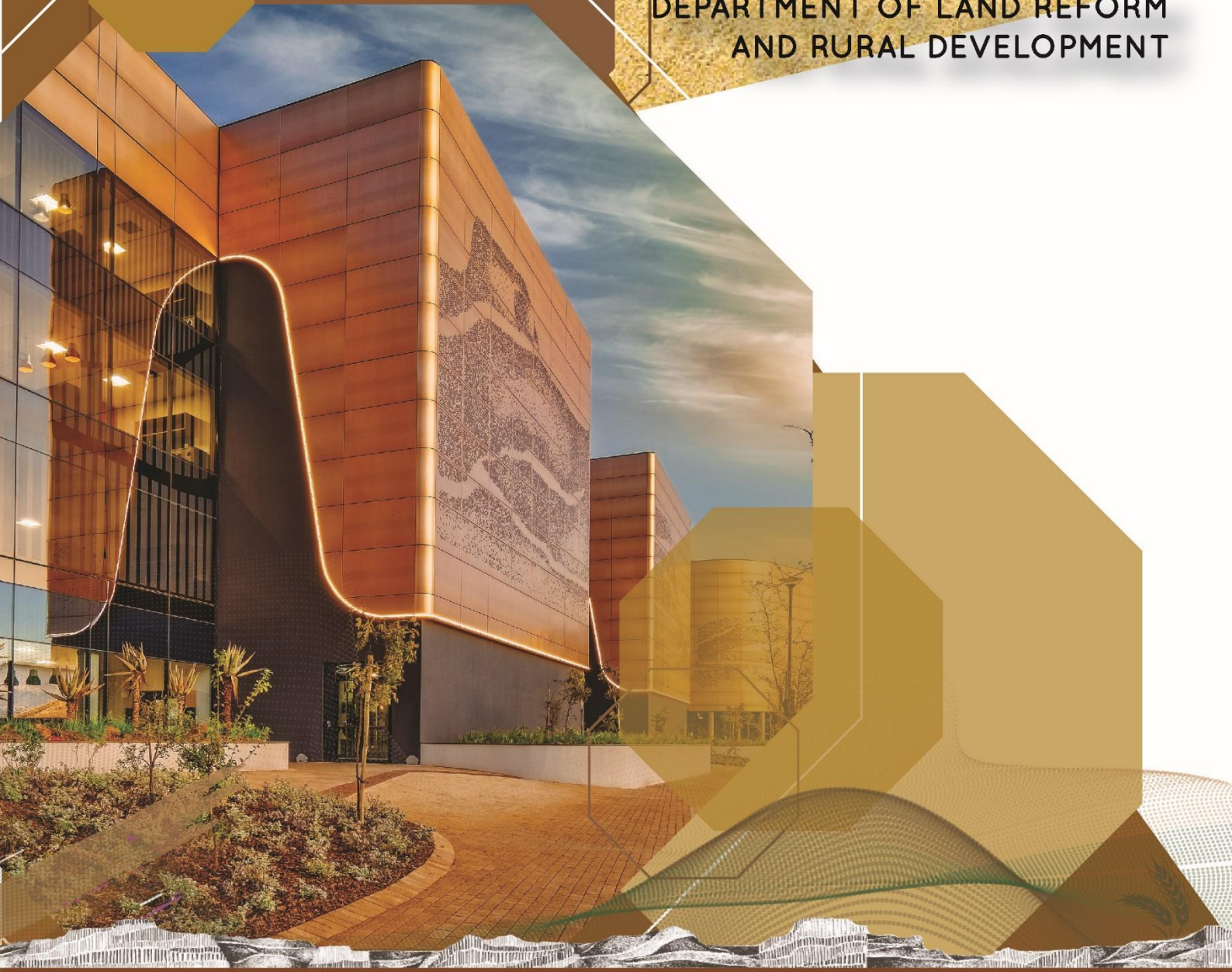


Revised STRATEGIC PLAN

2025 - 2029

DEPARTMENT OF LAND REFORM
AND RURAL DEVELOPMENT



land reform &
rural development

Department:
Land Reform and Rural Development
REPUBLIC OF SOUTH AFRICA



RP247/2025

ISBN: 978-1-83491-078-9

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EXECUTIVE AUTHORITY STATEMENT



Our strategic development is grounded in the achievement of three key government priorities, namely: increasing employment, reducing inequality, and building a capable state. These priorities will be maximised through the strategic positioning of sectors, including land reform, land administration, and rural development. Sectoral growth will be measured from the citizens' perspective, ensuring alignment with our mandate to restore the nation's integrity.

To facilitate employment and equality, the department shall cultivate a conducive working environment for its employees. Recognising that the State's capability is influenced by the mental and emotional well-being of its personnel, a comprehensive change management programme will be implemented to reinforce that employees are the department's most valuable asset. This work environment will foster high performance and eradicate corruption. To optimise budget utilisation, coordination with stakeholders who share comparable mandates will be leveraged.

Ongoing challenges necessitate policy and legislative revisions. The prevalence of conflicts within communal property associations and trusts mandates the implementation of psychosocial and reparations programmes. The financial requirements for land reform exceed the treasury's current capacity; therefore, legislative mechanisms to increase land availability and pursue international compensation will be introduced. Concurrently, the redesign of land development support will be finalised during this strategic cycle.

Legislation for the digitisation of land administration, passed in the preceding strategic cycle and enacted in this cycle, will be fully utilised. The department will maximise available geospatial data for development and commercial purposes. The digitalisation of land administration will unlock new services and industries, necessitating the development of new thinking and specialised skills to ensure national security and technological self-determination. A strategic re-evaluation of spatial planning in urban areas will be undertaken to align with the principles of a non-racial society.

There is a compelling rationale for rural development. Given that 65% of the population resides in urban areas encompassing less than 1% of the landmass, efforts to reverse migration through the provision of essential basic services and the stimulation of the rural economy are imperative. It is our intention to contribute to the District Development Model by developing value chains to capitalise on their unique natural strengths.

A handwritten signature in black ink, appearing to read 'Mzwanele Nyhontso', written over a light blue rectangular background.

Honourable Minister Mzwanele Nyhontso (MP)
Department of Land Reform and Rural Development
Date: 20 JUNE 2025

DEPUTY MINISTER STATEMENT



The struggle for land justice in South Africa is one deeply rooted in our country's painful history of dispossession, racial exclusion, and systemic discrimination. Under colonisation, colonial and apartheid rule, millions of our people were forcibly removed from their land, stripping them of their dignity, livelihoods, connection to their ancestral heritage and other assets. The legacy of this historical injustice continues to manifest in stark inequalities in land ownership, tenure security and economic position.

The Constitution of the Republic of South Africa enshrines the imperative of redress in Section 25, notably, including by affirming that: "No provision of this section may impede the State from taking legislative and other measures to achieve land, water and related reform, 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)." It is in this context that land reform remains a national priority, not only as a matter of justice but as a crucial lever for economic transformation and development, inclusive growth, confronting poverty and tackling the cost of living.

The Expropriation Act, 2024 (Act No. 13 of 2024) will play a crucial role in accelerating land reform by enabling fair and just expropriation where necessary, aligning with the constitutional mandate to ensure equitable access to land. Alongside this, the Department of Land Reform and Rural Development has identified several key legislative initiatives in this Strategic Plan, including the Equitable Access to Land Bill and the Rural Development Bill. These legislative instruments are designed to advance the goal of land redistribution, ensuring that land serves as a resource for both social justice and inclusive economic development.

Land reform and rural development must be at the forefront of our efforts to expand access to productive work through employment creation, tackle poverty and lower the cost of living for millions of South Africans. The transformation of rural economies through land access, multisectoral economic and social infrastructure development is central to achieving these objectives. This Strategic Plan articulates a comprehensive approach to these challenges, aligning our interventions with the national imperative to build a completely non-racial and non-sexist, democratic and prosperous nation.

In delivering on this ambitious mandate, strengthening the institutional capacity of the DLRRD is paramount. The recent separation of the former Department of Agriculture, Land Reform and Rural Development into two departments, each with its specific mandate and focus, marks a significant shift. As we establish the Department of Land Reform and Rural Development, we are committed to building a capable and ethical developmental state that can effectively implement policy, support communities and drive transformation in land ownership patterns and the economy.

This Strategic Plan outlines the department's strategic priorities, policies programmes and targets for the 2025 – 2030 period. It is a plan that responds to the realities of rural communities, the aspirations of land claimants and emerging participants in the land economy, and the constitutional imperative to redress historical injustices.

A handwritten signature in black ink, appearing to read 'Mathabatha', written over a circular stamp or seal.

Chupu Stanley Mathabatha, MP
Deputy Minister of Land Reform and Rural Development
Date: 20/06/2025

ACCOUNTING OFFICER STATEMENT



The Department of Land Reform and Rural Development (DLRRD) has structured its strategic agenda for 2025–2029 around its constitutional and legislative mandates, addressing significant historical and systemic land disparities in South Africa. Guided by sections 25 and 27 of the Constitution, we commit to redressing inequalities through equitable land access, strengthened tenure security, and sustainable rural economic development.

Over this strategic period, our primary commitment aligns closely with the Medium-Term Development Plan (MTDP), particularly focusing on inclusive growth, job creation, poverty reduction, and tackling the high cost of living. Central to this mandate is enhancing our institutional governance framework, ensuring compliance with legislative requirements, and embedding transparency in all operations. Accordingly, comprehensive digitisation of land administration processes is prioritised to enhance operational efficiency, data security, and public accessibility. The full deployment of the Electronic Deeds Registration System (eDRS) exemplifies this strategic direction, significantly improving turnaround times and accuracy in land registrations, thereby supporting MTDP objectives on building a capable, ethical, and developmental state.

Strategically, rural development remains a critical intervention area aligned to the MTDP's inclusive growth objectives, addressing uneven spatial development and socioeconomic disparities. Our strategic actions include implementing the Integrated Rural Development Sector Strategy (IRDSS) through the District Development Model (DDM), expanding infrastructure and essential services to rural communities, and stimulating rural economies via targeted value-chain developments, thereby directly contributing to employment creation and poverty alleviation.

The Department will collaborate closely with the Department of Planning, Monitoring and Evaluation (DPME) in the implementation of the National Spatial Development Framework (NSDF), which will serve as a foundational instrument for achieving spatial transformation and equitable resource distribution across urban and rural areas. Concurrently, we will initiate the development of the National Spatial Data Observatory (NSDO), underpinned by the Spatial Data Infrastructure Act (SDI Act). The NSDO will serve as a cornerstone for driving geospatial innovation, promoting informed decision-making, and supporting strategic land use planning at national and regional levels.

Land Reform remains a core priority for the Department, with strategic focus on restitution, redistribution, and tenure reform. Restitution interventions will address backlogs through structured negotiations and streamlined settlement processes. Redistribution will continue through the Proactive Land Acquisition Strategy (PLAS), guided by the Beneficiary Selection and Land Allocation Policy (BSLAP), ensuring transparent beneficiary selection. The Department will concurrently pursue legislative reforms for tenure security, including amendments to the CPA Act, ESTA, and TRANCRAA, to safeguard tenure rights in communal, peri-urban, and farming contexts.

To enable sustainable outcomes across all three pillars, the Department will implement the Land Development Support (LDS) programme as the primary post-settlement delivery mechanism. LDS will provide coordinated technical, institutional, financial, and infrastructural support—including access to inputs, infrastructure investment, enterprise support, and market facilitation—to ensure productive land use, secure tenure, and viable rural livelihoods after land transfer.

Capacity-building initiatives within DLRRD remain paramount. Ongoing investment in skills development, particularly in geospatial sciences and land administration, aligns with MTDP priorities to build a capable and skilled workforce, empowering our personnel to effectively utilise advanced

technologies such as drone-based remote sensing and enhanced geospatial data management platforms.

We will also operationalise the 'Cadastral Information System – National Geomatics Management Service (CIS–NGMS)' to further underpin land tenure stability, improve cadastral data quality, and support the eDRS deployment.

Our strategic plan also involves a suite of legislative reforms to modernise and harmonise the land governance system. This includes:

- The finalisation and tabling of the Equitable Access to Land Bill, which will establish a cohesive framework for land redistribution grounded in constitutional justice;
- The enactment of the Rural Development Bill, designed to institutionalise rural development coordination and link land reform to local economic revitalisation;
- The implementation of the Communal Land Bill, which will formalise land rights in communal areas and clarify governance structures;
- Legislative amendments to the Spatial Planning and Land Use Management Act (SPLUMA), to address practical implementation challenges, uphold the constitutional principles of spatial justice, sustainability, spatial efficiency, spatial resilience, and good administration, and ensure improved participation by traditional leadership and affected communities in spatial planning processes; and
- Revisions to the Spatial Data Infrastructure Act (SDI Act) to strengthen geospatial governance, standardisation, and data-sharing across government systems, ensuring alignment with international best practices such as the United Nations Integrated Geospatial Information Framework (UN-IGIF); and
- Amendments to the Planning Profession Act (PPA) to ensure relevance to contemporary planning challenges and strengthen regulatory oversight of the planning profession.

These legislative instruments are key enablers of systemic reform, enabling DLRRD to deliver on its mandate with greater legal certainty, policy coherence, and developmental impact.

The Department commits to rigorous monitoring, evaluation, and reporting to Cabinet and AGSA, ensuring transparency and accountability in our use of public resources. We will measure our interventions with clear, outcome-based indicators, focusing on results in governance, modernising land administration, fair land redistribution, and integrated rural economic development.

