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# *Women, land redistribution and state funded agricultural development support - Pathways out of Poverty?*

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**Presentation to Stellenbosch University: SARCHI Chair in Gender Politics  
Women's Day Event**

Celebrating the life of Sizani Ngubane, activist and founder of the Rural Women's Movement.

DATE: Wednesday, 18 August 2021

TIME: 13:00 14:30

Venue: Virtual

# Overview of Presentation

- Background to this Paper
- Policy Environment = Broken Promises
- Contextual Snapshot
- Focus and key Questions explored
- Analytical Lens - Sustainable Livelihoods Framework
- Methodology & Sample Frame
- Key Findings
- Conclusions and Recommendations

# Background to this Paper

- This paper uses data collected on an HSRC project on Agrarian Reform & Poverty Reduction In South Africa: Phase 2 in 2013
- The project was led by Peter Jacobs with team members including Tim Hart, Shirin Motala & Charles Nhemachena
- The overarching objective of that project was to explore the nature of the relationships between agrarian reform and rural poverty reduction in order to learn lessons about the design of effective pro-poor agrarian policies.

# Policy Environment – *Broken Promises*

South Africa (SA)'s democratic transition post 1994:

- Concerted effort to address Gender Equality and Empowerment in legislation, policy and programming.
- Expectation of the contribution that land and agrarian reform measures would make towards transforming the rural economy.
- Successive development plans (National Growth Plan and National Development Plan) and Outcome 7 for the 2014–2019 administration promoted the vision of ***“vibrant, equitable and sustainable rural communities and food security for all”*** – to ***combat marginalisation of poor rural communities*** (DRDLR), 2012).

# Policy Environment – *Broken Promises II*

At the heart of this overarching integrated rural economy vision is a focus on five outcomes:

- accelerating sustainable ***farmland redistribution***;
- improving access to affordable and diverse food;
- enhancing ***rural services and sustainable livelihoods***;
- promoting ***rural job creation*** linked to skills training and economic livelihoods; and
- facilitating an enabling environment for **sustainable and inclusive growth**.

***Striving for GENDER EQUITY is an overarching theme across all these outcomes***

- The 2015 DRDLR vote reinforced this vision, outlining plans for an “inclusive rural economy” through the Rural Economic Transformation Model - generating both subsistence and commercial farming enterprises and raising the expectation that all land reform farms are 100% productive (DRDLR, 2015).

# Context



# Contextual Snapshot

- Substantial body of policy relevant research on land and agrarian reform globally and SA;
- Overwhelming consensus of the failures of land and agrarian reform in SA in respect of *pace* and *outcomes*;
- Under performance of land reform against stated goals
- Declining share of *agricultures contribution* to the economy and to rural livelihoods;
- Women share disproportionately in burden of poverty and inequality... more pronounced for rural women;
- However *limited evidence* of the linkages of a range of interventions to poverty eradication and food security;
- Insufficient gender disaggregated data to inform policy;
- Key limitation: inability to generate credible and insightful data about the *impact of transferred land* on sustaining agrarian-based livelihoods..... more so from a *gendered perspective*.



# Study Focus & Key Questions

Overarching concern over whether land and agrarian reform interventions have produced an ***altered livelihood dynamic*** for land reform beneficiaries and, more importantly, to measure how this has translated into gendered sustainable livelihoods impacts at household level.

