

**LAND REFORM POLICIES TO PROMOTE WOMEN'S  
SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA**

**by**

Jemina Kokotsi Moeng

Submitted in fulfillment of the requirements for the degree  
**PHILOSOPHIAE DOCTOR IN PUBLIC AFFAIRS**  
in the Faculty of Economic and Management Sciences

School of Public Management and Administration  
University of Pretoria  
Pretoria

Promoter: Professor G. van Dijk

May 2011

## **FOREWORD**

I, Jemina Kokotsi Moeng herewith dedicate this work entitled “Land reform policies to promote women’s sustainable development in South Africa” to God Almighty, to my husband Willy and to my mother Virginia Phooko. I further would like to declare that all the work entailed herein is my own efforts and achieved through the support of some special people who were willing to assist.

References used within this document have been fully acknowledged except for situations where the writer had first - hand experience or else was part of the scenario in question.

## **ACKNOWLEDGEMENTS**

I would like to acknowledge my supervisor and promoter Professor H.G. Van Dijk, for her support and guidance during the period of this study. I thank God Almighty for his love, mercy and wisdom, most important for allowing me the opportunity to meet Prof Van Dijk. Words of Gratitude go to Professor Kuye and his staff who were willing and able to understand my predicament and challenge towards the conclusion of this study.

I cannot forget the most important and kind people in my life and career; my loving husband Willy Moeng and our three children: Nakedi, Sedumedi and Nomakhosi, guys you are wonderful.

To my husband you are one in a million; your support towards my achievements is highly appreciated. To my sister Pasie and her daughter Olwethu thank you for looking after Nomakhosi whilst I was busy doing this research and the report.

To the University of Pretoria management in particular, management in the School of Public Management and Administration, thank you for the excellent opportunity and exposure to me and my other PhD fellows.

To my employer and colleagues thank you for the time permitted and offered to allow me to undertake this work.

## ABSTRACT

This study focuses on the role that land reform policies have played and are continuing to play in promoting women's sustainable development in South Africa. The Land Reform Policy and its related Programmes which aim to provide equitable access to land have gathered strength after 1994 and intend to promote participation and involvement of women, youth and people with disabilities. To this effect the study has investigated the effectiveness of the Land Reform Policy and the Programmes with specific reference to women beneficiaries.

The topic of the thesis refers to the Land Reform Policies as opposed to only one Land Reform Policy (The White Paper on South African Land Policy of 1997) which was introduced with the aim of integrating the then three existing policies which were later renamed programmes; Redistribution, Tenure Reform and Restitution.

The Land Redistribution Programme is based on *the Provision of Certain Land Rights for Settlement Act, 1993 (Act 126 of 1993)* and Section 25 (b) (5) of the *Constitution, 1996*. The programme provides for the description of land for settlement purposes and financial assistance to people acquiring land for agricultural purposes. The Land Tenure Reform Programme is based on the *Upgrading of Land Tenure Rights Act, 1993 (Act 112 of 1993)* and Section 25 (b) (6) of the *Constitution, 1996*. This programme is aimed at availing and providing security of tenure in different ways to its beneficiaries. The Land Restitution Programme has its basis on the *Restitution of Land Rights Act, 1994 (Act 22 of 1994)* and Section 25 (b) (7) of the *Constitution, 1996*. The *Restitution of Land Rights Act, 1994 (Act 22 of 1994)* provides for the restitution of rights in land to those dispossessed of land in terms of racially based policies of the past.

This thesis will therefore make reference to the main Land Reform Policy (WPSALP, 1997) and the Redistribution Programme and its sub-programmes.

The role of government has been quite critical in the establishment and implementation of the Land Reform Policies. This is fundamental especially because land reform is a national mandate. There is proven necessity that each government sphere must play its role and support each other towards achieving this call. There is potential to achieve beyond what has been achieved to date if all spheres of government and the relevant stakeholders put enough effort into this and land reform is placed centrally in all government spheres. Formal agreements are necessary between the three spheres of government on ensuring that land reform is implemented successfully and benefits its targets beneficiaries.