This strategic plan is supported by internal controls and governance, enabling the achievement of our constitutional mandate. It positions DLRRD as a catalyst in transforming South Africa's land and rural sectors, ensuring equitable, inclusive, and sustainable development outcomes aligned closely with the MTDP strategic priorities.



Mr Clinton Heimann

(A) Director–General: Department of Land Reform and Rural Development

Date: 19/06/2025

OFFICIAL SIGN-OFF

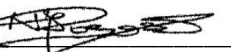
It is hereby certified that this Strategic Plan:

- was developed by the management of the Department of Land Reform and Rural Development (DLRRD) under the guidance of Honourable Minister Mzwanele Nyhontso;
- considers all the relevant policies, legislation, and other mandates for which the DLRRD is responsible;
- accurately reflects the impact, outcomes, and outputs which the DLRRD will endeavour to achieve over the five-year period of the 2025 – 2029 financial years.

Signature: 

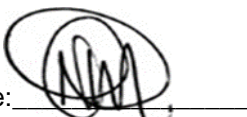
Mr Terries Ndove

Deputy Director-General: Land Redistribution and Tenure Reform

Signature: 

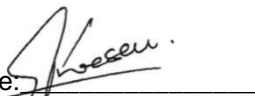
Ms Nomfundo Ntloko

Chief Land Claims Commissioner

Signature: 

Ms Nomtandazo Moyo

Deputy Director-General: Rural Development

Signature: 


Ms Carlize Knoesen

Chief Registrar of Deeds

Signature: 

Mr Siyabonga Mdubeki

Chief Surveyor-General

Signature: 

Mr Rajesh Makan

(A) Deputy Director-General: Spatial Planning and Land Use Management

Signature: 


Mr Dumisani Lupungela


(A) Deputy Director-General: Corporate Support Services

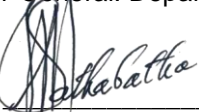
Signature: 

Ms Busisiwe Letompa


Deputy Director-General: Provincial Operations

Signature: 
Ms Mokete Mokono
(A) Chief Financial Officer

Signature: 
Mr Clinton Heimann
(A) Director-General: Department of Land Reform and Rural Development

Signature: 
Honourable Chupu Stanley Mathabatha (MP)
Deputy Minister of Land Reform and Rural Development

Approved by:

Signature: 
Honourable Mzwanele Nyhontso (MP)
Minister of Land Reform and Rural Development

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ACRONYMS AND ABBREVIATIONS

AAMP	Agricultural and Agro-processing Master Plan
ADB	African Development Bank
AGSA	Auditor-General South Africa
AI	Artificial Intelligence
ALHA	Agricultural Land Holdings Account
APP	Annual Performance Plan
ARC	Agricultural Research Council
BASA	Banking Association of South Africa
BSLAP	Beneficiary Selection and Land Allocation Policy
CDC	Coega Development Corporation
CIDB	Construction Industrial Development Board
CIPRO	Companies and Intellectual Property Registration Office
CIS	Cadastral Spatial Information
CLCC	Chief Land Claim Commissioner
CLTP	Communal Land Tenure Policy
CoGTA	Cooperative Governance and Traditional Affairs
CORS	Continually Operating Reference Stations
CPA	Communal Property Association
CRD	Chief Registrar of Deeds
CRDP	Comprehensive Rural Development Programme
CRLR	Commission on Restitution of Land Rights
CRLR	Commission on Restitution of Land Rights
CSG	Chief Surveyor General
CSI	Committee for Spatial Information
CSIR	Council for Scientific and Industrial Research
CSO	Civil Society Organisation
DALRRD	Department of Agriculture, Land Reform and Rural Development
DBC	Departmental Bargaining Council
DBE	Department of Basic Education
DBSA	Development Bank of Southern Africa
DCDT	Department of Communications and Digital Technologies
DCoG	Department of Cooperative Governance
DDG	Deputy Director-General
DDM	District Development Model
DEL	Department of Employment and Labour
DFFE	Department of Forestry, Fisheries and Environment
DG	Director General
DHET	Department of Higher Education and Training
DHS	Department of Human Settlement
DIGGOV	DigitalGovernment
DLRRD	Department of Land Reform and Rural Development
DoA	Department of Agriculture
DOD	Department of Defence
DoJ	Department of Justice
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
DPWI	Department of Public Works and Infrastructure
DRA	Deeds Registries Act
DSBD	Department of Small Business and Development

DSD	Department of Social Development
DSTI	Department of Science Technology and Innovation
DWS	Department of Water Affairs and Sanitation
e-DRS	Electronic Deeds Registration System
EDRSA	Electronic Deeds Registration System Act
ESTA	Extension of Security of Tenure Act
EXCO	Executive Committee
FPSU	Farmer Production Support Unit
GC	Government Component
GCIS	Government Communication and Information System
GIS	Geographic Information System
GISc	Geographic Information Science
GNSS	Global Navigation Satellite System
GNU	Government of National Unity
GP	Gauteng Province
GPSSBC	General Public Service Sector Bargaining Council
GSD	Ground Sample Distance
Ha	Hectares
HRM	Human Resources Management
IAR	Immovable Assets Register
ICT	Information and Communications Technology
IDC	Industrial Development Corporation
IDP	Integrated Development Plan
IDSS	Integrated Diagnostic Support System
IGR	Intergovernmental relations
IMC	Inter-Ministerial Committee
IoT	Internet of Things (IoT)
IRDSS	Integrated Rural Development Sector Strategy
ITB	Ingonyama Trust Board
KIRM	Knowledge Information Records Management
LAW	Land Administration Web
LPC	Licensed Professional Counsellor
LRAD	Land Redistribution for Agricultural Development
LRTR	Land Redistribution and Tenure Reform
LTA	Labour Tenants Act
MINMEC	Minister and Members of Executive Council
MINTECH	Ministerial Technical Committee
MISA	Municipal Infrastructure Support Agent
ML	Machine learning
MoU	Memorandum of Understanding
MP	Member of Parliament
MTDP	Medium Term Development Framework
N/A	Not applicable
NARYSEC	National Rural Youth Services Corps
NDP	National Development Plan
NDT	National Department of Tourism
NGI	National Geospatial Information
NGMS	National Geomatics Management Services
NGOs	Non-Governmental Organisations
NLIS	National Land Information System

NMOG	National Macro-Organising of Government
NSDF	National Spatial Development Framework
NSDO	National Spatial Data Observatory
NSG	National School of Governance
NSSA	National Spatial Action Areas
NT	National Treasury
NYDA	National Youth Development Agency
OCIO	Office of the Chief Information Officer
OPA	Opening of Parliament Address
PCC	Practical Completion Certificate
PDA	Provincial Department of Agriculture
PETROSA	The Petroleum Oil and Gas Corporation of South Africa
PFMA	Public Finance Management Act
PLAP	Proactive Land Acquisition Policy
PLAS	Proactive Land Acquisition Strategy
PoE	Proof of Evidence
PPA	Planning Profession Act
PPP	Public-Private Partnerships
PSA	Public Service Act
PSCBC	Public Service Co-ordinating Bargaining Council
PSSC	Provincial Shared Services Centre
PVA	Property Valuation Act
QCTO	Quality Council for Trades and Occupations
RDP	Reconstruction and Development Programme
RDSP	Rural Development Sector Plan
RSDF	Regional Spatial Development Framework
SACPLAN	South African Council for Planners
SALGA	South African Local Government Association
SANRAL	South African National Roads Agency
SARS	South Africa Revenue Services
SASDI	South African Spatial Data Infrastructure
SDF	Spatial Development Framework
SDG	Sustainable Development Goals
SDI	Spatial Data Infrastructure
SETA	Sector Education and Training Authority
SFO	Senior Financial Officer
SITA	State Information Technology Agency
SLAG	Settlement Land Acquisition Grant
SOE	State Owned Enterprise
SOI	Statement of Intent
SONA	State of the Nation Address
SOP	Standard Operating Procedure
SP	Strategic Plan
SPLUM	Spatial Planning and Land Use Management
SPLUMA	Spatial Planning and Land Use Management Act
STATS-SA	Statistics South Africa
SWOT	Strengths, Weakness, Opportunities, and Threats
TVET	Technical and Vocational Education and Training
UFS	University of Free State
UN-IGIF	United Nations Integrated Geospatial Information Framework

PART A: OUR MANDATE



1. Constitutional mandate

The Department of Land Reform and Rural Development (DLRRD) derives its mandate from sections 24, 25 and 27 of the Constitution, which can be summarised as follows:

Section 25 (property clause) establishes the framework for the implementation of land reform, and section 24 (environment clause). This mandate is articulated through key provisions:

- Section 25(5) compels the State to take reasonable legislative and other measures to foster conditions that enable citizens to gain access to land on an equitable basis.
- Section 25(6) provides for legally secure tenure for persons whose tenure is insecure due to past discriminatory laws or practices.
- Section 25(7) grants individuals or communities the right to restitution of land or equitable redress if they were dispossessed after 1913 due to racially discriminatory laws.
- Section 25(8) affirms that no provision of this section may impede the State from taking legislative measures to achieve land, water, and related reform to redress the results of past racial discrimination, provided such measures are in line with the Constitution.

Section 27 establishes the framework for the implementation of the Comprehensive Rural Development Programme (CRDP). This section enshrines critical socio-economic rights that are central to improving the quality of life in underdeveloped rural areas.

- Specifically: Section 27(1)(a–c) affirms the right of every person to have access to health care services, sufficient food, clean water, and social security, including appropriate social assistance for those unable to support themselves and their dependents.
- Section 27(2) places a positive obligation on the state to take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of these rights.

2. Legislative and policy mandates

The department's legislative and policy mandates are informed by national, provincial, and local legislation and policies. The legislation and policies can be concurrent or apply to one level.

2.1 Legislative mandates

The legislative mandate is drawn from various pieces of legislation, which in turn informs the operations of the department. The pieces of legislation are indicated as follows:

Table 1: DLRRD legislation and purpose

Act number and year	Purpose
Abolition of Certain Title Conditions Act, 1999 (Act No. 43 of 1999)	Provides for the abolition of certain conditions in terms of which the consent or permission of the holder of an office under the Republic, the former Union of South Africa or any dominant colony or republic which preceded the former Union of South Africa, is required for the alienation or transfer of immovable property from one person to another; and for matters connected therewith.
Abolition of Racially Based Land Measures Act, 1991 (Act No. 108 of 1991)	<ul style="list-style-type: none"> • Repeals or amends certain laws to abolish certain restrictions based on race or membership of a specific population group on the acquisition and utilisation of rights to land; • Provides for the rationalisation or phasing out of certain racially based institutions and statutory and regulatory systems for the regulation of norms and standards in residential environments; and • Provides for the establishment of the Advisory Commission on Land Allocation; and for matters connected therewith.

Act number and year	Purpose
Communal Property Associations Act, 1996 (Act No. 28 of 1996)	Intends to enable communities to form juristic persons, to be known as communal property associations to acquire, hold and manage property on a basis agreed to by members of a community in terms of a written constitution; and provide for matters connected therewith.
Communal Property Associations Amendment Act, 2018 (Act No. 20 of 2018)	To enable communities to form juristic persons, to be known as communal property associations to acquire, hold and manage property on a basis agreed to by members of a community in terms of a written constitution; to provide for the establishment of the Communal Property Associations Office, to provide for the appointment and functions of the Registrar; and to provide for matters connected therewith.
Deeds Registries Act, 1937 (Act No. 47 of 1937)	Provides for the provision for the administration of the land registration system and the registration of rights in land. Through the Office of the Chief Registrar of Deeds, the department is mandated to register title deeds and documents.
Distribution and Transfer of Certain State Land Act, 1993 (Act No. 119 of 1993)	Regulates the distribution and transfer of certain land belonging to the State and designated by the Minister as land to be dealt with in accordance with the provisions of this Act; and provides for matters connected therewith.
Electronic Deeds Registration Systems Act, 2019 (Act No. 19 of 2019)	Provides for electronic deeds registration, having regard to legislation regulating electronic communication and transactions; and for matters connected therewith.
Geomatics Profession Act, 2013 (Act No. 19 of 2013)	The Act makes provision for the establishment of the South African Geomatics Council; for different categories of registered persons and branches in the geomatics profession; for the identification of areas of work to be performed by the different categories of registered persons
Interim Protection of Informal Land Rights Act, 1996 (Act No. 31 of 1996)	Provides for the temporary protection of certain rights to and interests in land which are not otherwise adequately protected by-law; and for matters connected therewith.
Kimberley Leasehold Conversion to Freehold Act, 1961 (Act No. 40 of 1961)	Provides for the transfer of the ownership of certain erven in Kimberley to the lessees or licensees thereof; for the exemption from payment of certain duties and fees payable in connection with such transfer and the performance of certain acts in pursuance thereof, and for matters incidental thereto; and to amend the General Law Amendment Act, 1957 (Act No. 68 of 1957).
Land Reform Act (Labour Tenants), 1996 (Act No. 3 of 1996)	Provides for the provision of security of tenure for labour tenants and those persons occupying or using land because of their association with labour tenants. It also makes provision for the acquisition of land and rights in land by labour tenants.
Land Survey Act, 1997 (Act No. 8 of 1997)	Provides for the regulation of the surveying of land in South Africa. The department is responsible for surveying land throughout the country.
Planning Profession Act (PPA), 2002 (Act No. 36 of 2002)	<ul style="list-style-type: none"> • Provides the legislative framework for the regulation and governance of the urban and regional planning profession in South Africa; • Establishes the South African Council for Planners (SACPLAN) as the statutory body responsible for regulating and guiding professional planners; and

