific focal area.

From a socio-cultural perspective, every project has people in the centre and therefore the socio-cultural context of each project would be critical. From project preparation and design to implementation, the socio-economic patterns and conditions of every setting will shape projects. The view is that people are not the targets but in fact the subjects of their own development.

## PROGRAMME I: ADMINISTRATION

**Purpose:** Provide strategic and logistical support in the form of executive and corporate services.

**Measurable objective:** Good governance of the Department

**Intended impact:** Improved governance of the Department and accountability for its resources

Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
Creation of an enabling environment for improved service delivery through leadership alignment and appropriate organisational culture and architecture	Enabling environment (service delivery).	Optimised business architecture(1) that achieves departmental strategic objectives.	90% Achieved objectives	93% Achieved objectives	95% Achieved objectives
		Degree of compliance to corporate services scorecard.	100%	100%	100%
	Implementation of empowerment programmes facilitated	Comprehensive report indicating successes challenges and specific programmes in the implementation of youth programmes and disability empowerment programmes	One report	One report	One report

(1) Business Architecture includes organisational structure, establishment, processes, HR plan, information and technology as well as sound financial management.

## PROGRAMME 2: SURVEYS AND MAPPING

**Purpose:** Provide national mapping, Earth imagery, integrated spatial reference framework and other geo-spatial information in support of the national infrastructure and sustainable development, as mandated by the Land Survey Act, 1997 (Act 8 of 1997). Provide professional and technical services in support of land reform and other public services.

**Measurable objective:** Provision of accurate, up to date and accessible maps and other geo-spatial information, imagery and an integrated spatial reference framework to enhance planning and monitoring of land reform, national infrastructure and sustainable development, nationally and regionally.

**Intended impact:** Effective policy-making and development planning (socio-economic sustainable development, poverty alleviation, job creation); improved efficiencies of service delivery by organs of State; support government capacity to deliver (e.g. land reform, security, environmental conservation; food security, disaster management, basic services); effective force in global relations

Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
Provide fundamental geo-spatial information services to the nation	Fundamental geo-spatial information as a national asset, consisting of Integrated Spatial Reference Framework, National Earth Imagery, and National Mapping covering the whole country in accordance with user needs	The National Integrated Spatial Reference Framework covering the whole country established and maintained in accordance with prescribed standards, in the reporting period	1 050 reference stations maintained by 31 March	1 055 reference stations maintained by 31 March	1 060 reference stations maintained by 31 March



Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
		<p>Acquisition of Earth imagery – at 0.5m ground sample distance (GSD) of 40% of South Africa every three years (488 000 km<sup>2</sup>) and the remaining areas every five years (732 000 km<sup>2</sup>), and at 20m GSD of the whole country (1.22 million km<sup>2</sup>) annually, in accordance with user needs and prescribed standards, in the reporting period</p>	<p>290 000 km<sup>2</sup> at 0.5m GSD - acquired by 31 March</p>	<p>310 000 km<sup>2</sup> at 0.5m GSD and 1.22 million km<sup>2</sup> at 20m GSD - acquired by 31 March</p>	<p>310 000 km<sup>2</sup> at 0.5m GSD and 1.22 million km<sup>2</sup> at 20m GSD - acquired by 31 March</p>
		<p>Captured and revised topographical data in the integrated database of fundamental geo-spatial information for the whole country (1.22 million km<sup>2</sup>), in accordance with prescribed standards, in the reporting period</p>	<p>194 000 km<sup>2</sup> of topographic data captured by 31 March</p>	<p>181 000 km<sup>2</sup> of topographic data captured by 31 March</p>	<p>99% of changes to major features recorded in the year</p>

Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
		Up-to-date maps produced/ revised in compliance with prescribed standards, in the reporting period	1 650 maps by 31 March	1 680 maps by 31 March	1 720 maps by 31 March
		Coverage of national land use (km <sup>2</sup> ) and land cover mapping available in accordance with prescribed standards	-	150 000 km <sup>2</sup> comprehensive classification by 31 March	500 000 km <sup>2</sup> comprehensive classification and 150 000 km <sup>2</sup> change detection by 31 March
Participation in related land and agrarian reform activities and programmes aimed at consolidation of the African Agenda	Participation in development projects in Africa, in particular SADC, and regional and sub-regional structures as approved	Narrative on achievements of meetings and projects, or outcomes of particular meetings and projects, including achievements and actions specifically connected with component's contribution to the regional structures and projects	Report within six weeks of meeting or completion of project phase	Report within six weeks of meeting or completion of project phase	Report within six weeks of meeting or completion of project phase