## Key Questions

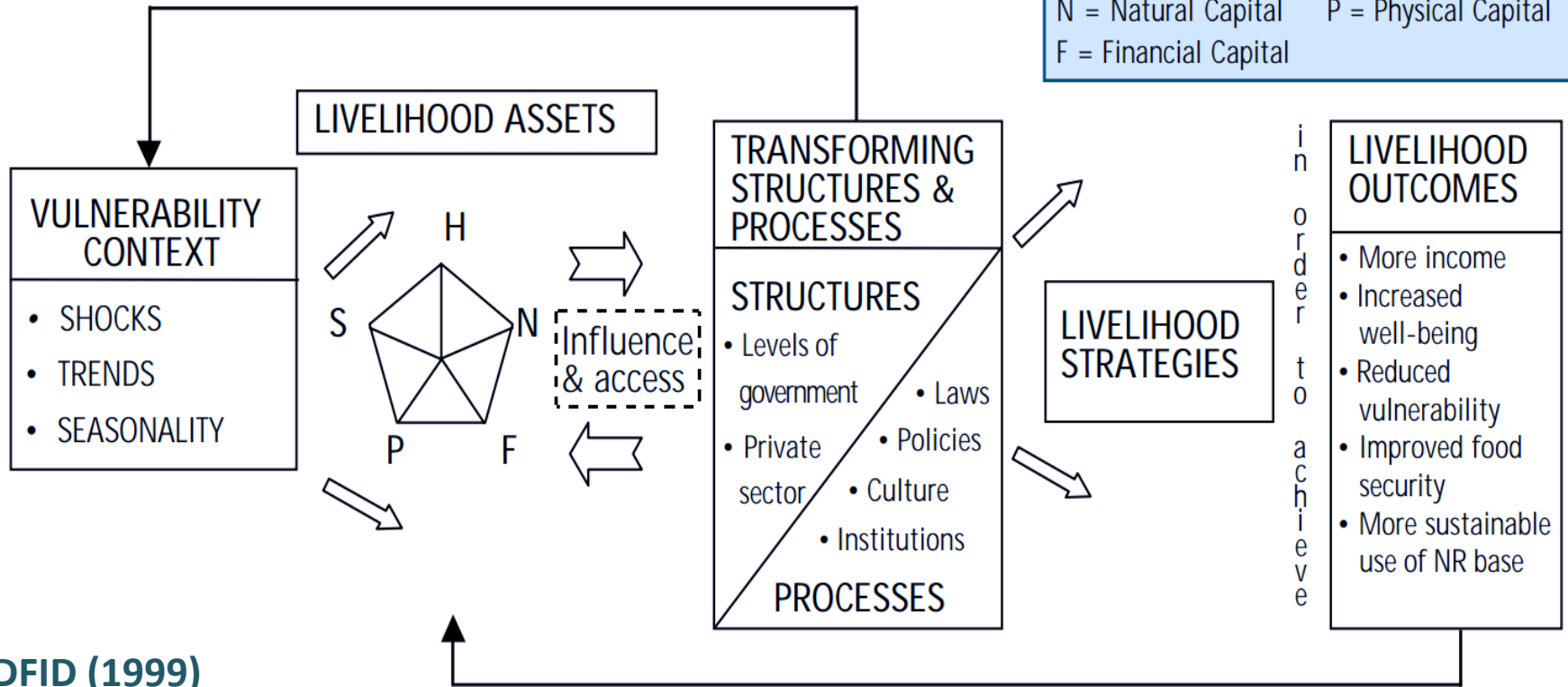
- Under what conditions does (or could) farmland redistribution coupled with provision of ***state funded agricultural development support (ADS)*** contribute to reducing hunger and food insecurity?
- Do men and women benefit in the same way from these interventions, and if not what are the design features which enhance the gendered livelihood outcomes of land reform beneficiaries?

# Sustainable Livelihoods Framework: Asset Pentagon

## Sustainable livelihoods framework

### Key

H = Human Capital      S = Social Capital  
 N = Natural Capital    P = Physical Capital  
 F = Financial Capital



# Conceptual Approach - Livelihoods Framework

- The importance of land for poverty reduction, food security, and rural income is well recognised in the literature on livelihoods.
- According to Ellis (2000,p156): ‘the options open to individuals and households are determined in large measure by their asset status
- In a rural and agricultural context, land is the fundamental asset’ = Natural capital
- Financial capital and ownership and access of land are fundamental means by which rural households generate access to food
- In a gendered context control over assets is key factor

# Methodology

- Mixed methods combination
  - Purpose built household survey
  - Focus Groups
  - Key Informant Interviews
- Target group – land reform beneficiaries (restitution, redistribution and tenure security) with and without **state funded** agricultural development support (**ADS**)
- Study undertaken in 3 provinces and in 2 districts each in the selected provinces
  - North West (Dr Ruth Segomotsi Mompati and Ngaka Modiri Molema);
  - KwaZulu-Natal (Zululand and uThukela);
  - Western Cape (West Coast and Eden/Karoo).
- These provinces were purposively selected as they represent varied agrarian structures and agro-ecological zones suited to different types of agricultural production.