The study revealed that previous policies and legislations purposefully neglected and isolated women as beneficiaries of any developmental initiatives. The study proved that women are still regarded as the main provider of support to their families and yet have little say in land matters. The way in which the inferiority of women was inculcated was evident in the manner in which women were complacent with their lifestyles and ability to still take care of their families irrespective of the lack of resources.

The study mainly discusses the *White Paper on South African Land Policy* of 1997 in isolation of the other policies even though there is strong mentioning of the *Constitution*, 1996, the land related legislation which the programmes are based on and the RDP document as some of the policies supporting land reform. The other beneficiary categories as mentioned are equally important but the focus herein is on women.

The study applied the qualitative research method towards addressing the study focus challenges. A qualitative study is defined as an inquiry process of understanding based on distinct methodological traditions of analysis that explore a social or human problem. The ability of women to own and utilise land is the focus of the study particularly in

terms of promoting sustainable development for women. The desired result out of this study is an enquiry on *how* has the land reform empowered women towards their sustainable development, as well as *what* has been the process of ensuring that women have equal access to land. The qualitative research types that have been applied are a combination of case studies, literature review and unstructured interviews.

An analysis of the relationship between Public Administration and land reform is undertaken by the study. Within the analysis of the relationship between Public Administration and land reform, focus is on the origin of Public Administration and sustainable development's perspective to Public Administration. The need to maintain a balance between economic development and environmental protection to ensure generational equity is highlighted as critical for sustained livelihoods. The use of natural resources such as land in an environmentally friendly manner will ensure that future generations can utilise land for their livelihoods as well. The enquiry has revealed that there is a lot of literature on the subject of land reform. Further on, through the unstructured interviews and cases used within the study, women have made a success of the land they received even though support to utilise land was not timeously provided by the relevant Department of Agriculture. The level of education, presence of women on farms, the ability to make decisions and knowledge of business concepts contributed to the women's success.

The study revealed that previous policies and legislations purposefully neglected and isolated women as beneficiaries of any developmental initiatives. The study has proven that women were and still are regarded as the main support for their families and yet do not have any say in what happens on land matters. The way in which the inferiority of women was inculcated was evident in the manner in which women were complacent and satisfied with their lifestyles and ability to still take care of their families irrespective of the lack of resources.

The study further emphasises the important role of government in the establishment and implementation of the Land Reform Policies. There is proven necessity that each government sphere must play its role and support each other towards achieving this call. There is potential to achieve beyond what has been achieved to date if all spheres of government put enough effort into this and land reform is placed centrally in all government spheres. Cooperation between the three spheres of government and the beneficiaries of land is necessary towards ensuring that land reform is implemented successfully.

The thesis proposes that women should not be regarded as recipients of land only but also as contributors towards the government's land reform. The lack of support that has been observed in the early years of land transfers to women has only delayed success of women but it did not hamper their continuous production on land. Implementation of these Land Reform Policies has supported women towards their sustainable development and improved livelihoods.

The study has also revealed that some of the international countries still face challenges towards the inclusiveness of women in land related initiatives and can exchange success cases and learning with the South African models. The systems model that has been proposed by the study is based on the contribution of all the affected stakeholders and not government alone. The Land Reform Programmes have made a difference in people's lives but there is work that is still necessary in terms of ensuring cooperation, coordination and strategies that indicate the extent to which government can support women.