Act number and year	Purpose
	<ul style="list-style-type: none"> Ensures that planning practices adhere to ethical, professional, and competency standards to promote responsible and sustainable spatial development.
Property Valuation Act, 2014 (Act No. 17 of 2014)	Provides for the establishment, functions and powers of the Office of the Valuer-General; for the appointment and responsibilities of the Valuer-General; for the regulation of the valuation of property that has been identified for land reform as well as property that has been identified for acquisition or disposal by a department; and for matters connected therewith.
Provision of Land and Assistance Amendment Act, 58 of 2008 (Act No. 126 of 1993)	Provides for the designation of certain land, the regulation of the subdivision of such land and the settlement of persons on it. Additionally, it provides for the acquisition, maintenance, planning, development, improvement and disposal of property and the provision of financial assistance for land reform purposes.
Restitution of Land Rights Act, 1994 (Act No. 22 of 1994)	Provides for the restitution of rights in land to persons or communities dispossessed of such rights after 19 June 1913 because of past racially discriminatory laws or practices. To administer this task, the act provides for the establishment of a Commission on Restitution of Land Rights and a Land Claims Court, and for matters connected with land restitution.
Sectional Titles Act, 1986 (Act No. 95 of 1986)	Provides, among others, for the division of buildings into sections and common property and for the acquisition of separate ownership in sections coupled with joint ownership in common property; the transfer of ownership of sections and the registration of sectional mortgage bonds over, and real rights in sections; and the establishment of a Sectional Titles' Regulation Board.
Spatial Data Infrastructure Act, 2003 (Act No. 54 of 2003)	<p>Provides for the establishment of the following:</p> <ol style="list-style-type: none"> South African Spatial Data Infrastructure (SASDI), a national policy, and an institutional and technical framework aimed at improving accessibility of quality geospatial information through coordination and sharing of data across all organs of state and other stakeholders. The Committee for Spatial Information (CSI) to oversee the implementation of the SASDI. Standards to promote sharing and integration of data and interoperability of systems. The Electronic Metadata Catalogue to promote access to spatial data to support planning, monitoring, and decision-making in areas such as land reform, urban planning, transport, infrastructure development, disaster management, coastal and marine planning.
Spatial Planning and Land Use Management Act (SPLUMA), 2013 (Act No. 16 of 2013)	<p>Provides to bridge the racial divide in spatial terms and to enable transformation of the settlement patterns of this country in a manner that gives effect to the key constitutional provisions, by the introduction of a new approach to spatial planning and land use management, based on the following instruments:</p> <ol style="list-style-type: none"> Development of principles, norms and standards that will guide spatial planning, land use management and land

Act number and year	Purpose
	<p>development throughout the country by every sphere of government.</p> <p>b. Spatial development frameworks to be prepared by national, provincial and local government.</p> <p>c. Municipal wall-to-wall land use schemes to manage and facilitate land use and land development.</p> <p>d. Land development management procedures and structures.</p>
Transformation of Certain Rural Areas Act, 1998 (Act No. 94 of 1998)	Provides for the transfer of certain land to municipalities and certain other legal entities; the removal of restrictions on the alienation of land; matters regarding minerals; the repeal of the Rural Areas Act, 1987 (Act No. 9 of 1987) and related laws; and for matters connected therewith.

2.2 Policy mandates

DLRRD had to finalise outstanding policies and initiate others to execute its mandate. The following are the approved and planned policies.

Table 2: DLRRD approved policies

Name of policy	Aim/purpose
Agricultural Land Holding Account Policy (ALHA)	The trading entity account is established to implement and manage the Proactive Land Acquisition Strategy (PLAS) for the acquisition of strategically located land, development thereof, management and disposal of such properties at a later stage. The policy enables the trading account to manage and implement the strategy by developing accurate and implementable systems and processes, therefore enabling the farmer/beneficiary to farm in a productive manner.
Communal Land Tenure Policy (CLTP)	Aims to address historical land injustices and provide secure tenure for communities in rural areas, particularly those in former Bantustans, by potentially transferring ownership from the government to traditional councils or communal property associations (CPAs).
Communal Property Association Policy	To restore ownership of communal land to the communities themselves and clearly define the roles of executive committees, traditional authorities, communities, and the State.
Infrastructure Development in Rural Areas Policy, 2023	Seeks to facilitate, coordinate, and provide oversight on the implementation of infrastructure development. The policy addresses the infrastructure challenges created by the colonial and apartheid governments and builds on the work of the Reconstruction and Development Programme (RDP) (1994) and other strategies such as the August 2009 Cabinet-approved CRDP.
Beneficiary Selection and Land Allocation Policy	To provide for a uniform, fair, credible, and transparent process and criteria for the selection of beneficiaries for land allocation or leasing of state properties.
Land Donations Policy	To provide a framework to respond to the various forms and configurations in which land donations are made.
Monitoring of Payments Policy	Aims to support the standardisation processes in the monitoring of payments and establish a practical and holistic approach that can be implemented across the offices of the Commission on Restitution of Land Rights (CRLR).

Name of policy	Aim/purpose
Norms and Standards for Designated Groups	To provide the basis to measure the progress and impact of departmental programmes on designated groups, i.e., access to land, finance/credit, infrastructure, equipment, production inputs, information, training, and capacity development.
Options Workshop Policy	Seeks to support the settlement of claims for restoration purposes by providing direction and guidance on salient and paramount issues during on-the-ground implementation of the settlement process.
Payment of Minors Policy	Seeks to ensure that the interests of a child are paramount and that the precepts of the Constitution and Children's Act are adhered to.
Policy for Proactive Land Acquisition Strategy	The approach is primarily pro-poor and is based on purchasing advantageous land for various land uses, i.e., settlement/housing, agriculture, commercial development, etc.
Policy Framework for Recapitalisation Programme	To provide black emerging farmers with the social and economic infrastructure and basic resources to run successful businesses.
Quality Assurance Policy	The policy will enable the CRLR to maintain consistent and transparent levels of service, while complying with the necessary legislative and regulatory requirements.
Recreation of Missing Files Policy	Seeks to ensure that the CRLR is acting in accordance with legislation that stipulates those public records must be classified and stored so that they are easily accessible, thereby facilitating transparency, accountability, and democracy.
Revised National Rural Youth Service Corps (NARYSEC) Policy	Acts as a guide to how the department must implement the NARYSEC programme within the context of youth empowerment in rural development.
Settlement of Land Claims Policy	Deals with the settlement of land claims through various available instruments and seek to support the settlement of claims for restoration purposes by providing direction and guidance.
Standard Operating Procedures on the Infrastructure Development in Rural Areas, 2023	The manual outlines operational policies and procedures that are necessary to implement and manage infrastructure procedures for the development of infrastructure in rural areas, including new guidelines for the provision of infrastructure in support of the development of farmer production support units (FPSUs).
State Land Lease Disposal Policy	To guide the leasing and disposing of immovable assets of the State vested in the department.
Strengthening of Relative Rights for People Working the Land Policy	To empower the people working the land to acquire shares in farming enterprises and bring about economic transformation of the agricultural sector.
The Comprehensive Rural Development Programme (CRDP), 2009	Aims to achieve social cohesion and develop rural areas by improving access to basic services, business development, and industrial development in villages and rural towns. The comprehensive and integrated multisectoral programme contributes to improving the social and economic lives of people living in rural areas.
The Integrated Rural Development Sector Strategy (IRDSS), 2023	Provides a guiding framework and principles for executing the national government's vision and strategies relating to rural development and revitalisation of the rural economy. This will be

Name of policy	Aim/purpose
	executed through various sector programmes of government implemented through the District Development Model (DDM) and rural development sector plans (RDSPs).
White Paper on South African Land Policy	To provide a framework guiding the development of land reform policies, legislation, systems, land use and land development.

Institutional policies and strategies governing the five-year planning period

Table 3: Planned legislation

Planned legislation
Equitable Access to Land Bill, 2025
Integrated Geospatial Information Bill, 2026
Land Survey Amendment Bill, 2027
Communal land Bill, 2016
Rural Development Bill, 2026

Table 4: Legislative amendments

Legislation	Purpose of amendments
Planning Profession Act (PPA), 2002 (Act No. 36 of 2002)	The PPA needs review/amendment to be relevant and appropriate in responding to current contemporary planning challenges and issues in South Africa, as well as “taking care” of planners and the planning discipline.
Spatial Data Infrastructure Act, (SDI Act) 2003 (Act No. 54 of 2003)	The SDI Act has been in operation for over two decades. The areas of amendment include the clarification of definitions and strengthening the functions of the Committee for Spatial Information to promote efficiencies and alignment with international frameworks such as the Integrated Geospatial Information Framework.
Spatial Planning and Land Use Management Act (SPLUMA), 2013 (Act No. 16 of 2013)	SPLUMA has been in operation for almost a decade. The areas of amendment include the addition of definitions to address practical implementation challenges and, importantly, to address concerns raised by the institution of traditional leaders and to ensure their improved participation.

3. Relevant court rulings

There are no court rulings.

PART B: OUR STRATEGIC FOCUS



1. Vision

Equitable land access, security of tenure and sustainable development to drive economic growth and thriving rural communities.

2. Mission

To facilitate economic growth, focusing on integrated land administration, land reform, and rural development.

3. Values

- Diversity
- Leadership
- Respect
- Responsiveness
- Dedication

4. Situational analysis

4.1. External environment analysis

The newly established DLRRD focuses on three key strategic programmes, namely: Land Reform, Land Administration and Rural Development. Guided by inputs gathered from the external and internal environments, the situational analysis of these key strategic programmes seeks to respond to the priorities of government.

Land reform landscape

The democratic breakthrough introduced a constitution that entrenched land reform in sections 25(5), (6) and (7). Section 25(5) of the Constitution of the Republic of South Africa enjoins the State to take reasonable measures to ensure equitable access to land to redress the injustices of the past, as well as skewed land ownership patterns and provide security of tenure.

In 1997, government adopted the White Paper on Land Reform, which serves as the Land Reform Policy Framework to address equitable access to land, land security of tenure and redress. The white paper reflects on the interpretation of land-related clauses contained in the Constitution; how to respond appropriately to the widely differing needs and aspirations of people for land, in both urban and rural areas, in a manner that is both equitable and affordable, and at the same time contribute to poverty alleviation and national economic growth. To that extent, various pieces of legislation were promulgated:

- Restitution, effected through the Restitution of Land Rights Act, 1994 (Act No. 22 of 1994), provides redress to those who were dispossessed of land rights through racially discriminatory laws;
- The Provision of Land and Assistance Act, 1993 (Act No. 126 of 1993) (amended) provides the acquisition, planning, development, improvement and disposal of property and the provision of financial assistance for land reform purposes; to provide for the maintenance of property for land reform purposes; and to provide for matters connected there with.
- Redistribution relies on the Land Reform: Provision of Land and Assistance Act, 1993 (Act No. 126 of 1993) and being implemented for the acquisition of land through various instruments such the Proactive Land Acquisition Policy (PLAP) for leasehold, and allocation of land through the Beneficiary Selection and Land Allocation Policy (BSLAP);
- The development of land redistribution and communal tenure policies and bills to enhance the redistribution of land to ensure equitable access to land and security of tenure as per the provisions of the Constitution;
- Land reform support: Coordination with various departments and state organs to address all land reform support informed by various land needs in the country;

- The White Paper describes “Land Development” as any procedure aimed at changing the use of land for the purpose of using the land mainly for residential, industrial, business, small-scale farming, community or similar purposes as outlined in the Development Facilitation Act, 1995 (Act No. 67 of 1995); and
- Tenure reform is implemented through various pieces of legislation such as the acquisition of land in terms of the Extension of Security of Tenure Act (ESTA), 1997 (Act No. 62 of 1997) as amended, Land Reform (Labour Tenants) Act (LTA), 1993 (Act No. 3 of 1996), Land Donations Policy, etc.

The South African democratic government set out a target to redistribute 30% (24,7 million ha) of agricultural land by 2014, and the target has been integrated into the NDP. The 2017 Land Audit Report depicted the reality and extent of continued inequality, albeit only from data drawn from land registered by individuals at the Deeds Registry (excluding those registered as trusts and companies). It clearly illustrated the inequality by showing that of the total 39% of agricultural land owned by individuals in the country, 72% is owned by Whites; 15% by Coloureds; 5% by Indians; 4% by Africans; 3% by non-specified owners; and 1% by co-owners. An added challenge was that women were found to own only 13% of the land.

The department has, to date, acquired over 9,2 million ha of land through various government-driven land reform programmes such as Land Redistribution and Tenure Reform (5,3 million ha) and Restitution (3,9 million ha) as they form the backbone of land reform.

White Paper on Land Reform introduced the first land redistribution programme of the democratic government called Settlement Land Acquisition Grant (SLAG) which was benchmarked on the Reconstruction and Development Programme (RDP) housing subsidy of R15,000.00 per individual. It focused mainly on individuals who needed land for human settlement, commonage and livelihoods. The limited amount of subsidy led to individuals grouping themselves to acquire farms for agricultural purposes. Large groups failed due to conflicts and varied interests.