# Sampling Framework

- 4 stage stratified approach to selecting beneficiary households
  - Provincial – KZN, NW & WC – limited recent research on land reform
  - District – concentrated distribution of land reform
  - Projects – project selection with and without state funded ADS (CASP or RECAP) – randomly selected

# Realised Sample

DISTRICT MUNICIPALITY	Province	Targeted Sample- land reform beneficiaries	Realised Sample- All Land Reform Beneficiaries		Agricultural Development Support	
			Valid-N	Non- Respon se	Valid-N	% of Valid Land Reform
Dr Ruth Segomotsi Mompoti	NW	75-100	38	0	27	71
Ngaka Modiri Molema	NW	75-100	31	1	19	661
Zululand	KZN	75-100	84	10	20	24
Uthukela	KZN	75-100	33	1	7	21
West Coast	WC	75-100	49	3	21	43
Eden/Karoo	WC	75-100	51	0	25	49
<b>Total</b>		<b>450-600</b>	<b>286</b>	<b>15</b>	<b>119</b>	<b>42</b>

# Findings – Demographic Profile

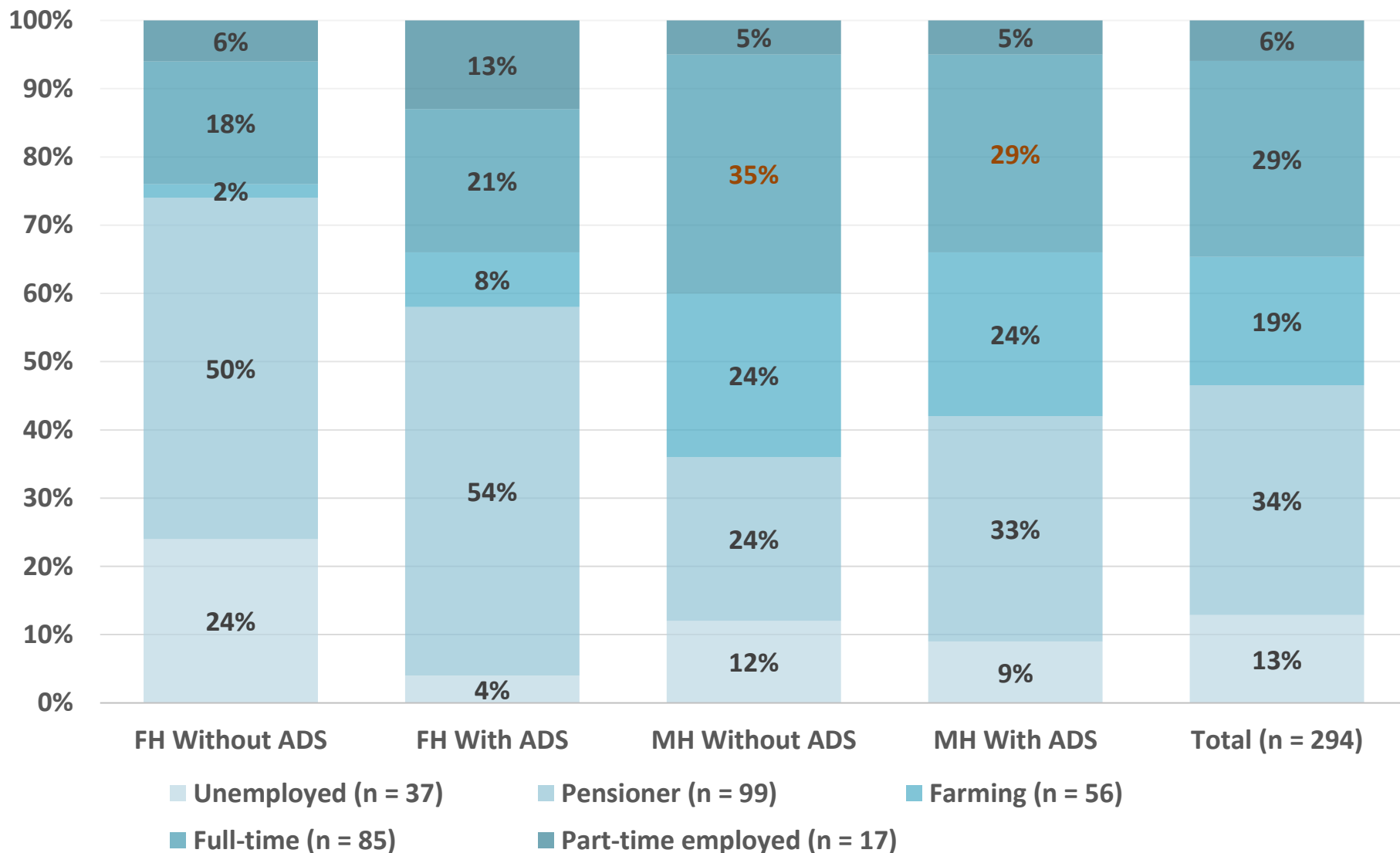
- Average household size 6 members per household, almost double the national average of 3 (StatsSA, 2011)
- By **province largest household size**, **KZN** had an average **7.5** members, followed by **6.8** for **NW** and with the lowest household sizes in **WC** at **4**
- Across all provinces and gender, households which had accessed ADS tended to be larger (6.23) and had more children
- Household structure has a bearing on **livelihood assets (health and financial) and outcomes (food security, poverty)**