## ABBREVIATIONS

Abbreviation	Meaning
ADB	Asian Development Bank
ANC	African National Congress
DLA	Department of Land Affairs
DRDLR	Department of Rural Development & Land Reform
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organisation
GEAR	Growth, Equity and Redistribution
IDPs	Integrated Development Plans
IFAD	International Fund for Agricultural Development
LRAD	Land Reform for Agricultural Development
NAMC	National Marketing Council
OECD	Organization for Economic Co-operation and Development
PDIs	Previously Disadvantaged Individuals
PGDS	Provincial Growth and Development Strategy
PLAS	Pro-Active Land Acquisition Strategy
RDP	Reconstruction and Development Programme
SLAG	Settlement for Land Acquisition Grant
TBVC states	Transkei, Bophuthatswana, Venda & Ciskei states
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific





UNCED

United Nations Conference on  
Environment and Development

UNICEF

United Nations Children's Fund

UNDP

United Nations Development Programme

UNRISD

United Nations Research Institute for  
Social Development

## TABLE OF CONTENTS

### LAND REFORM POLICIES TO PROMOTE WOMEN'S SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA

#### CHAPTER 1

<b>BACKGROUND AND OUTLINE TO THE STUDY</b>	<b>1</b>
<b>1.1 Introduction</b>	<b>1</b>
<b>1.2 The basis for land allocation</b>	<b>1</b>
<b>1.3 Motivation for the study</b>	<b>4</b>
<b>1.4 Current Land Reform Programmes in South Africa</b>	<b>13</b>
<b><i>1.4.1 Land Restitution Programme</i></b>	<b><i>14</i></b>
<b><i>1.4.2 Land Redistribution Programme</i></b>	<b><i>16</i></b>
<b><i>1.4.2.1 Settlement for Land Acquisition Grant (SLAG)</i></b>	<b><i>16</i></b>
<b><i>1.4.2.2 Land Redistribution for Agricultural Development</i></b>	<b><i>17</i></b>
<b><i>1.4.2.3 Pro-Active Land Acquisition Strategy</i></b>	<b><i>19</i></b>
<b><i>1.4.3 Land Tenure Reform Programme</i></b>	<b><i>20</i></b>



<b>1.5</b>	<b>Problem Statement</b>	<b>22</b>
<b>1.6</b>	<b>Objectives of the research</b>	<b>29</b>
<b>1.7</b>	<b>Definition of key concepts</b>	<b>31</b>
<b>1.8</b>	<b>Framework for the study</b>	<b>34</b>
<b>1.9</b>	<b>Conclusion</b>	<b>37</b>

## **CHAPTER 2**

### **RESEARCH METHODOLOGY**

<b>2.1</b>	<b>Introduction</b>	<b>38</b>
<b>2.2</b>	<b>Public administration research</b>	<b>39</b>
<b>2.3</b>	<b>Qualitative research and its applicability to the study</b>	<b>43</b>
<b>2.4</b>	<b>Qualitative research types</b>	<b>46</b>
<b>2.4.1</b>	<b><i>Case study</i></b>	<b>52</b>
<b>2.4.2</b>	<b><i>Unstructured interviewing</i></b>	<b>58</b>
<b>2.4.3</b>	<b><i>Documents as sources of data</i></b>	<b>60</b>
<b>2.5</b>	<b>Ethical considerations in Public Administration research</b>	<b>62</b>

<b>2.6</b>	<b>Conclusion</b>	<b>66</b>
------------	-------------------	-----------

## **CHAPTER 3**

### **AN ANALYSIS OF PUBLIC ADMINISTRATION IN RELATION TO LAND REFORM**

<b>3.1</b>	<b>Introduction</b>	<b>68</b>
<b>3.2</b>	<b>Background</b>	<b>68</b>
<b>3.3</b>	<b>The origin and development of Public Administration</b>	<b>71</b>
<b>3.4</b>	<b>The discipline of contemporary Public Administration</b>	<b>78</b>
<b>3.5</b>	<b>The sustainable development perspective in Public Administration</b>	<b>82</b>
<b>3.6</b>	<b>Conclusion</b>	<b>90</b>