Land Redistribution for Agricultural Development (LRAD), which was introduced to replace SLAG, was a blended finance scheme instrument in which the government grant would be supplemented with a matching contribution by beneficiaries, which could include loan funding from banks. LRAD was a move from the large group approach to a more individualistic or familial approach. Unfortunately, LRAD beneficiaries became indebted to banks and in some instances, government had to bail them out by recapitalising the farms and, in other instances, farms were lost to banks' foreclosure due to failure by beneficiaries to service their loans.

In 2007, the Proactive Land Acquisition Strategy (PLAS) was introduced to proactively identify, acquire, warehouse, develop and transfer strategically located land to beneficiaries. The Proactive Land Acquisition Policy (PLAP) was approved in 2009 and marked a major policy shift - in the main, moved away from freehold tenure to leasehold. To this extent, out of the 5,3ha acquired by the department under land redistribution programme, 2,4 million ha of land was acquired through the PLAS programme.

The lesson learned is that one land redistribution instrument will not be able to effectively address the diverse land needs, therefore land redistribution programme must employ various land redistribution instruments with various secured tenure options to address diverse land needs.

The racial segregation of the previous dispensation in South Africa led to massive socio-economic disparities that adversely affected the majority of the Black population, leading to loss of security of tenure, assets, productivity and markets. The impacts of dispossession also included deprivation and alienation from cultural, sentimental, spiritual and symbolic connections to the land. The economic and

psychological scars of racial segregation remain today, and the land restitution programme is a crucial step towards redress.

The functions of the commission are to receive claims, investigate and recommend an award, which includes an attempt to resolve land claims through negotiation and/or mediation, or otherwise refer the claims for adjudication to the Land Claims Court. From the claims lodged by 31 December 1998, 83,575 have been settled. As part of land restoration, 3,9 million ha of land were restored to beneficiaries at a cost of R26,6 billion. An additional R27,2 billion was used for financial compensation claims, i.e., claims involving financial compensation. Moreover, R5,5 billion earmarked for development grants was allocated to beneficiaries of land restitution, utilising section 42C of the Restitution of Land Rights Act, 1994 (Act No. 22 of 1994). These are made up of over 2,3 million individual beneficiaries who are members of the 467,651 households. Of those, 180,911 are female-headed households and 1,281 are households headed by persons living with disabilities. In 2014, a second lodgement period was launched, which was meant to start from 1 July 2014 to 30 June 2019. However, this lodgement was stopped on 28 July 2016 after the Constitutional Court ruled in favour of the amendment legislation that declared lodgement unconstitutional and subsequently interdicted both the processing of over 163,000 claims already lodged and any further lodgement of claims.

The CRLR has a total of 5,719 old order claims as of 30 September 2024. All these claims need to be processed for settlement. The 5,719 outstanding pre-1998 claims would cost approximately R46 billion, excluding the running costs of the commission. The budget allocation for each financial year has an impact on the number of claims to be settled and finalised. It is crucial that there is sufficient funding for the actual process of land restitution, which includes ring-fencing the commission's budget that is currently included in the DLRRD's budget.

Despite several measures, including policy development to deliver and fast-track land reform, the following challenges are faced:

- Resistance or reluctance to avail land for land reform purposes: Popularise and create awareness on land reform, its objectives and how the landowners can contribute (Land acquisition/purchase and land donations);
- Reduced budget: Prioritise land reform as a key programme of the department;
- Exorbitant land prices: Use just and equitable compensation as per the Property Valuation Act (PVA), 2014 (Act No. 17 of 2014) and Expropriation Act, 2024 (Act No.13 of 2024); and
- Land invasions on state land: Work with communities, other State organs, and the security cluster.

Land Administration Landscape

The department operates in a fragmented spatial planning environment where uncoordinated government programmes hinder the effectiveness of the National Spatial Development Framework (NSDF). This lack of integration across different spheres of government creates inefficiencies in land use management and resource allocation. Addressing these challenges requires stronger intergovernmental coordination and governance to ensure alignment with national spatial objectives and improve the overall planning landscape.

Implementation of the SPLUMA depends heavily on cooperation between all government levels, as directed by the Intergovernmental Relations Governance Framework Act, 2005 (Act No. 13 of 2005). However, current governance platforms such as MINMEC and MINTECH lack formal mechanisms to integrate spatial planning effectively, limiting the Act's impact. To enhance SPLUMA's effectiveness, formal structures need to be established within these forums to ensure better collaboration and integration.

At the municipal level, several challenges hinder effective spatial planning, including limited financial and human resources, insufficient planning tools, and governance issues. These challenges result in poor by-law enforcement and uncontrolled developments. The department aims to strengthen municipal capacity through targeted support, technical assistance, and capacity-building efforts, ensuring more consistent and effective implementation of spatial planning policies.

Beyond direct support to municipalities, the department plays a key role in shaping land use and spatial planning policies and legislations, including the development of tools like the NSDF, spatial development frameworks, and rural land use regulations. Through structured platforms such as the National SPLUM Forum and initiatives like the Spatial Data Infrastructure Act, 2003 (Act No. 54 of 2003), the department fosters coordination, improves data management, and promotes the use of technologies such as drones and spatial data tools. These efforts support informed decision-making, sustainability, and integrated development, contributing to an inclusive and resilient spatial planning system aligned with national growth goals.

Through the Deeds Registration Trading Entity, the department registers and maintains land records and is transitioning to a digital Electronic Deeds Registration System (eDRS). This will streamline processes while allowing manual and digital systems to operate concurrently during the transition. Section 2 of the Electronic Deeds Registration Systems Act (EDRSA), 2019 (Act No. 19 of 2019) authorises the Chief Registrar of Deeds (CRD) to establish, develop, and maintain an eDRS. The CRD is empowered to issue directives specifying the functional and technical requirements of the eDRS. This system facilitates the electronic preparation, lodgement, registration, execution, and storage of deeds and related documents, thereby modernising and streamlining the land registration process through information and communication technologies (ICT).

This introduction of the eDRS marks a significant advancement in South Africa's land registration, offering improved security, reduced turnaround times, enhanced accuracy, and nationwide access to registration services. It also supports electronic execution of deeds, eliminating the need for physical appearances before the Registrar of Deeds, thus increasing efficiency and reducing opportunities for corruption. In accordance with Section 7 and Regulation 84 of the Deeds Registries Act (DRA), 1937 (Act No. 47 of 1937), the department operates a trading account/entity that collects all revenue, from which operational costs and salaries are paid. All government departments are required to pay prescribed fees for services rendered through the deeds registration system.

Over the medium term, a significant legislative shift is anticipated, with the repeal of outdated legislation such as the DRA and the eDRSA. The department aims to implement a fully operational electronic deeds registration system (eDRS), in line with the mandates of these acts. Service expansion will include the establishment of a new Deeds Registry Office in Mahikeng, and legislative amendments to empower regional offices like South Gauteng. The department is also preparing for the implementation of the Communal Land Bill and the creation of sub-deeds registries.

To address operational challenges, the department has laid out a series of interventions. These include addressing language difficulties in deeds drafting, managing the economic downturn's impact on deed lodgements, and mitigating system performance issues. Furthermore, change management and staffing adaptations are being made to support the implementation of the eDRS and area alignment programmes. This includes filling critical vacancies within budget constraints and developing succession plans to retain institutional knowledge, especially as many experienced officials near retirement. In addition, the redesign of the Deeds Registration Trading Entity will align its structure with strategic goals and enhance public access to information. A dedicated communications unit will improve stakeholder engagement, while digital service channels will enable clients to access information and submit documentation via email. These initiatives collectively support the department's commitment to efficient, transparent, and user-focused service delivery in the deeds registration sector.

The National Geomatics Management Service (NGMS), under DLRRD, is mandated by the Land Survey Act, 1997 (Act No. 8 of 1997) to regulate land surveying in South Africa. Its key responsibilities include managing cadastral survey documents, providing cadastral data, and overseeing survey regulations to support land reform, secure land tenure, and drive economic development. NGMS also maintains the National Control Survey System, produces national maps, acquires aerial imagery, and provides essential geospatial information for planning and development. To support its geospatial infrastructure, NGMS is expanding and modernising the TrigNet network, which delivers Global Navigation Satellite System (GNSS) services through a nationwide system of Continuously Operating Reference Stations (CORS). This infrastructure supports public and private sector surveying, mapping, navigation, and scientific research. The department is also investing in the ongoing acquisition of high-resolution digital aerial imagery and accelerating the digitisation of historical aerial photography to improve data access and decision-making capabilities.

The department recognises the critical need for skilled personnel and has invested in capacity building through its Special Bursary Scheme, helping young professionals from disadvantaged backgrounds to enter the geomatics field. NGMS continues to update the national map series with most detailed surface records supported by the Map Aware outreach programme to educate and engage stakeholders and underserved communities. These resources, alongside cadastral spatial data and property diagrams, form the foundation for national spatial planning. To improve access to geospatial data, the department is enhancing its digital platforms and supporting municipalities in effective data usage. It is also modernising the Cadastral Survey System to ensure up-to-date, accurate, and integrated information across sectors. Looking ahead, the department aims to establish a Government Component (GC) as a digitally enabled land administration entity. This transformation is expected to improve service delivery, reduce duplication, and enable secure, efficient access to cadastral and geospatial information in support of sustainable development.

The land administration programme identified the following challenges and proposed mechanisms to address them over the planning period:

- **Language Barriers:** Issues with language in drafting deeds documents will be addressed through collaboration between Legal Support, Deeds Training, and Language Services;
- **Economic Impact:** The economic downturn has led to a decline in Deeds lodgements, which is beyond the department's control;
- **System Downtime:** Frequent system slowdowns are affecting turnaround times;
- **Human Resources:** Change management support has been initiated, including repurposing of vacant positions and recruitment within budget limits. Change management is needed due to the implementation of the eDRS and the alignment programme; and
- **Succession Planning:** The lack of a succession plan poses a risk due to impending retirements. The department will coordinate with Corporate Support Services to ensure continuity of service delivery.

Rural development landscape

The post-1994 democratic State “inherited a divided nation, with high poverty levels, inequalities, discriminatory practices and inequitable distribution of income”¹ and the triple challenges continue to have a persistent adverse impact despite many positive and successful trends in development.² However, in the last 30 years, the government has prioritised rural development through the NDP, 2030 (2012), Integrated Rural Development Sector Strategy (IRDSS) (2023) and CRDP (2009).

¹ Department of Planning, Monitoring and Evaluation (DPME), 2014, **20 Year Review 1994-2014**, Government of South Africa, Pretoria

² Department of Planning, Monitoring and Evaluation (DPME), 2016, **Phakisa on Agricultural Transformation, Land Reform and Rural Development Framework Document** [available online:<http://www.dpme.gov.za/news/Documents/DEVELOPMENT%20INDICATORS1%202014%20FOR%20WEB.pdf> p. 1:]

Chapter 6 of the NDP (Inclusive Rural Economy) identifies four key guiding points for effective rural development:

- Rural communities require greater social, economic, and political opportunities to overcome poverty;
- To achieve this, agricultural development should introduce a land reform and job-creation/livelihood strategy that ensures that rural communities have jobs;
- Ensure quality access to basic services, healthcare, education, and food security;
- Plans for rural towns should be tailor-made according to the varying opportunities in each area; and
- Intergovernmental relations should be addressed to improve rural governance.

According to the World Bank, South Africa's rural population for 2023 was 18,837,844, a decline of 0,67% from 2022. The rural population has been steadily declining by 15% since 1994, from 46% to 31% of the total population in 2023.³ Rural areas are characterised by neglected ecological infrastructure and degraded natural resources. This is especially true in the rural areas where, notwithstanding the range of policy instruments, programmes and projects implemented by government, poverty, high unemployment, and inequality remain defining features. The 30-year Review Synthesis Report by the Presidency and the DPME laments at least 30 times that a key problem in all spheres of government is poor coordination of policies, programmes, planning, and budgeting.⁴

In the 2021 report, the United Nations Children's Fund⁵ stated that rural areas had suffered the greatest, and this particularly intensified during the COVID-19 pandemic. This has shown in the statistical increase of stunting (one in three) and malnutrition among children under five years. Rural areas have significantly higher stunting rates (27%) than urban areas (24%).⁶ Food and nutrition security are central to the achievement of the Sustainable Development Goals (SDGs) adopted by 193 countries around the world in 2015, including South Africa.

Local industrialisation has not been adequate in rural areas, whereas development has been blooming in urban and even peri-urban areas. Agriculture is often equated with primary production, and thus failure to link that to profitable linkages of input and output markets, financial services and value-adding markets, such as tourism, hospitality, forestry, fisheries, environment, renewable energy, mining, and natural resource beneficiation enterprises can only serve to further perpetuate the status quo.

Infrastructure development in the rural areas must be geared to support the changing shape of all strategic sectors driving the rural economy and other sustainable industrial activities. The existing institutional rural infrastructure development framework also remains highly fragmented, with limited horizontal and vertical coordination of rural development funding, projects and services of government actors and non-government stakeholders. This results in gaps, duplication, overlaps, wastage, and other inefficiencies. Gaps in technology still exist, particularly technology aimed at improving the livelihoods of rural farming communities. The deployment of technologies to rural areas still has not been scaled up.