# Findings – Demographic Profile

- **Average age** of household head was **54 years**, same as the **national average**, by **gender** and **access to ADS**
- **Low levels of education**; but **lower for female heads**, **68%** with only **primary education** and **no-schooling**, relative to their male counterparts **54%**
- Education speaks to the **human capital asset** of the **livelihoods asset pentagon** which forms the basis for the need for training and skills development in ADS
- **Employment status** shows significant differences by gender, majority of female heads were **pensioners**
- More male heads were in full time employment



# Findings – Employment status



# Findings... Gendered patterns of land ownership

- There is evidence of the **beneficial impacts** of land ownership e.g. improved **access to credit** facilities and **incentivising long-term investments** by the household (FAO, 2014) (i.e. N-K-A)
- For women it **enhances economic autonomy & household wellbeing** which contributes to positive livelihoods (Menon et al, 2013).
- **Over half** (54%) of all land reform beneficiaries were men followed by **joint ownership at 29%** and **female only 17%**
- These rates are lower relative to Sub-Saharan African, 17% vs 24%. (Doss et al, 2013, review of 16 studies).
- Raises concerns over gender equity in SA

Gender of owner	WC	KZN	NW	Total
Female	29%	16%	6%	17%
Male	47%	69%	34%	54%
Both female & male owners	24%	15%	60%	29%

# Findings: Access to ADS

- Post-settlement ADS is important as it enables **access to markets (F-K-A), infrastructure (P-K-A), education and training (H-K-A)** to enhance productive use of **agricultural land (N-K-A)** (Jacobs, 2003)
- Male land owners were the largest recipients of State-funded ADS interventions, 55%; Joint ownership was at 29% female ownership 17%
- **ADS → F + P + H + N → LIVELIHOOD OUTCOMES**

Gender of owner	Without ADS	With ADS	Total
Female	19%	13%	17%
Male	62%	43%	55%
Both female & male owners	19%	44%	29%