## PROGRAMME 3: CADASTRAL SURVEYS MANAGEMENT

**Purpose:** Provide efficient cadastral survey management services

**Measurable objective:** Approval, maintenance and archiving of cadastral survey documents submitted by land surveyors, facilitating the regulation of cadastral surveys and supply of cadastral information, in order to support and facilitate land and economic development, with special emphasis on land tenure reform.

**Intended impact:** Each secure land right provides a source of wealth, a negotiable asset and a platform for investment for the rights' holder; thus contributing to poverty alleviation and socio-economic development

Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
Provision of tenure security that creates socio-economic opportunities	Registerable diagrams, general plans and sectional title plans approved in terms of the Land Survey Act, 1997 and Sectional Titles Act, 1986.	Number of projects (cadastral documents) processed and total number of land parcels created	13 400 (220 000)	14 000 (210 000)	14 000 (210 000)
		Number of days taken to examine and approve 95% (1) of diagrams, general plans and sectional title plans under a normal workload	15 days (2)	15 days	15 days
	Cadastral survey management services supplied in all provinces.	Office of the Surveyor-General established in terms of the Land Survey Act	North West	Northern Cape	-





Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
Provision of efficient land use and land administration services	Complete and current cadastral information pertaining to every land parcel in South Africa, in both paper and digital format.	Number of days taken to update and archive hard copy records	15 days	15 days	15 days
	Amended surveying legislation implemented to support government's aims and objectives on economic development and poverty reduction	Implement the Surveying/Geomatics Profession Act to transform the surveying profession	Submission of legislation to Minister (via Policy Unit)	Implementation of new legislation	Implementation of new legislation
		Amend Regulations framed under the Land Survey Act to improve the efficiency of Cadastral Surveys and to accommodate any other land-related legislation	New Regulations to accommodate Global Navigation Satellite System technology	Functional Survey Regulations Board	Functional Survey Regulations Board
Development of programmes for empowerment of the designated groups within the context of the Department's mandate	Trained Professional Land Surveyors, Professional Surveyors, Survey Technicians and Survey Officers from target groups	Number of bursary beneficiaries (Professional Land Surveyors-in-training, Cadastral Technicians, Cadastral Officers and interns) successfully completing the required training courses and experiential training	106	106	74

(1) 95% of all projects lodged will fall into this time period. However, the 15 days will not be achieved where General Plans in excess of 300 erven and other larger or highly complicated projects have been lodged.

(2) The 15 days is the time taken to evaluate the majority of cadastral documents to ensure that they comply with all legislative requirements.

## PROGRAMME 4: RESTITUTION

**Purpose:** To take responsibility for the settlement of land restitution claims in accordance with the provisions of the Restitution of Land Rights Act, 1994 (Act 22 of 1994) and provide settlement support to beneficiaries.

**Measurable objective:** Resolve restitution claims within the target period through negotiated settlements that restore land rights or award alternative forms of equitable redress to claimants.

**Intended impact:**

1. Ensure land ownership by previous victims of racial land disposessions
2. Poverty alleviation through sustainable development on restored land as well as improved livelihoods
3. Foster the rights of vulnerable groups in terms of ownership and participation in economic agricultural activities

Strategic Objective	Output	Performance Indicators	Target 2009/2010	Target 2010/2011	Target 2011/2012
Settlement of all outstanding land claims by 2011	All lodged restitution claims settled	All the remaining 4 560 land claims validated, gazetted, verified and settled by 2011 in terms of the Restitution of Land Rights Act (1)	1 695	1 799	1 066
	Contribution of claimed/ alternative land to the departmental target to redistribute 30% white-owned agricultural land by 2014	Total no of hectares of land claimed restored which contributes to the 30% departmental target: 1 513 712 ha (1)	556 234 ha	520 223 ha	437 255 ha
	Settlement support processes of land claims with development aspect facilitated to ensure sustainable development	Effective implementation of all settled projects	Action plan in place for roll-out of post settlement framework	Implementation	Implementation