## **CHAPTER 4**

### **ENVIRONMENTAL FACTORS IMPACTING ON WOMEN'S SUSTAINABLE DEVELOPMENT**

<b>4.1</b>	<b>Introduction</b>	<b>92</b>
<b>4.2</b>	<b>South African land policy framework</b>	<b>94</b>
<b>4.2.1</b>	<b><i>The Reconstruction and Development Programme (RDP)</i></b>	<b>96</b>

<b>4.2.2</b>	<b><i>The White Paper on South Africa Land Policy (WPSALP)</i></b>	<b>102</b>
<b>4.2.3</b>	<b><i>Broad Based Black Economic Empowerment</i></b>	<b>107</b>
<b>4.3</b>	<b>International policy framework supporting women’s sustainable development</b>	<b>110</b>
<b>4.3.1</b>	<b><i>Millennium Development Goals for women’s sustainable development</i></b>	<b>112</b>
<b>4.3.2</b>	<b><i>Gender 21</i></b>	<b>118</b>
<b>4.3.3</b>	<b><i>Agenda 21</i></b>	<b>119</b>
<b>4.3.4</b>	<b><i>The World Summit on Sustainable Development</i></b>	<b>121</b>
<b>4.3.5</b>	<b><i>The importance of International partners for women’s sustainable development</i></b>	<b>122</b>
<b>4.4</b>	<b>Women’s sustainable development and the economic environment</b>	<b>123</b>
<b>4.4.1</b>	<b><i>Production practices</i></b>	<b>127</b>
<b>4.4.2</b>	<b><i>Market related enterprise</i></b>	<b>129</b>
<b>4.4.3</b>	<b><i>Market access</i></b>	<b>130</b>
<b>4.5</b>	<b>Women’s sustainable development and the cultural environment</b>	<b>130</b>
<b>4.5.1</b>	<b><i>The role of women in the homestead</i></b>	<b>131</b>

<b>4.5.2</b>	<b><i>Women’s role in the community</i></b>	<b>133</b>
<b>4.6</b>	<b>Women’s sustainable development and the social environment</b>	<b>134</b>
<b>4.7</b>	<b>Conclusion</b>	<b>136</b>

## **CHAPTER 5**

### **SELECTED CASES ON WOMEN’S SUSTAINABLE DEVELOPMENT THROUGH LAND REFORM**

<b>5.1</b>	<b>Introduction</b>	<b>137</b>
<b>5.2</b>	<b>Criteria used in the identification of cases</b>	<b>139</b>
<b>5.3</b>	<b>Criteria pertinent to the demographics of each case</b>	<b>141</b>
<b>5.3.1</b>	<b><i>Farm or land details</i></b>	<b>142</b>
<b>5.3.2</b>	<b><i>Details of beneficiaries</i></b>	<b>142</b>
<b>5.3.3</b>	<b><i>Details of the business</i></b>	<b>144</b>
<b>5.4</b>	<b>An analysis of the cases</b>	<b>147</b>
<b>5.4.1</b>	<b><i>Case 1 RESPL1: First LRAD case</i></b>	<b>148</b>
<b>5.4.2</b>	<b><i>Case 2 RESPL 2: Second LRAD case</i></b>	<b>153</b>
<b>5.4.3</b>	<b><i>Case 3 RESPP 1: First PLAS case</i></b>	<b>156</b>