# Findings: Land size and land utilization

- On average land reform beneficiaries had access to **784 ha**
- Households which **did not access ADS** had slightly more land, **850 hectares**
- With respect to **land utilisation for agriculture** the proportion of **land utilised productively was very low, an average of 72 hectares** reported across all households
- Factors impacting on the productive use of land include **availability of labour, access to agricultural inputs, quality of the land transferred, and access to credit facilities** to acquire inputs as well as motivation to undertake agricultural activities
- **FH households receiving ADS** were utilising more than double the average land (**164 hectares**)

# Findings: Land size and land utilization

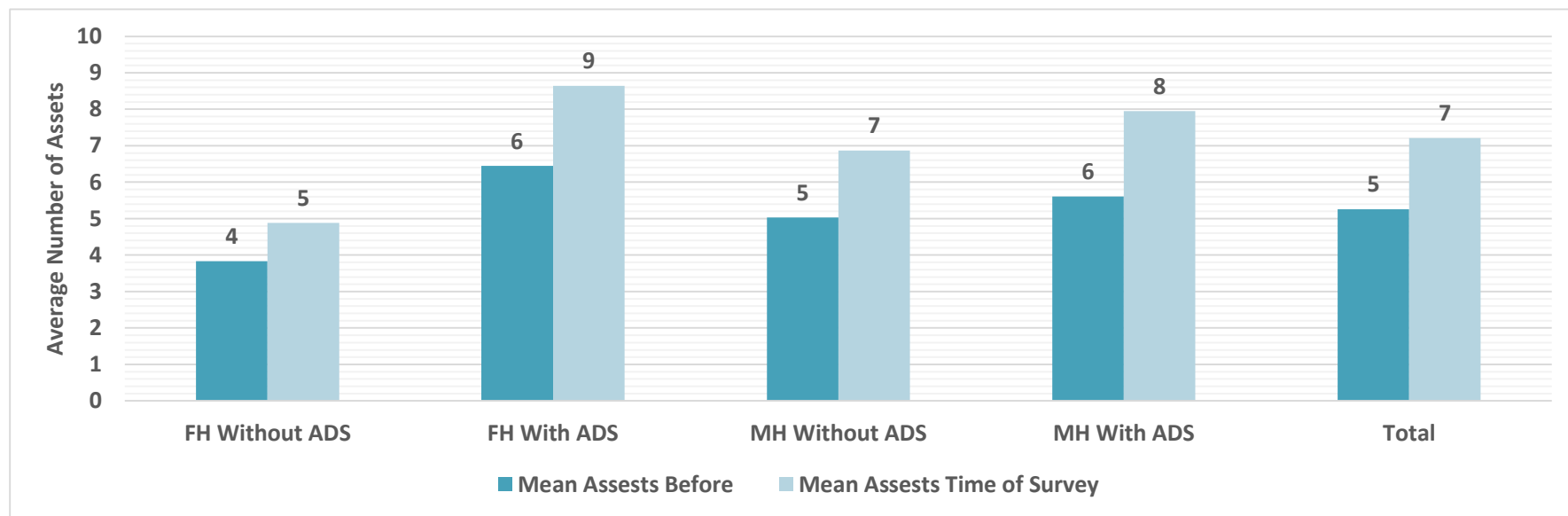
- Provincial variations were large, with FH households in the **WC** with the **lowest land size transfer**

Province	Reported land size	N	Mean
Western Cape	Land Reform	70	232.1
	Non-land Reform	37	26.57
	<b>Utilised</b>	<b>37</b>	<b>89.03</b>
KwaZulu-Natal	Land Reform	104	1035
	Non-land Reform	54	81.41
	<b>Utilised</b>	<b>41</b>	<b>85.46</b>
North West	Land Reform	62	986
	Non-land Reform	35	185.1
	<b>Utilised</b>	<b>31</b>	<b>33.77</b>
<b>TOTAL</b>	Land Reform	236	784.1
	Non-land Reform	126	94.1
	<b>Utilised</b>	<b>109</b>	<b>71.97</b>