(1) The number of outstanding claims and hectares of land to be restored as reflected in this strategic plan are as at 31 December 2008

## PROGRAMME 5: LAND AND TENURE REFORM

**Purpose:** Provide sustainable land reform programmes in South Africa

**Measurable objective:** Ensure that sustainable benefits of economic growth accrue to previously disadvantaged communities, groups and individuals

**Intended impact:** Contribute to social and economic development through more equitable access to land by all citizens

Strategic Objective	Output	Performance Indicators	Target 2009/2010	Target 2010/2011	Target 2011/2012
Redistribution of 30% of white-owned agricultural land by 2014 for sustainable agricultural development	Productive white-owned agricultural land provided to black South Africans for sustainable agricultural development	24.9 million hectares of productive white-owned land provided to 60 000 individual black South Africans by 2014 (including PLAS and Labour Tenants)	656,000 ha	721,700 ha	794,070 ha
		Individual/beneficiaries	12,890	14,178	15,596
Provision of tenure security that creates socio-economic opportunities for people living and working on farms and in communal areas	Land rights confirmed	Number of people whose rights have been confirmed	11,587	12,746	14,020
		State land pro-actively vested	19,735	29,605	49,337
Provision of efficient State land management that supports development	State land pro-actively vested	Number of parcels vested	19,735	29,605	49,337

## PROGRAMME 6: SPATIAL PLANNING AND INFORMATION

**Purpose:** Provide for national land use management, spatial planning & spatial information systems

**Measurable objective:** Provision of legislative, institutional and technical skills support to regulate and guide settlement development, land use management and spatial information management

**Intended impact:** Integrated spatial information, equitable, efficient settlement patterns and transparent land use management system

Strategic Objective	Output	Performance Indicators	Target 2009/2010	Target 2010/2011	Target 2011/2012
Provision of efficient land use and land administration service	Policy interventions developed to halt undesirable settlement growth patterns	Legislation, regulations and/or guidelines developed and implemented	Draft Land Use Management Bill finalised by March 2010	Land Use Management Bill enacted by March 2011 and Draft Regulations developed by March 2011	Land Use Management Act implemented and monitored by March 2012
			Draft Planning Profession Act Regulations developed by March 2010	Planning Profession Act Regulations Implemented by March 2011	SA Council for Planners strengthened to deliver on its mandates on the planning profession by March 2012
	Municipal Land Use Management Systems (LUMS), Spatial Development Frameworks and GIS-capacity programmes developed and implemented	Number of nodal areas identified for land use support	5 nodal areas by March 2010	4 nodal areas by March 2011	4 nodal areas by March 2012
			SMD established by June 2010	SMD implemented by March 2011	SMD Maintenance
	South African Spatial Data Infrastructure established and implemented	Spatial Metadata Discovery (SMD) portal established			

## PROGRAMME 7: DEEDS REGISTRATION (AUXILIARY SERVICES)

**Purpose:** To provide efficient land use and land administration services

**Measurable objective:** To provide a high quality deeds registration system whereby secure titles are registered and speedy and accurate information is provided.

**Intended impact:** Security of title

Strategic Objective	Output	Performance Indicator	Target 2009/2010	Target 2010/2011	Target 2011/2012
Provision of efficient land use and land administration services	Registered title deeds	Number of days from lodgement until examination is completed (in accordance with legislation, practice & procedure).	Not more than 7 days	Not more than 7 days	Not more than 7 days
		Number of days after registration until registered deeds/documents are delivered (in accordance with legislation, practice & procedure).	Not more than 8 days	Not more than 8 days	Not more than 8 days
		Number of deeds registered	320 000	340 000	360 000
		Monetary value of transfers (Effect on the economy)	R432,386,942,540.66	R452,006,289,667.00	R476,706,604,151.00
		Monetary value of bonds (Effect on the economy)	R3,037,181,658,219.49	R3,189,040,741,130.00	R3,348,492,778,186.00
	A transformed Cadastre	A functional e-Cadastre by 2015 reducing turnaround times	Draft Electronic Deeds Registration Bill Enterprise Architectural Design Implementation plan	Creation of platform for e-Cadastre	Implementation of e-Cadastre phase I

## DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM

### Budget summary as per Estimates of National Expenditure

R million	2009/10				2009/11		2009/12	
	Total to be appropriated	Current payments	Transfers and subsidies	Payments for capital assets	Total	Total	Total	
MTEF allocation								
Administration	485.5	460.5	11.7	13.2	507.3	536.8		
Surveys and Mapping	96.1	90.4	2.1	3.6	98	104		
Cadastral Surveys	111.8	109.3	0.1	2.4	117.8	125.8		
Restitution	1904.3	415.7	1488.6	-	1584.7	2086.4		
Land Reform	3454.9	412.4	3042.5	-	4099.6	4721		
Spatial Planning and Information	33.6	31.1	2.3	0.2	35.4	37.3		
Auxiliary and Associated Services	12.9	9.6	0	3.3	47.3	50.2		
<b>Total expenditure estimates</b>	<b>6 099.1</b>	<b>1 529.1</b>	<b>4 547.3</b>	<b>22.7</b>	<b>6 490.2</b>	<b>7 661.4</b>		

Executive authority  
Minister of Rural Development and Land Reform

Accounting officer  
Director-General of Rural Development and Land Reform



# HUMAN RESOURCE MANAGEMENT PLAN FOR THE DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM

## INTRODUCTION

The Department has now finalised a new process driven organisational structure which equips the Branches to achieve its objectives. The staffing levels recommended in the new structure are based on full time equivalents calculated out of the expected volumes of work and expected productivity levels. Thus the HR Plan provides a synopsis of the Department's current capacity levels against the desired capacity in realising the Departmental strategic objectives.

The Department with its current organisational structure is operating at a vacancy rate of approximately 19% which is above the proposed public sector industry norms where vacancy rates should not exceed 12.5%. Although the vacancy rate is still high, it has been reduced significantly from 27% in the previous years. The attrition rate is 13.23% with over half of the staff leaving being in the skilled to highly skilled category. Obviously this poses a serious risk for the Department in its endeavor to achieve its strategic mandate.

The process review of the recruitment process has been successful and the recruitment period has been significantly reduced. The recruitment project that has been initiated during 2006 is continuing to ensure that the vacancy rate of the Department is reduced to below 10%.

It is not only the recruitment speed which is relevant but

also ensuring that the quality of candidates appointed is adequate to ensure that the capacity is effective in service delivery. To ensure the quality of the candidates recruited, a comprehensive competency based assessment process has been incorporated into the recruitment process for most positions. The cost of the competency based assessments is inhibiting and prevents the Department from implementing it in all the categories of employment.

The latest initiatives by the Department of Public Service and Administration to develop a scarce skills framework are supported by the Department and it participates in the development of the relevant Occupational Specific Dispensation (OSD). This process is expected to result in the implementation of the OSD for Surveyors on 1 July 2009.

The Department has completed a comprehensive skills audit of all staff from salary level 6 and above. The results of the skills audit are incorporated in the human resource development strategy of the Department. The skills areas to be developed first will be to ensure improved service delivery in especially land and tenure reform and restitution implementers.

Proposed Strategic Human Resource Management Interventions:

The Human Resource Plan identifies certain strategic interventions which will address the human resource related challenges experienced by the Department. The critical challenges and proposed strategies to address them are detailed in the table below.

HR CHALLENGES	PROPOSED STRATEGIES
I. Ensure adequate capacity levels	<ul style="list-style-type: none"> <li>- An organisational structure has been developed and takes into account the staffing levels that are commensurate with the strategic objectives and needs of the Department.</li> <li>- The Department focuses on recruiting lower level staff and growing and developing them into senior level positions.</li> <li>- The graduate project will be implemented further.</li> </ul>