³ World Bank, 2023, Agriculture and Rural Development data: South Africa, [available online: <https://data.worldbank.org/topic/agriculture-and-rural-development?locations=ZA&view=chart>]

⁴ The Presidency and the Department of Planning, Monitoring and Evaluation, 2024: Towards a 30-year review of South Africa's Democracy: 1994-2024, Synthesis report on the implementation and impact of government programmes in South Africa, Government of South Africa, Pretoria

⁵ UNICEF, 2021, Child Nutrition Report: Fed to Fail? UNICEF, New York

⁶ StatsSA, 2022, [available online: https://www.statssa.gov.za/?page_id=739&id=5]

DLRRD is also mandated to lead and serve as a strategic nerve centre for coordination of implementation of multisectoral strategies, policies and programmes contributing to socio-economic development of rural communities through the six multi-sectoral priorities outlined in the IRDSS aligned to the CRDP for revitalisation of rural development and the economy as (i) infrastructure, (ii) enterprise development and industrialisation, (iii) skill development, (iv) provision of basic services, (v) tenure security, land and agrarian reform, and (vi) community and social services.

Furthermore, infrastructure development in the rural areas must be geared to support the changing shape of all strategic sectors driven by the rural economy and other sustainable industrial activities. The existing institutional rural infrastructure development framework also remains highly fragmented, with limited horizontal and vertical coordination of rural development funding, projects and services of government role players and non-government stakeholders. This results in gaps, duplication, overlaps, wastage, and other inefficiencies.⁷ Gaps in technology still exist, particularly technology aimed at improving the livelihoods of rural farming communities. The deployment of technologies to rural areas still has not been scaled up.

The implementation of the rural development sector plans (RDSPs) has been challenging for the department, primarily due to the lack of spatial information on projects and programmes from sister departments. These plans were originally initiated to track the impact of all departmental projects across the CRDP sites and to identify new areas for intervention. A secondary purpose was to ensure alignment with provincial and district-level plans, promoting coherence across multiple levels of governance.

Department stakeholder analysis

DLRRD requires a multi-stakeholder approach across government, private sector, civil society, and academia. Effective coordination, collaboration, and integration are essential to overcome persistent rural challenges and to deliver sustainable, inclusive development. Stakeholders across various levels play a vital role in supporting DLRRD in achieving spatial planning, rural development, land reform, and deeds registration outcomes. Their collaboration ensures integrated planning, effective implementation, and better service delivery.

Below are some of the stakeholders the department collaborates with:

Table 5: DLRRD stakeholders

National Level Stakeholders	Provincial Level Stakeholders	Local Level Stakeholders	Academic and Research Institutions	Private Sector, Civil Society and SOEs
DPME; National Treasury (NT); Department of Cooperatives Governance (DCoG); Department of Human Settlement (DHS); Department of Agriculture; Department of Small Business Development (DSBD); Department of Defence (DOD);	Provincial Departments of Economic Development and Tourism; Provincial Departments of Social Development Provincial CoGTA Traditional Leadership; Provincial Department of Agriculture (PDA)	Metropolitan and district municipalities; District Development Models (DDMs); National House of Traditional Leaders Local councils; Municipalities; Community organisations; and South African Local Government Association (SALGA) Farmers;	Universities; Council of Scientific and industrial Research (CSIR); Development Bank of Southern Africa; Cities Network; and	Organised business; Civil Society Organisations (CSO); Professional bodies; Non-Governmental Organisations (NGO); Banking Associations of South Africa (BASA); and Public-Private Partnerships (PPP); Industrial Development Corporations (IDC);

⁷ South African Institute of Civil Engineering, 2022, SAICE Infrastructure Report Card, available online[<https://saice.org.za/downloads/SAICE-2022-Infrastructure-Report-Card.pdf>]

National Level Stakeholders	Provincial Level Stakeholders	Local Level Stakeholders	Academic and Research Institutions	Private Sector, Civil Society and SOEs
<p>National Department of Tourism (NDT); National School of Government (NSG) Department of Public Works Departments of Water and Sanitation (DWS); National Department of Employment and Labour (DEL); Department of Higher Education and Training (DHET); Agricultural colleges; Department of Science Technology and Innovation (DSTI); Department of Basic Education (DBE) Conveyancers Department of Justice (DoJ) Statistics South Africa (Stats SA) Department of Forestry, Fisheries and the Environment (DFFE) Department of Social Development (DSD)</p>		<p>Landowners; and Municipal Infrastructure Support Agent (MISA)</p>	<p>Agriculture Research Council (ARC)</p>	<p>Companies and Intellectual Property Registration Office (CIPRO); SENTECH; Construction Industry Development Board (CIDB); Industrial Development Cooperation (IDC); African Development Bank (ADB); Sector Education and Training Authority (SETA); Quality Council for Trades and Occupations (QCTO); National Youth Development Agency (NYDA); Coega Development Corporation (CDC); Petroleum Oil and Gas Corporation of South Africa (PETROSA); South African Revenue Services (SARS); State Information Technology Agency (SITA); Technical and vocational education, Training (TVETs); Private sector (e.g., Bidvest, DEFY); South African National Roads Agency (SANRAL); and Master High Court.</p>

4.2. Internal environmental analysis

Background to the formation of the new DLRRD

Following the 2024 national and provincial elections, President Cyril Ramaphosa made certain changes to the national government portfolios to ensure that there is sufficient focus on key issues. The president appointed a new Cabinet, resulting in the separation of the former Ministry of Agriculture, Land Reform and Rural Development into two distinct ministries: (i) Agriculture and (ii) Land Reform and Rural Development. Considering the challenges that the country faces and the electoral mandate the government must implement, some ministries were changed. The change was formalised through Proclamation 188 of 2024, which necessitates that each department undertakes its own strategic planning to define its strategic and operational directions. The strategic and operational directions for the new DLRRD will be premised on the new mandate and the Statement of Intent (SOI) that lays the foundational principles in line with the 2024–2029 MTDP agreed upon by the Government of National Unity (GNU).

The key priorities of the Seventh Administration as highlighted in the Opening of Parliament Address (OPA) by the president are as follows:

- Strategic Priority 1: Drive inclusive growth and job creation;
- Strategic Priority 2: Reduce poverty and tackle the high cost of living; and
- Strategic Priority 3: A capable, ethical, and developmental state.

DLRRD conducted its strategic planning workshop to review its 2020–2029 strategic plan to develop a new strategic plan for 2025 – 2029 and the session was a facilitated process.

The approach to facilitating the workshop will reflect and frame the challenges and current state of delivery in driving economic growth and ensuring access to land reform, sustainable rural development and effective land administration, and security of tenure. The other purpose was to contextualise the department's work and its external environment, including a deeper understanding of partnerships and collaborations, and agree on the strategic direction over the next five years. The primary objective of the workshop was to engage on the department's priorities in relation to the Seventh Administration's MTDP, which would lead to the development of a five-year strategic plan (2025 – 2029) and an annual performance plan (2025/26) aligned to the DPME Framework.

In that regard, the Department of Public Service and Administration (DPSA) led the NMOG process and was tasked to assist the department to separate Agriculture from Land Reform and Rural Development with identification of functions, resources, and budget that need to be transferred to DLRRD.

The NMOG programme was established in July 2024 and is expected to be completed in the current financial year. The purpose of the NMOG was to:

- establish ministries and departments;
- transfer of the administration of legislation by the president to ministers (proclamation);
- renaming, splitting, establishment, and disestablishment of departments;
- establishment of workstream members.

Five workstreams were established, namely:

Table 6: Workstreams

Workstream 1	Workstream 2	Workstream 3	Workstream 4	Workstream 5
Macro Organisation Support and HRM	Finance and Planning	Infrastructure and ICT	Legal Administrative Support	Change Management and Transversal Project (Communication, PSCBC Coordination, etc.)
Convener: DPSA	Convener: NT and DPME	Convener: DPWI and DPSA	Convener: DPSA and The Presidency	Convener: The Presidency, GCIS, and DPSA

The DALRRD developed its internal departmental NMOG process and identified members and responsibilities for each workstream.

Departmental workstream one: Human Resource Management, Organisational Design, and Labour Relations conducted the analysis of functions and content. The workstream transferred functions in terms of their mandates; and the proposed start-up macro-structure was compiled and signed off by the Minister. All former DALRRD employees have been transferred to either the DLRRD or DoA. The Human Resources (HR) Workstream has concluded its work with the exception of employee grievances, which are still being resolved through the GPSCBC. To ensure a seamless transition of DLRRD and DoA, the departments have signed a memorandum of understanding. This will enable continuity in operations after the split; address outstanding procedures; and finalise the mandatory reporting for the financial year 2024/25. DLRRD has also embarked on a review and realignment project to ensure that the human resource capacity is adequate and placed at the point where service delivery is required. This project will commence with a comprehensive situational analysis followed by an organisational design process. The project will be concluded within the current financial year.

Departmental workstream two: The workstream identified and reallocated budgets for both departments to ensure financial continuity and functionality of newly formed and restructured departments. This included the costing of transferred functions, including staff, assets, and operational needs. The workstream also aligned financial planning with the new departmental mandates and structures.

Departmental workstream three: The workstream analysed the asset register, building, and accommodation needs of the new departments, including auditing of ICT systems and those that should be ring-fenced for transfer. A detailed desktop analysis was successfully conducted for the infrastructure and ICT. Sufficient office accommodation was identified for both departments. The physical final split of the ICT environments into two functional and operational departmental ICT environments is estimated to be completed by the end of July.

Departmental workstream four: The workstream was established to focus on identifying a list of legislation that must be assigned to the ministers of Agriculture; and Land Reform and Rural Development for the proclamation purpose. The workstream also identified policies for both departments. The legal workstream has audited legal instruments guiding service delivery of the two departments.

Departmental workstream five: Organised labour at the level of the PSCBC was engaged to establish a national implementation task team to oversee the NMOG process, followed by the engagement of the affected employees. The workstream developed a change management project plan, after which the department appointed change champions, who were trained by the DPME in February 2025. The

workstream also developed the NMOG brief, an internal newsletter to keep the staff updated about the departmental NMOG process.

Despite several challenges experienced during the NMOG process, DLRRD and DoA were positioned to operate as fully functional departments as of 1 April 2025. While the transition continues to require careful monitoring and support, the foundational work completed under the NMOG 2024 process provides a strong basis for institutional stability, service delivery improvement, and long-term organisational sustainability.

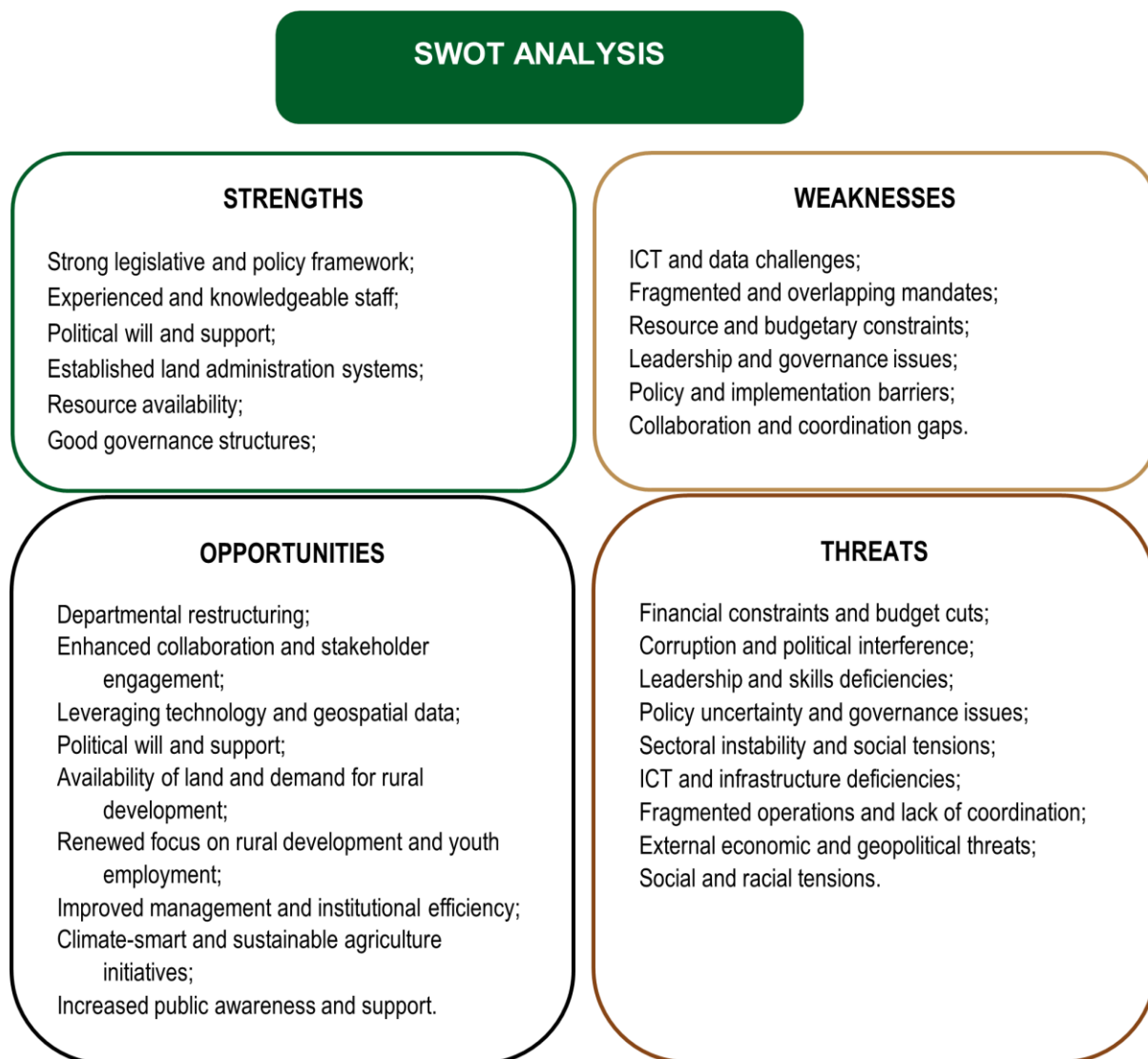


Figure 1: SWOT analysis

In addition to the SWOT analysis, a survey instrument was developed. The three most significant external challenges identified as factors that collectively contribute to operational difficulties are:

- **Decision-making and role misunderstanding:** The PSSCs have indicated challenges owing to the limited authority in influencing decisions, leading to intergovernmental friction. Additionally, some departments misunderstand or overlook the PSSCs' mandate, especially in land-related matters, which creates gaps in programme implementation;
- **Stakeholder distrust and litigation:** Stakeholders working with the department display a lack of trust and an undermining attitude towards government efforts, which can obstruct cooperation.