<b>5.4.4</b>	<b><i>Case 4 RESPP 2: Second PLAS case</i></b>	<b>161</b>
<b>5.4.5</b>	<b><i>Case 5 RESPS 1: SLAG case</i></b>	<b>163</b>
<b>5.5</b>	<b>Common characteristics observed on women within the cases</b>	<b>168</b>
<b>5.5.1</b>	<b><i>Acquisition and awareness</i></b>	<b>169</b>
<b>5.5.2</b>	<b><i>Level of education versus productivity</i></b>	<b>171</b>
<b>5.5.3</b>	<b><i>Hectares grown for sales</i></b>	<b>172</b>
<b>5.5.4</b>	<b><i>Other enterprises owned for income</i></b>	<b>173</b>
<b>5.6</b>	<b>Women’s inputs towards sustainable production on farms</b>	<b>174</b>
<b>5.6.1</b>	<b><i>Women’s economically related inputs towards sustainability</i></b>	<b>175</b>
<b>5.6.1.1</b>	<b><i>Commitment of the participants</i></b>	<b>175</b>
<b>5.6.1.2</b>	<b><i>Knowledge of participants</i></b>	<b>177</b>
<b>5.6.1.3</b>	<b><i>The success of the participants</i></b>	<b>178</b>
<b>5.6.2</b>	<b><i>Socially related inputs from participants</i></b>	<b>178</b>
<b>5.6.3</b>	<b><i>Cultural aspects and women’s inputs</i></b>	<b>179</b>
<b>5.6.4</b>	<b><i>Environmental aspects and women’s inputs</i></b>	<b>180</b>

<b>5.7</b>	<b>The role of government in sustaining women</b>	<b>180</b>
<b>5.8</b>	<b>International Land Reform experiences</b>	<b>183</b>
<b>5.8.1</b>	<b><i>The South American land experience</i></b>	<b>183</b>
<b>5.8.2</b>	<b><i>Land cases in Zimbabwe</i></b>	<b>185</b>
<b>5.8.3</b>	<b><i>The Indian experience</i></b>	<b>187</b>
<b>5.8.4</b>	<b><i>Other SADC countries' land experiences</i></b>	<b>190</b>
<b>5.9</b>	<b>International trends in women's access to land for sustainable development</b>	<b>194</b>
<b>5.10</b>	<b>Conclusion</b>	<b>197</b>
 <b>CHAPTER 6</b>		
 <b>A SYSTEMS MODEL FOR WOMEN'S SUSTAINABLE DEVELOPMENT THROUGH LAND REFORM</b>		
<b>6.1</b>	<b>Introduction</b>	<b>199</b>
<b>6.2</b>	<b>The systems approach defined</b>	<b>200</b>
<b>6.3</b>	<b>The open systems model</b>	<b>201</b>
<b>6.4</b>	<b>The proposed systems model for women's sustainable development through land reform</b>	<b>205</b>



<b>6.4.1</b>	<b><i>Political aspects for women’s sustainable development in land reform</i></b>	<b>208</b>
<b>6.4.2</b>	<b><i>Economic aspects for women’s sustainable development in land reform</i></b>	<b>212</b>
<b>6.5.3</b>	<b><i>Social aspects for women’s sustainable development in land reform</i></b>	<b>215</b>
<b>6.4.4</b>	<b><i>Technological aspects for women’s sustainable development in land reform</i></b>	<b>216</b>
<b>6.7</b>	<b>Conclusion</b>	<b>220</b>
 <b>CHAPTER 7</b>		
 <b>CONCLUSION AND RECOMMENDATIONS</b>		
<b>7.1</b>	<b>Introduction</b>	<b>222</b>
<b>7.2</b>	<b>Specific conclusions regarding land reform for women’s sustainable development</b>	<b>223</b>
<b>7.2.1</b>	<b><i>Conclusions regarding the research methodology</i></b>	<b>224</b>

<b>7.2.2</b>	<b><i>Conclusions regarding Public Administration and land reform</i></b>	<b>225</b>
<b>7.2.3</b>	<b><i>Conclusions regarding the environmental factors impacting on women's sustainable development</i></b>	<b>226</b>
<b>7.2.4</b>	<b><i>Conclusions regarding women and sustainable development</i></b>	<b>227</b>
<b>7.2.5</b>	<b><i>Conclusions regarding the selected cases</i></b>	<b>228</b>
<b>7.2.6</b>	<b><i>Conclusions regarding model</i></b>	<b>228</b>
<b>7.3</b>	<b>Recommendations regarding policy</b>	<b>229</b>
<b>7.4</b>	<b>Recommendations for the factors that influence productivity</b>	<b>231</b>
<b>7.4.1</b>	<b><i>Environmental recommendations</i></b>	<b>232</b>
<b>7.4.2</b>	<b><i>Recommendations regarding sustainability</i></b>	<b>233</b>
<b>7.4.3</b>	<b><i>Recommendations regarding women involved in</i></b>	