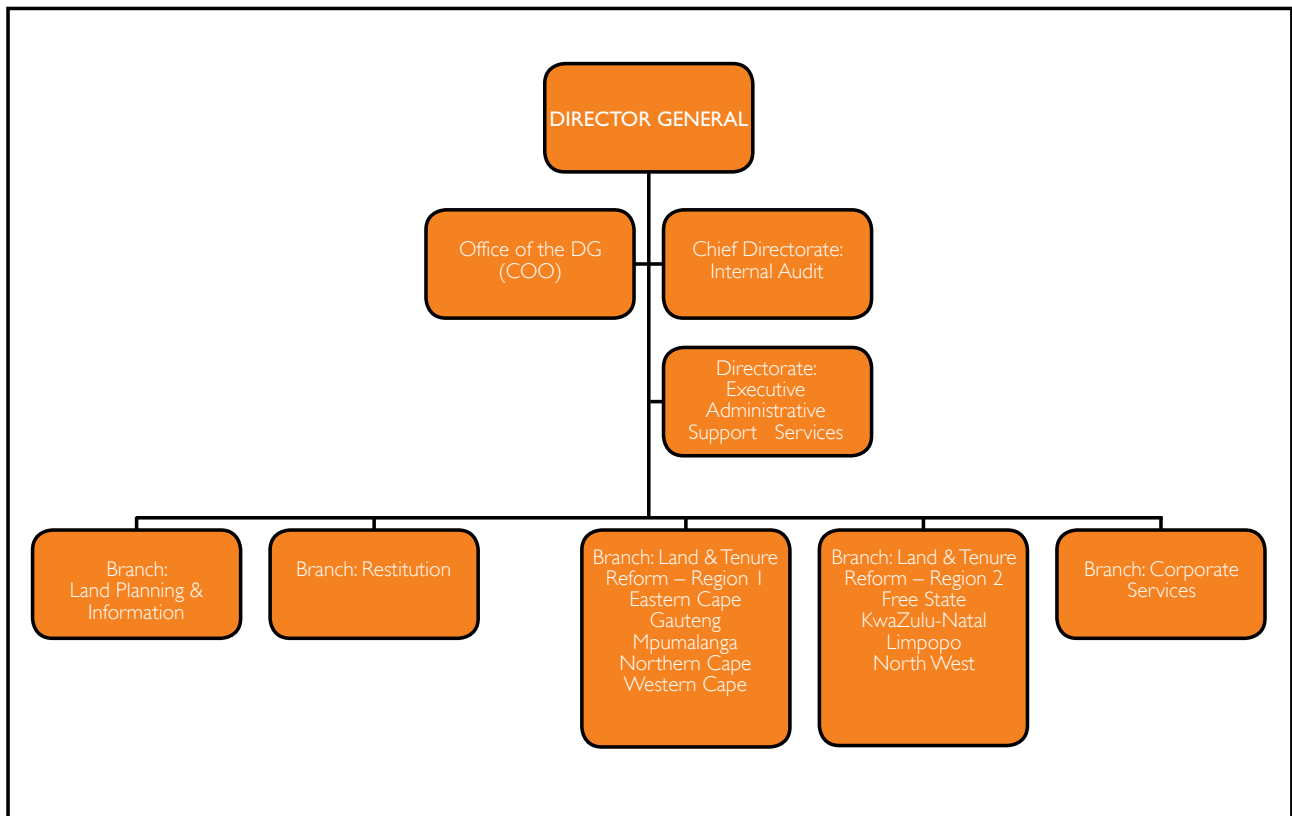
HR CHALLENGES	PROPOSED STRATEGIES
	<ul style="list-style-type: none"> <li>- The performance management system is further refined to link to employee's job objectives as clearly outlined in their job description.</li> <li>- An intensive training programme will be implemented.</li> <li>- Appraisals should be compulsory.</li> </ul>
2. Maintenance of job descriptions	<ul style="list-style-type: none"> <li>- The Directorate: Management Advisory and Support Services (MASS) have developed job descriptions for each job.</li> <li>- These job descriptions will be maintained regularly.</li> </ul>
3. Exit interviews	<ul style="list-style-type: none"> <li>- Exit interviews are compulsory for all employees who leave the Department.</li> <li>- Exit interview forms have been designed and dedicated resources monitor the process.</li> <li>- Feedback from exit interviews will be provided to the relevant manager.</li> <li>- Ensuring the documentation and the maintenance of attrition data.</li> </ul>
4. Ensuring critical skills	<ul style="list-style-type: none"> <li>- Ensure that the HRD Strategy is in line with Objective 1 of the National Skills Development Strategy which requires the prioritisation and communication of critical skills for sustainable growth, development and equity.</li> <li>- Partnerships with other Government Departments, Parastatals, Universities, South African Geometrics Institute (SAGI) and PLATO on the surveying curriculum review of institutions of higher learning will be further established.</li> <li>- The higher level skills are too expensive for the Department and will be difficult to accommodate at the current salary levels. Hence the Department will source a large numbers of interns.</li> </ul>
5. Linking training to business needs	<ul style="list-style-type: none"> <li>- Training should be driven by needs to support service delivery, work performance and career development such that training offered is directly linked to a task/function.</li> <li>- Emphasis on provision of training should be on core functions rather than soft skills such as MS Office skills or communication skills as is currently the case within the Department.</li> <li>- Training and development opportunities to be focused on improving management skills throughout the organisation to enable managers to gain greater understanding of their roles as managers and leaders of the Department and to realise the importance of being fair and consistent in the application of policies.</li> <li>- Utilise different methods in providing training such as job shadowing particularly in key positions to expedite learning and knowledge transfer.</li> <li>- Develop a culture of high-quality life-long learning to address illiteracy challenges through initiatives such as ABET programmes thereby contributing to the broader government imperative of ensuring that all South African citizens participate fully in the political, economic and social spheres of life.</li> <li>- The Department should ensure that at least 1% of the total staff expenditure is spent on human resource training and development.</li> </ul>