Furthermore, there are frequent litigations against internal decisions, which complicates governance and delays progress; and

- Social and economic instabilities: The external social and economic challenges, including poverty, joblessness, and political interference. These issues hinder collaborative efforts and create instability, impacting long-term planning and implementation.

Furthermore, the responses from delegates on a broad range of issues and suggestions have been summarised as follows: delegations and accountability; decentralisation of functions; standard operating procedures; resource allocation and management; communication and coordination; performance management; and policy development.

Delegations and accountability

Delegations allocated to PSSCs should be revised to enhance accountability. This involves clearly defining the roles and responsibilities of PSSCs, to ensure accountability and robust implementation, and monitoring and evaluation mechanisms to track their performance.

Decentralisation of functions

Decentralising certain functions from the national department to provincial and local levels to reduce dependency on the national department. This can be achieved through the transfer of administrative decision-making powers to PSSCs, allowing them to manage resources and make decisions based on local needs and conditions.

Standard operating procedures

The PSSCs have indicated the need to improve SOPs to facilitate the enhancement of uniformity across operations. They need clear and consistent SOPs, particularly for implementing rural development programmes. In that regard, the existing SOPs should be reviewed to address any anomalies and ensure better accountability. This will help in standardising processes and reducing variability in service delivery.

Resource allocation and management

Adequate resources must be allocated to support the land reform programme and other mandates. This includes improving planning processes to consider baselines and available resources, ensuring that local governments have the necessary financial and human resources to carry out their functions. Effective resource management will help in achieving the objectives of decentralisation, such as improving the delivery of services and enhancing the citizens' quality of life.

Communication and coordination

Enhancing communication and coordination between national and provincial levels is essential for effective implementation. This involves moving beyond crisis management and engaging in proactive communication with provinces. Strengthening coordination will help in aligning national and local objectives, ensuring that local needs are integrated into national policies, and fostering a collaborative environment for service delivery.

Performance management

Implementing performance incentives for all staff can motivate and improve productivity. This includes setting clear performance indicators, providing training and development opportunities, and recognising and rewarding outstanding performance. Effective performance management will help in ensuring that staff members at all levels are committed to achieving the goals of the Delegation Framework.

Policy development

Developing comprehensive policies to guide the implementation of rural development initiatives is vital. These policies should be based on local needs and conditions, ensuring that they are relevant and

effective. Policy development should involve stakeholder participation, including local communities, to ensure that the policies are responsive to their needs and expectations. By addressing these areas, operations can be significantly improved, leading to more efficient, accountable, and effective public service delivery.

Departmental priorities and interventions over next five years

Over the next five years, DLRRD will focus on developing and coordinating policies and programmes to accelerate land redistribution, strengthen tenure reform, and support spatial transformation. Central to this is the implementation of the Backlog Reduction Strategy, with a dedicated focus on resolving land claims lodged before 1998. In response to emerging opportunities and persistent challenges, the department has identified the following key priorities and interventions:

1. Strengthening political oversight and coordination for spatial planning

The department will establish a high-level political oversight structure to enhance coordination of SPLUM across all spheres of government. This structure will:

- foster alignment between national, provincial, and municipal spatial development priorities;
- improve accountability and transparency in spatial planning implementation;
- serve as a strategic platform for resolving bottlenecks, monitoring progress, and guiding the spatial transformation agenda;
- promote integration of spatial planning with broader national development objectives.

2. Expansion of the Land Planning Programme

The Land Planning Programme will be scaled up to support spatial integration in areas under traditional leadership. The department will:

- collaborate closely with traditional leadership institutions to incorporate these areas into Spatial Development Frameworks (SDFs);
- provide technical assistance and capacity building to traditional leaders;
- develop land use schemes that recognise customary land rights while aligning with national development plans;
- ensure these communities are included in infrastructure investment and economic development initiatives.

3. Implementation of the Drone Programme

To enhance land administration and spatial intelligence, the department will expand its Drone Programme to:

- improve spatial data collection, land use monitoring, and disaster response;
- enable rapid, cost-effective assessments using high-resolution aerial imagery;
- train municipal officials and traditional leaders in drone operations and data interpretation;
- integrate drone technology into spatial planning for improved decision-making and efficiency.

4. Establishment of the National Spatial Data Observatory

A National Spatial Data Observatory will be created to:

- centralise spatial data governance and facilitate evidence-based policymaking;
- enable collaboration between government, academia, and the private sector;
- offer tools for data analysis, trend monitoring, and policy impact evaluation;
- promote transparency, data sharing, and alignment of spatial planning efforts with national development goals.

5. Development of a National Geospatial Information Strategy

The department will develop a new Geospatial Information Strategy aligned with the United Nations Integrated Geospatial Information Framework (UN-IGIF). This strategy will:

- improve the quality, accessibility, and integration of geospatial data across sectors;
- support sustainable development through data-driven planning;
- promote the use of modern geospatial technologies, such as GIS and remote sensing;
- build capacity in geospatial sciences to support innovation and service delivery.

6. Modernisation and Expansion of National Geospatial Infrastructure

The department will prioritise the modernisation of the national geospatial infrastructure, including:

- Upgrading and expanding the Continuously Operating Reference Station (CORS) network, known as TrigNet, particularly into rural areas;
- Reducing system downtime to ensure continuous access to real-time GNSS services;
- Supporting accurate positioning and mapping services for government, private sector, and research communities; and
- Aligning geospatial data services with land reform and rural development needs.

7. Aerial Imagery and Archival Digitisation

The department will continue to:

- systematically acquire high-resolution (0.25m GSD) digital aerial imagery covering the entire country every four to five years;
- accelerate the digitisation of historical aerial photography (1926–2007) for preservation and public access; and
- improve turnaround times for processing and orthorectifying imagery and make this data available via web services to support spatial decision-making.

8. Transformation and modernisation of the Deeds Registration System

The department will focus on transforming and digitalising deeds registration to improve service delivery. Priorities include:

- Developing and implementing the Electronic Deeds Registration System (eDRS), including a portal for recording communal land rights;
- Drafting a new Deeds Registration Bill to replace outdated legislation and align with digital transformation objectives;
- Establishing new deeds registries and sub-registries to expand access, including a new registry in Mahikeng;
- Finalising jurisdictional realignment for provinces such as Gauteng, North West, and Northern Cape; and
- Ensuring deeds and documents are registered and made available within seven working days, in line with legislative requirements.

Theory of Change

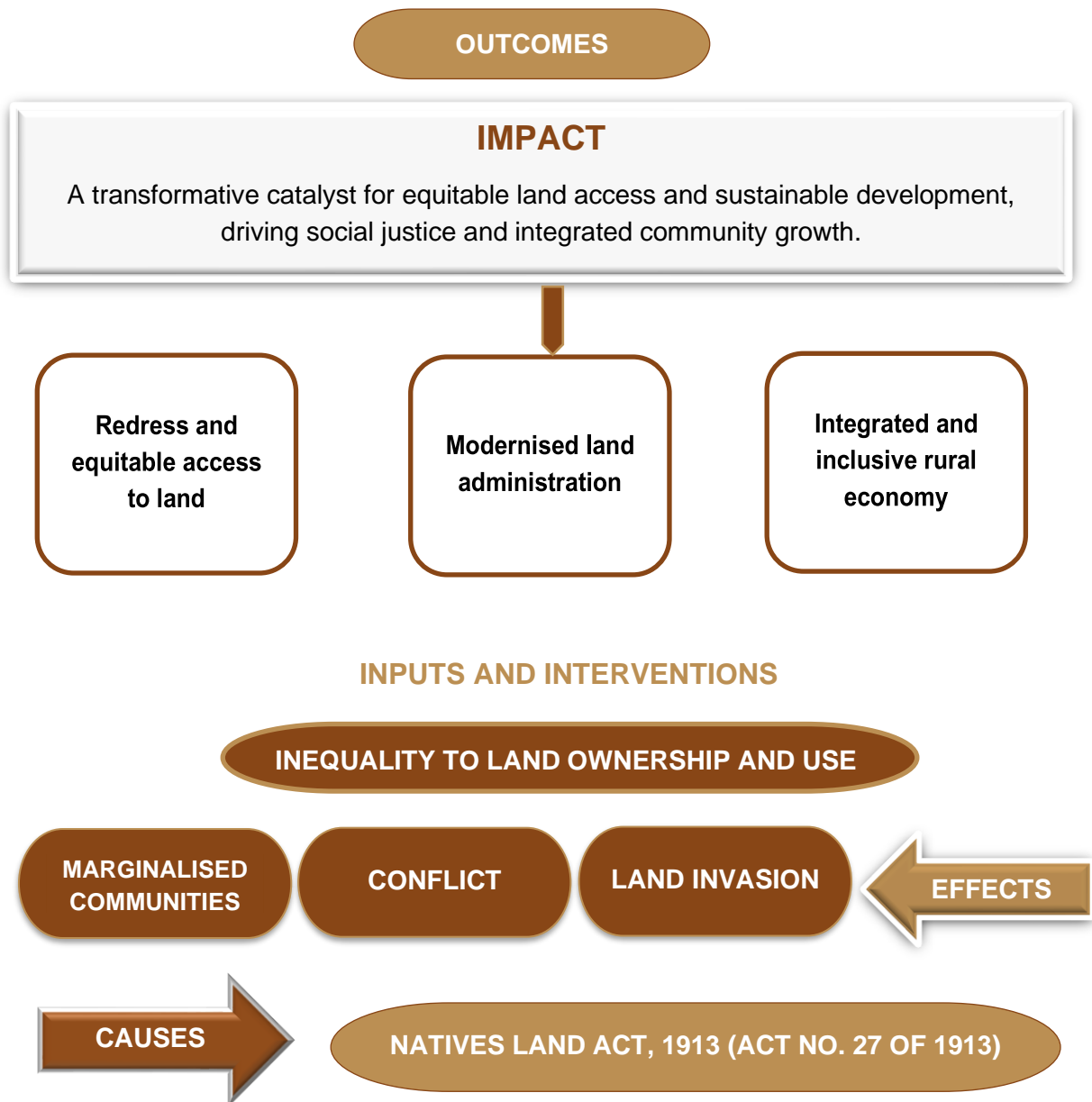


Figure 2: High level Theory of Change

PART C: MEASURING OUR PERFORMANCE



1. Institutional performance information

The DLRRD is committed to maintaining an equitable and sustainable land dispensation and acting as a coordinator and catalyst in rural development to ensure food security and continued social and economic advancement for all South Africans⁸.

The department aims to achieve its mandate in line with key national, provincial and municipal plans and policies. DLRRD will contribute towards the achievement of the NDP, NDP Five-Year Implementation Plan, the MTDP, priorities of women, children, youth and persons with disabilities, and provincial priorities.

To effectively deliver on its mandate, the department will focus its efforts on activities that will ensure that it achieves the following impact in implementing outcomes.

1.1. Impact statement

Impact statement	A transformative catalyst for equitable land access and sustainable development, driving social justice and integrated community growth.
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1.2. Measuring outcomes

Outcome 1: Improved governance and modernised service delivery

The department is committed to deliver its services in a transparent and accountable manner to ensure integrity and good governance. The department's priority will be driven towards modern technology and innovation capabilities in contribution to the capable and professional public service.

Table 7: Improved governance and modernised service delivery

MTDP Priority 3: Build a capable, ethical, and developmental state				
Outcome	Outcome indicator	Baseline	Five-year target	
1 Improved governance and modernised service delivery	1.1 Percentage compliance with legislative frameworks	95%	100% compliance	
	1.2 Percentage of core departmental business processes digitalised	New indicator	100%	

1.3 Explanation of planned performance over the five-year planning period

Related priority areas

Strengthened governance and modernised service delivery are related to the **Build a capable, ethical and developmental state** priority. It shows the department's willingness to create a capable governance structure built on principles of high ethical standards. A well-run government will influence all the areas of the department's impact statement. When governance is improved and corruption reduced, the department will be well positioned to reach the impact it wants to see.

How this contributes to our impact statement

A well-run government will influence all the areas of the department's impact statement. When governance is improved, and corruption reduced, the department will be well positioned to reach the impact it wants to see.

Outcome indicator rationale

There are three indicators selected for this outcome. Compliance with government legal prescript is fundamental and a foundation for good governance. The department is positioning itself to implement the selected indicators of the outcome to ensure contribution to the realisation of its impact statement.

Explanation of enablers to achieve five-year targets

Innovation in service delivery, strong internal controls, and full compliance with policies, will enable the department to achieve its five-year targets. This should be supported by effective change management and capability development to create a high-performance culture. The development of skills in the organisation should be aligned to the development needs in the business to support the execution of the strategy.