<b><i>land reform</i></b>	<b>234</b>
<b>7.5 Specific recommendations</b>	<b>235</b>
<b>7.6 Recommendations for the future and further studies</b>	<b>240</b>
<b><i>7.6.1 A sustainable production oriented settlement strategy</i></b>	<b>241</b>
<b><i>7.6.2 Targeted settlement and support</i></b>	<b>241</b>
<b>7.7 Conclusion</b>	<b>242</b>
<b>References</b>	<b>245</b>
<b>Annexure A</b>	<b>271</b>

## LIST OF DIAGRAMS

Diagram 1.1: Number of women that have accessed land	<b>25</b>
Diagram 1.2: Key aspects that contribute to development	<b>27</b>
Diagram 1.3: An expression of people's needs and solutions	<b>29</b>
Diagram 3.1: The working field of a public official	<b>74</b>
Diagram 3.2: Three Pillars of Sustainability	<b>84</b>
Diagram 3.3: Effects of people on the environment towards development	<b>88</b>
Diagram 5.1: Levels of maize production on RESPL1 case	<b>150</b>
Diagram 5.2: Bar chart indicating level of area used versus total area Of the farm in years from acquisition on RESPP 1 case	<b>159</b>
Diagram 5.3: SWOT analysis in the South African cases	<b>167</b>
Diagram 5.4: A series of stages in a crop production field cycle	<b>172</b>
Diagram 6.1 : The open system model	<b>203</b>
Diagram 6.2: Process flow in terms of decision making institutions and Contributions from other institutions towards the same goal	<b>204</b>
Diagram 6.5: Outcomes of development	<b>213</b>
Diagram 6.6: Sustainable development as a result of joint government and people efforts within the systems model	<b>219</b>

## LIST OF TABLES

Table 1.1 Distribution of females and males in South Africa	<b>9</b>
Table 2.1: Difference between concepts and variables	<b>45</b>
Table 2.2: Distinctions between quantitative and qualitative research methods	<b>48</b>
Table 4.1: Land transferred and beneficiaries 1994 – 2009	<b>105</b>
Table 4.2: Participants that received off-farm training and able to use the training on the farm	<b>128</b>
Table 5.1: Implementation differences between SLAG and LRAD	<b>140</b>
Table 5.2: Details of case participants that are common and contribute to their production activities on the farm	<b>146</b>
Table 5.3: Case 1 RESPL 1 Land acquisition details versus support	<b>149</b>
Table 5.4: Maize grown on hectares versus prices of maize from 2005 - 2010 on RESPL 1 case	<b>151</b>
Table 5.5: Performance of maize yield planted by RESPL 1 case and Maize prices	<b>152</b>
Table 5.6: Enterprises produced by RESPL 2 group	<b>155</b>
Table 5.7: Enterprises for RESPP 1 case	<b>158</b>
Table 5.8: Enterprises grown on RESPP 2 case	<b>162</b>
Table 5.9: Level of education in relation to age and production	<b>166</b>
Table 5.10: Year of acquisition and awareness table for all	<b>169</b>
Table 5.11: Status of members in the case	<b>174</b>

Table 5.12: Aspects used to determine the commitment of participants as their inputs towards sustainable farming	<b>176</b>
Table 5.13: Land policy framework for some SADC countries	<b>190</b>
Table 6.1: Government based inputs towards the systems model for land reform	<b>206</b>
Table 6.2: Non - Government based inputs towards the systems model for land reform	<b>207</b>
Table 7:1: The land reform roles for all three spheres of government	<b>243</b>