HR CHALLENGES	PROPOSED STRATEGIES
6. Mentorship/Technical Advisers	<ul style="list-style-type: none"><li>- There is a need for the implementation of a formalised mentorship system whereby skilled practitioners can mentor junior staff members for specific positions</li><li>- The Department to consider having technical advisers attached to selected senior managers to ensure that these managers are abreast with contemporary concepts and ideas relevant to their function through:<ul style="list-style-type: none"><li>• For example, identifying land and tenure experts from countries with similar environments such as Brazil, Namibia and Botswana could be attached to the provincial land reform Chief Directors.</li><li>• Partnering with donor organisations that also provide technical assistance as part of their development programmes. These and other options for sourcing technical advisers should be explored.</li></ul></li></ul>

The human resources function of the Department will be at the forefront of ensuring sufficient capacity for the core functions of the Department like Restitution and Land and Tenure Reform. The challenges and proposed interventions follow a detailed analysis of the human resources function of the Department and an analysis of the demographics of the Departmental workforce. The strategic interventions proposed in this plan are comprehensive and will have a significant effect on the human resource challenges of the Department.

## DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM : TOP LEVEL ORGANISATIONAL STRUCTURE





## ABBREVIATIONS AND ACRONYMS

SONA	- State of the Nation Address	VPN	- Virtual Private Network
ENE	- Estimates of National Expenditure	GSD	- Ground Sample Distance
LUMB	- Land Use Management Bill	Km	- Kilometre
CLaRA	- Communal Land Rights Act	Km <sup>2</sup>	- Square kilometre
HIV/Aids	- Human Immune Virus/Acquired Immune Deficiency Syndrome	LUMS	- Land Use Management System
MDG	- Millennium Development Goals	SMD	- Spatial Metadata Discovery
MTEF	- Medium Term Expenditure Framework	OSD	- Occupational Specific Dispensation
DPSA	- Department of Public Service and Administration	SAGI	- South African Geometrics Institute
YARD	- Youth in Agriculture and Rural Development	HRD	- Human Resource Development
LRAD	- Land Redistribution for Agricultural Development	PLATO	- South African Council for Professional & Technical Surveyors
SPLAG	- Settlement and Production Land Acquisition Grant	MASS	- Management Advisory and Support Services
LASS	- Land Acquisition for Sustainable Settlement		
RDI	- Rural Development Institute		
CASP	- Comprehensive Agricultural Support Programme		
MAFISA	- Micro Agricultural Financial Institute of South Africa		
DAFF	- Department of Agriculture, Forestry and Fisheries		
LRMF	- Land Rights Management Facility		
SAFCOL	- South African Forestry Company Limited		
LARP	- Land and Agrarian Reform Programme		
GPS	- Global Positioning System		
RSA	- Republic of South Africa		
SADC	- Southern African Development Community		
NEPAD	- New Partnership for Africa's Development		
CSM	- Cadastral Survey Management		
WARD	- Women in Agriculture and Rural Development		
NAFU	- National African Farmer's Union		
M&E	- Monitoring and Evaluation		
KAPP	- Knowledge, Attitude, Perceptions and Practices		