Outcome 2: Inclusive, modernised and integrated land administration

This refers to creating and maintaining an ‘inclusive, effective and comprehensive system’ of planning, provision of legally secured tenure and land administration that ‘promotes social, economic and environmental sustainability’.

Table 8: Inclusive, modernised and integrated land administration

MTDP Priority 3: Build a capable, ethical, and developmental state			
Outcome	Outcome indicator	Baseline	Five-year target
2 Inclusive, modernised and integrated land administration	2.1 Implementation of national and regional spatial development frameworks	<ul style="list-style-type: none"> • NSDF • RSDF – Karoo, Vaal and Eastern Seaboard 	<ul style="list-style-type: none"> • NSDF Implementation Framework • National and regional spatial development frameworks implemented to address spatial transformation
	2.2 % of the National Spatial Data Observatory (NSDO) developed	<ul style="list-style-type: none"> • New indicator 	<ul style="list-style-type: none"> • 100%
	2.3 Improved efficiency in the processing of cadastral documents, and provision of access to credible cadastral and geospatial information services, in support of an equitable and sustainable land administration	<ul style="list-style-type: none"> • 16 days for processing cadastral documents submitted at the SG offices for examination and approval. • 10 days for updating spatial dataset. • 69 operational TrigNet’s CORS transmitting GNSS data on an average of 85% of time. • 431 maps of the national map series 	<ul style="list-style-type: none"> • 14 days for processing cadastral documents submitted at the SG offices for examination and approval. • 7 days for updating spatial dataset. • 77 operational TrigNet’s CORS transmitting GNSS data on an average of 99% of time. • 445 maps of the national map series

Explanation of planned performance over the five-year planning period related priority area

The MTDP priority area that this outcome relates to is the **Inclusive growth and job creation**. Inclusive modernised and integrated land administration outcome considers the following as priorities:

- Legislative reform: Repeal outdated legislation that does not align with current needs and introduce transformative legislation that supports modern land administration practices;
- Integrated systems development: Promote the integration of land administration systems to ensure coherence across various governmental levels;
- Digital transformation initiatives: Invest in digital technologies that streamline land administration processes and improve accessibility.
- Stakeholder collaboration: Foster collaboration with key stakeholders across different government spheres to enhance service delivery and meet community needs.
- Establishment of specialised entities: Create dedicated entities focused on specific components of land administration to better address market demands and citizen expectations.

Outcome indicator rationale

The outcome indicators reflect on the instruments and initiatives that are being implemented by the department to address spatial transformation and effective and efficient land administration. These initiatives contribute to creating a comprehensive system of spatial planning and land use management that promotes social inclusion, economic inclusion, equal opportunity, and access to government services. This will also assist the department to address and track its progress towards achieving spatial equity. The indicator also reflects and encompasses ongoing initiatives that will assist the department in addressing land administration in traditional areas.

The second outcome measures, the efficiency and timeliness of processing of cadastral documents and providing up to date and reliable cadastral and geospatial information. A well-functioning system is underpinned by timely availability of information that is accurate, correct, reliable and complete.

Explanation of enablers to achieve five-year targets

The implementation of the NSDF remains a priority of the department. The effectiveness of its implementation will be guided by the embedding of the NSDF into the government planning system and the establishment of governance arrangements that will oversee its implementation. DLRRD is also in the process of developing a comprehensive communication strategy to ensure its effective embedding across government.

The department will continue to monitor the implementation of approved regional spatial development frameworks. The implementation of approved RSDFs is underpinned by the establishment of governance structures that are inclusive of all stakeholders across the three spheres of government. The RSDFs must also find resonance in the spatial development frameworks of local municipalities.

The department is also working closely with the Institution of traditional leaders to address their concerns relating to SPLUM and this collaboration seeks to facilitate more effective spatial planning and land use management through more effective land administration in traditional areas.

Achieving the five-year targets for improved efficiency and timeliness, will require a coordinated effort across institutional, technological, human resource, and legal dimensions. The key enablers include:

1. Digital Transformation of Cadastral and Geospatial Information Systems
2. Capacity Building and Human Resources Development
3. Streamlined Legal and Regulatory Frameworks
4. Data Quality Assurance and Governance
5. Citizen-Centred Service Delivery

Outcome 3: Redress and equitable access to land

Land reform in South Africa aims to rectify historical injustices by redistributing land to those previously dispossessed, thereby enabling social justice and restoring dignity to affected individuals and communities. The initiative seeks to stimulate economic growth and promote restorative justice while changing land ownership patterns is to move away from the legacy of apartheid. This reform is grounded in Section 25 of the Constitution, which mandates equitable access to land. Redress refers to remedying or correcting an undesirable and unfair situation, this will be in the form of equitable access to land and providing support to land reform beneficiaries who were disadvantaged by the previous dispensations. Increased access to land by black people will transform land ownership patterns and producer support will ensure full utilisation of the allocated land.

Table 9: Redress and equitable access to land

MTDP Priority 2: Reduce poverty and tackle the high cost of living				
Outcome	Outcome indicator	Baseline	Five-year target	
3 Redress and equitable access to land	3.1 Equitable access to land and improved security of tenure	5,298,633 ha	200,000 ha	

Explanation of planned performance over the five-year planning period

Related priority area

Redress and equitable access to land responds to the “Reduce poverty and tackle the high cost of living” outcome outlined in the MTDP Priority 2: Reduce poverty and tackle the high cost of living. The aim is to improve land reform beneficiary’s livelihood through redress and provision of equitable access to land to enable economic participation and transformation.

Outcome indicator rationale

Redress and equitable access to land is aimed at achieving equitable access to land. The provision of equitable access to land for land reform beneficiaries enables them to effectively participate in land use for housing or subsistence farming to reduce poverty; or for commercial use to tackle the high cost of living while contributing to the economy. The outcome also contributes to transformation of land ownership and access. It is important that the rights are recorded to ensure that the veracity of the land rights for the individuals.

Explanation of enablers to achieve five-year targets

The department should diversify land reform focus, expand the scope beyond agriculture to include urban land reform and housing initiatives, revisit policies to ensure they are inclusive and address broader societal needs. Of importance, is for the department to establish a robust post-settlement support programmes that provide training, market access, and financial assistance to beneficiaries, create clear criteria for equitable access and redress in land allocation processes.

Fostering inclusive dialogues among stakeholders to ensure that policies reflect community needs and aspirations, implement pre- and post-settlement liaison programmes that actively engage beneficiaries in decision-making processes. Also, it is imperative for the department to develop new acts focused on communal land tenure and redistribution that prioritise individual household allocations over larger groups and define a basic minimum standard for land allocation.

Other enablers that will assist the department in achieving equitable access to land and improved security of tenure include:

- the availability of land;
- compliant farmers and farmer organisations;
- landowners, and
- other relevant government departments.

Outcome 4: Integrated and inclusive rural economy

This outcome refers to the inclusion of the rural areas in the economy of the country by providing social and economic opportunities to overcome triple challenges, namely: poverty, inequality and unemployment. It aims to ensure better planning and coordination in the provision of basic services, food security and rural town development.

Table 10: Integrated and inclusive rural economy

MTDP Priority 1: Drive inclusive growth and job creation			
MTDP Priority 2: Reduce Poverty and Tackle the High Cost of Living			
Outcome	Outcome indicator	Baseline	Five-year target
4	Integrated and inclusive rural economy.	4.1. Rural communities empowered with socio-economic opportunities and sustainable development facilitated.	
		<ul style="list-style-type: none">• Jobs: 1 800• Infrastructure: 510• Skills: 5 422• Districts: 44	<ul style="list-style-type: none">• Jobs: 2 250• Infrastructure: 165• Skills: 3 405• Districts: 44

Explanation of planned performance over the five-year planning period

Related priority areas

- Coordinate implementation of the Integrated Rural Development Sector Strategy (IRDSS).
- Capacitate unemployed rural youth in various skills and facilitate economic opportunities for contribution towards vibrant, equitable and sustainable rural economies.
- Facilitate and implement provision of socio-economic rural infrastructure projects.
- Facilitate and promote the generation of knowledge and technologies through participatory research contributing and facilitate community mobilisation to reduce household poverty in accordance with the CRDP and the Integrated Rural Development Sector Strategy (IRDSS).

Outcome indicator rationale

This outcome contributes to integrated and inclusive rural economy and job creation through facilitation and implement of socio-economic rural infrastructure projects and capacitating unemployed rural youth in various skills and facilitate economic opportunities for contribution towards vibrant, equitable and sustainable rural economies.

Explanation of enablers to achieve five-year targets

- a) Enabling rural development legislation
- b) Integrated Rural Development Sector Strategy
- c) CRDP
- d) Participatory community development
- e) Extensive stakeholder involvement across all spheres of government.

2. Key risks and mitigations

Table 11: Key risks

No.	Outcome	Key Description	Planned risk mitigation measures
1	Outcome 1: Improved governance and modernised service delivery	Inability to leverage newer technologies to position DLRRD as an organisation of the future, optimising service delivery (with technology).	<ul style="list-style-type: none"> • Finalising the DLRRD Enterprise (Business) Architecture Plan; • Revising the DLRRD ICT and Knowledge Information Records Management (KIRM) strategies and support with new resource (structure) requirements; and • Continuing with the implementation of the DLRRD Digitisation Strategy.
2		Misalignment of the approved organisational structure to the mandate and strategy of the department.	<ul style="list-style-type: none"> • Developing a strategically aligned organisational structure to address service delivery model, skills, and business processes • Conducting a skills audit; and • Developing a Talent Management Strategy.
3		Unethical conduct and non-compliance to public sector regulatory frameworks.	<ul style="list-style-type: none"> • Improving labour relations capacity to increase adherence to regulatory timeframes (train internal personnel and outsource); • Finalising the remaining HR policies; • Enforcing policies and procedures for non-compliance; and • Creating awareness on HR policies.
4	Outcome 2: Inclusive, modernised and integrated land administration	Inability to create a comprehensive spatial planning process that promotes sustainability.	<ul style="list-style-type: none"> • Facilitating the coordination of relevant stakeholders across all sectors to deal with fragmentation in the implementation of spatial planning and land use management, including NSDF; and • Consultation with institutions of traditional leaders on the SPLUMA amendment to address the concerns raised. Participation in the task teams or existing intergovernmental forums to oversee matters pertaining to planning and land use management in areas under traditional leaders. SPLUM presents plans as identified by the National House of Traditional and Khoi-San Leadership.
5		Failure to digitally transform the deeds registration business	<ul style="list-style-type: none"> • Fast-tracking the development and completion of eDRS (as soon as the solution developer partner is on board), such that it is fully completed within the planned three years; and • Implementing other eDRS supporting projects (i.e., Mainframe conversion, Paperback scanning and Microsoft digitisation).

No.	Outcome	Key Description	Planned risk mitigation measures
6		Lack of continuity on the strategic approach to land reform, leading to slow pace of land reform.	<ul style="list-style-type: none"> • Developing a process (with clear criteria) of introducing new programmes in the department; and • Reporting on further progress on the National Policy Review Committee by the policy unit, which is situated in the DG's office.
7	Outcome 3: Redress and equitable access to land	Inability to settle and finalise claims within the anticipated time.	<ul style="list-style-type: none"> • Improving operating models so that processing of claims is done concurrently with post settlement; • Developing a process map (end-to-end process), including other branches/units' involvement in the value chain of claims settlements and finalisation; • Developing a post-settlement strategy; and • Developing and obtaining approval of the new financial model to finance the settlement of claims.
8		Inability to acquire strategically located land to enable redress and access to land to address diverse needs (e.g., social, economic, agricultural, industrial, residential, etc.).	<ul style="list-style-type: none"> • Negotiating with landowners to release strategic land for land reform purpose.
8		Highly inflated land prices to enable redress and access to land to address the diverse land needs (e.g., social, economic, agricultural, industrial, residential, etc., for land reform purposes).	<ul style="list-style-type: none"> • Negotiating with landowners to deliver land reform; and • Referring labour tenants' rejected cases to court to obtain declaratory orders.
9		Failure to settle the labour tenants' applications as per the implementation plan.	<ul style="list-style-type: none"> • Expediting the referral of rejected cases to Land Claims Court for declaratory orders.
10	Outcome 4: Integrated and inclusive rural economy	Failure to effectively implement the approved Integrated Rural Development Sector Strategy aligned to the CRDP.	<ul style="list-style-type: none"> • Develop a legislative plan of action for the development of a rural development programme to enable enforcement of integrated planning, resourcing, implementation and reporting of programmes and projects aimed at improving socio-economic lives of rural communities. • Support provincial departments of agriculture and rural development to

No.	Outcome	Key Description	Planned risk mitigation measures
			develop and implement the CRDP in line with the strategy. <ul style="list-style-type: none"> • Cooperation from national departments responsible to develop and implement their programmes and projects in rural areas in line with the strategy
11	All outcomes	Inability to coordinate and facilitate economic opportunities for women and persons with disabilities within DLRRD.	<ul style="list-style-type: none"> • Communicating the transformation targets to relevant management and stakeholders to ensure inclusivity of the targeted groups when the department is providing support.

3. Public entities

Table 12: Public entities

Name of public entity	Mandate	Outcomes	Current annual budget (R million)
Agricultural Land Holding Account	The Agricultural Land Holdings Account was established in terms of the Provision of Land and Assistance Act, 1993 (Act No. 126 of 1993) Section 10(1) (a) that gives legal effect to the proactive acquisition of land, where the Minister may, from funds appropriated by Parliament for this purpose, acquire land for the purposes of this Act. Therefore, the State will proactively target land and match this with the demand or need for land.	Acquisition of strategically located land for agricultural productivity	–
KwaZulu-Natal Ingonyama Trust Board (ITB)	The ITB is established in terms of the provisions of the KwaZulu-Natal Ingonyama Trust Act, 1994 (No. 3 of 1994). Its core business is to manage land for the material benefit and social wellbeing of the individual members of the tribes.	Administer Ingonyama Trust land for the material benefit and social benefit of the affected communities.	–
Registration of Deeds Trading Account	The Registration of Deeds Trading Account is a trading entity established in terms of the Public Finance Management Act, 1999 (Act No. 1 of 1999). It generates revenue by selling information and levying fees in accordance with the schedule of fees prescribed by regulation 84 of the Act; registers rights in land and thus provides security of title. It also maintains public registers of land.	Registration of title deeds and documents.	–
Office of the Valuer-General	Support land reform by providing impartial, efficient, just and equitable valuation services for all land reform related matters in the country	Ensuring that the land and properties are valued in line with the Property Valuation Act, 2014 (Act No. 17 of 2014).	–

PART D: TECHNICAL INDICATOR DESCRIPTIONS



Outcome 1.1

Indicator title	Percentage compliance with legislative frameworks
Definition	<p>This indicator monitors adherence to the Public Finance Management Act (PFMA) and the Public Service Act (PSA), along with their relevant regulations. Non-compliance issues identified in audits conducted by the Auditor-General South Africa (AGSA) are reported annually.</p> <p>This assessment is conducted independently by external bodies to verify the department's compliance. All audit findings will be compared with those related to legislative compliance. The focus of this indicator goes beyond the overall audit opinion, specifically addressing compliance with legislation, particularly the PFMA and PSA</p>
Source of data	<p>Audit findings on non-compliance with legislation</p> <p>Audit management letter</p> <p>Audit Management Action Plan</p>
Method of calculation/assessment	<p><u>Number of samples on compliance with legislation</u></p> <p>Total samples tested X 100</p>
Assumptions	The department as a public institution is expected to comply 100% with government prescripts like the PFMA and PSA.
Disaggregation of beneficiaries (where applicable)	<p>Target for Women: N/A</p> <p>Target for Youth: N/A</p> <p>Target for Persons with disabilities: N/A</p>
Spatial transformation (where applicable)	N/A
Desired performance	100%
Indicator responsibility	Office of the Director-General and Chief Financial Officer

Outcome 1.2

Indicator title	Percentage of core departmental business processes digitalised
Definition	<p>The indicator measures the digitalisation of five core departmental business processes.</p> <p>Core Departmental processes" refers to a series of structured functions carried out within the department to achieve a defined outcome or deliver a service.</p> <p>Digitalised" refers to the transformation of manual processes (such as paper-based files) into a digital, computerized environment, including the procurement or development of new technology.</p>
Source of data	<ul style="list-style-type: none"> • DALRRD Digital Transformation Strategy • Departmental Annual Reports • Project plans • Operational Plans
Method of calculation/assessment	Total number of target achieved per year / total number of 5 years planned targets X 100
Assumptions	<p>EXCO support and buy-in</p> <p>OCIO and line functions/branches will provide all the resources for the project.</p> <p>Availability of funding</p>
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Desired performance	100 %
Indicator responsibility	Deputy Director-General: Corporate Support Services

Outcome 2.1

Indicator title	Implementation of national and regional spatial development frameworks
Definition	<p>This indicator measures the development, rollout, and implementation of the National Spatial Development Framework (NSDF) and Regional Spatial Development Frameworks (RSDFs) as mandated under Sections 13 and 18 of the Spatial Planning and Land Use Management Act (SPLUMA).</p> <p>These frameworks serve as instruments to guide spatial transformation through the establishment of a coherent, integrated planning system across the three spheres of government.</p> <p>The indicator reflects the transition from framework preparation to implementation, including formal approval, institutional uptake, and alignment with sectoral and intergovernmental planning instruments.</p>
Source of data	<ul style="list-style-type: none"> • Cabinet-approved and gazetted National Spatial Development Framework (NSDF) • Ministerial-gazetted Regional Spatial Development Frameworks (RSDFs) • NSDF Implementation Charter • NSDF Monitoring and Evaluation Framework • SPLUMA Implementation and Monitoring progress reports from SPLUM. • Documented alignment of NSDF and RSDFs with provincial, District and Local SDFs, and DDM One Plan alignment where available.
Method of calculation/assessment	Simple count of the number of consultation session held in accordance with the NSDF implementation framework
Assumptions	Adherence to SPLUMA legislation
Disaggregation of beneficiaries (where applicable)	<p>Target for women: N/A</p> <p>Target for youth: N/A</p> <p>Target for persons with disabilities: N/A</p>
Spatial transformation (where applicable)	This indicator operationalises spatial transformation by implementing the NSDF and RSDFs as legislated in Sections 13 and 18 of SPLUMA. These frameworks provide the spatial logic and institutional coordination mechanism to restructure settlement patterns, direct equitable infrastructure investment, and prioritise historically marginalised areas. Through formal uptake into provincial, district and municipal SDFs, and alignment with the DDM One Plans, the NSDF and RSDFs move beyond policy intent to guide actionable, area-based transformation.
Desired performance	National and Regional Spatial Development Frameworks fully implemented, with demonstrated alignment across provincial, district, and local spatial planning instruments. Implementation must support spatial transformation objectives by guiding coordinated infrastructure investment, equitable land use planning, and the redress of historical spatial inequalities, as envisaged under Section 13 of SPLUMA.
Indicator responsibility	Deputy Director-General: Spatial Planning and Land Use Management

Outcome 2.2

Indicator title	% of the National Spatial Data Observatory developed
Definition	<p>This indicator measures the proportion of the National Spatial Data Observatory (NSDO) platform that has been successfully developed and operationalized, including the establishment of core data infrastructure, functional modules, analytics capabilities, and user access systems. The NSDO is intended to serve as a centralized, integrated platform for spatial data to inform planning, monitoring, and decision-making across government and development stakeholders.</p> <p>The NSDO framework is intended to focus on readiness and road map for establishment of a centralised integrated platform for spatial data to inform planning, monitoring, and decision-making across government. This framework will include Concept note, Data Audit Report and a consultation report.</p>
Source of data	<ul style="list-style-type: none"> • Draft Concept document • Terms of Reference of NSDO Governance structure • NSDF spatial action areas • National Spatial Planning Data Repository (NSPDR)
Method of calculation/assessment	<p>The percentage of the NSDO developed is calculated as the cumulative total of milestone weightings successfully achieved per quarter. Each milestone is assigned a fixed percentage contribution based on its strategic value and complexity, as outlined in the implementation schedule. Only deliverables with approved PoE (Proof of Evidence), signed by the designated authority (CD: SDF or DDG: SPLUM), are considered valid for inclusion in the annual cumulative percentage.</p> <p>For example:</p> <ul style="list-style-type: none"> • 2025/26 consists of four milestones worth 2.5% each, totalling 10%. • 2026/27 includes four milestones weighted from 5% to 15%, totalling 40%. • Cumulative performance is assessed against the full set of 16 quarterly milestones, which together equal 100% by 2028/29. <p>Formula: Sum of verified milestone percentages achieved ÷ 100%</p>
Assumptions	<ul style="list-style-type: none"> • Multi-year funding commitments, skilled personnel, and secure ICT infrastructure are sustained across the entire NSDO development lifecycle • Intergovernmental data-sharing agreements are finalised, implemented, and remain operational across all custodians • Participating departments align with the Spatial Data Infrastructure Act (Act No. 54 of 2003) regarding data standards, metadata, and custodianship roles • There is high-level institutional support for platform maintenance, cloud hosting, licensing, and upgrades • Critical stakeholders across national, provincial, and municipal levels remain engaged throughout design, testing, and rollout phases • Strategic buy-in is secured from both data producers and users to ensure relevance, trust, and uptake of the NSDO platform
Disaggregation of beneficiaries (where applicable)	Not directly applicable at the indicator level, as the NSDO is a technical platform for spatial data governance.

Spatial transformation (where applicable)	The NSDO contributes to spatial transformation by providing a centrally managed spatial data platform that supports evidence-based planning, land governance, and service delivery alignment. Through access to integrated, periodically updated geospatial datasets, the platform enhances visibility into spatial disparities—such as uneven infrastructure access, land use patterns, and development backlogs. This enables targeted interventions that support the objectives of SPLUMA and help redress historical spatial inequities across regions and settlements.
Desired performance	A fully developed, tested, and operational National Spatial Data Observatory (NSDO) platform that is compliant with the Spatial Data Infrastructure Act, 2003 (Act No. 54 of 2003), functionally supports data access and spatial monitoring across government, and has completed all planned milestones with signed PoE. The system must be available for use by national, provincial, and municipal entities, and must support the implementation of SPLUMA Section 13(1)(b) through integrated spatial planning and reporting tools.
Indicator responsibility	Deputy Director-General: Spatial Planning and Land Use Management

Outcome 2.3

Indicator title	Improved efficiency in the processing of cadastral documents, and provision of access to credible cadastral and geospatial information services in support of an equitable and sustainable land administration.
Definition	<p>This indicator measures the efficiency in providing cadastral surveys management services, and in provision of a spatial reference infrastructure, geospatial and land information services.</p> <p>It reflects the operational efficiency of land administration systems and the ability to provide timely and accurate services to the users, contributing to improved land governance, enabled land development economy, and enhanced service delivery</p>
Source of data	<ul style="list-style-type: none"> • CIS Launcher • CSG Website • NGI Website • Geoportal • TrigNet • Topographic Information System • Client feedback
Method of calculation/assessment	<ul style="list-style-type: none"> • % change in time taken to process and update cadastral and geospatial information compared to the baseline year • % of time that the TrigNet's Continuously Operating Reference Stations (CORS) Global Navigation Satellite System (GNSS) datasets are providing data to geospatial data users
Assumptions	<p>Functional digital systems are in place for tracking and managing cadastral and geospatial updates</p> <ul style="list-style-type: none"> • Data entry and timestamping are accurate and consistent • Staff are trained and available to manage requests in a timely manner • No major legal or administrative bottlenecks impeding update • System downtimes and power outages are minimal • Sufficient human resources

	<ul style="list-style-type: none"> • Availability of hardware, processing machinery, reproduction machinery, software, reproduction materials • Sufficient financial resources to maintain ICT infrastructure
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	<p>The availability of current and accurate cadastral and geospatial information assists in spatial development planning and land use management, enabling and facilitating spatial transformation of the historical spatial patterns.</p> <p>It also underpins land rights and land ownership, which enables transformation of the historical spatial patterns in respect of rights in land, in the land administration environment.</p>
Desired performance	<p>14 Days</p> <p>7 Days</p> <p>77 Trignets</p> <p>445 Maps</p>
Indicator responsibility	Chief Surveyor General

Outcome 3.1

Indicator title	Equitable access to land and improved security of tenure
Definition	<p>This indicator tracks the allocation of land by state in terms of section 25(5)(6) of the Constitution of the Republic of South Africa.</p> <p>Equitable access to land is defined in terms of Sec 25(5) of the Constitution, which outlines that 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.</p> <p>Improved security of tenure is addressed through Sec 25(6) of the Constitution which outlines that a person or community whose tenure of land is legally insecure because 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</p>
Source of data	<ul style="list-style-type: none"> • Project file. • Immovable assets register (IAR); • Land Administration Web (LAW); • Land Disposal Database.
Method of calculation/assessment	Simple sum of the number of hectares of land allocated
Assumptions	Availability of land for allocation and availability of qualifying, compliant and suitable applicants for land allocation.
Disaggregation of beneficiaries (where applicable)	<p>Target for women: 50%</p> <p>Target for youth: 40%</p> <p>Target for persons with disabilities: 10%</p>
Spatial transformation (where applicable)	Allocation is informed by the need to address the skew land ownership and insecurity of land tenure rights.
Desired performance	200,000 ha
Indicator responsibility	Deputy Director-General: Land Redistribution and Tenure Reform

Outcome 4.1

Indicator title	Rural communities empowered with socio-economic opportunities and sustainable development facilitated.
Short definition	This indicator measures the extent to which rural communities gain improved access to economic and social opportunities, such as employment, skills development, and basic services.
Source of data	<ul style="list-style-type: none"> • National surveys (e.g., Labour Force Survey, Household Income and Expenditure Survey) • Program/project reports • Administrative data from government departments or implementing partners • Community-level assessments
Method of calculation/assessment	Simple count jobs, infrastructure, skills and districts
Assumptions	<ul style="list-style-type: none"> • Programmes are implemented effectively with cooperation and partnership with provincial government and national sector department and reach intended beneficiaries. • External economic and policy conditions remain favourable. • Community participation and uptake of opportunities are sustained
Disaggregation of beneficiaries (where applicable)	Jobs: 60% Women and 40% Men Infrastructure Projects: N/A NARYSEC: Youth Districts: 44
Spatial transformation (where applicable)	Rural-urban migration trends Infrastructure development (roads, multi-purpose centres, etc.); skills development and employment.
Desired performance	Jobs: 2 250 Infrastructure: 165 Skills: 3 405 Districts: 44
Indicator responsibility	Deputy Director-General: Rural Development