*Source: Jacobs (2013)*

# Livelihoods outcomes - Asset accumulation

- **Accumulation of farming assets** (i.e. P-K-A) can contribute to increased agricultural productivity
- **Changes in asset ownership** from the **time of land transfers** to the **time that the survey** was conducted were probed
- **List of assets owned** were consolidated into an **basic index of seven common assets** that can be found across different types of farming activities
- On average **FH households with access to ADS** had acquired the **highest number of assets post-land transfer** (higher by at least 3 units).



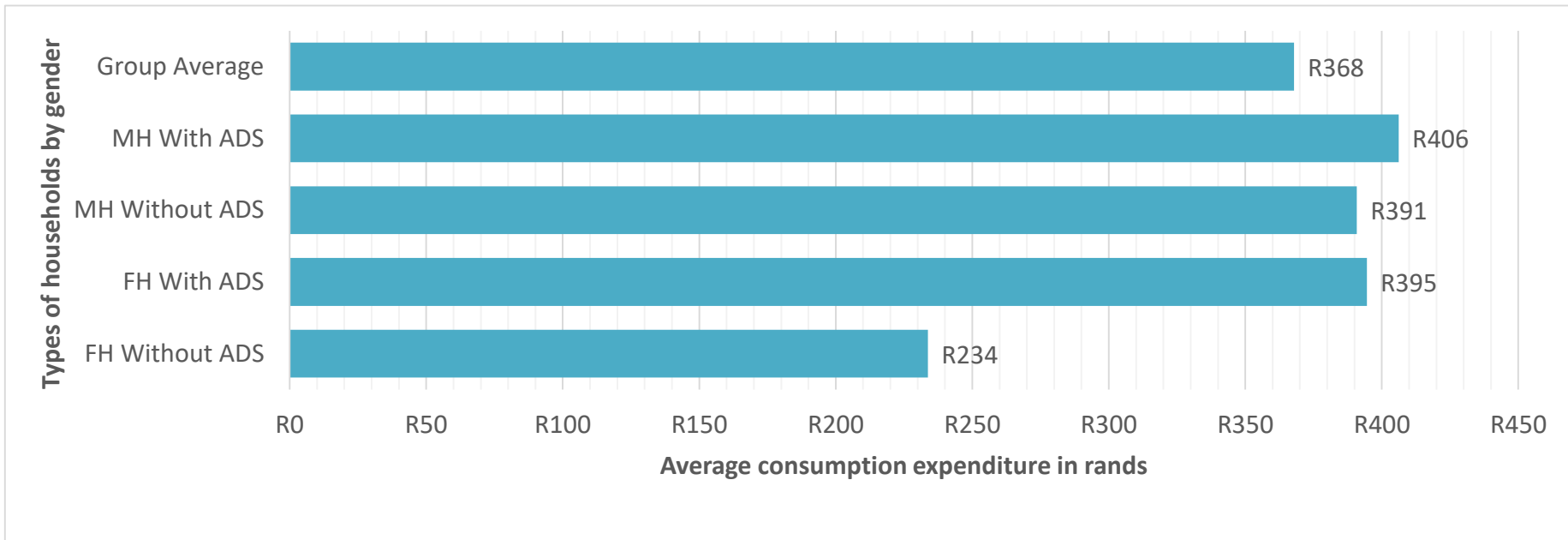
# Livelihoods outcomes - Agriculture production

- Reason for crop production and livestock farming
- Over half of the households (59%) reported their motivation for engaging in agricultural production was as a main source of food
- 48% reported that it served as a main source of income for the household.
- Might explain the pattern of land utilisation

Reasons (multiple responses)	No.	%
Main source of food	123	59
Main source of income	100	48
Extra source of food for the household	96	46
Leisure activity or hobby, e.g. gardening	71	34
Extra source of income	53	25

# Livelihoods outcomes – food consumption

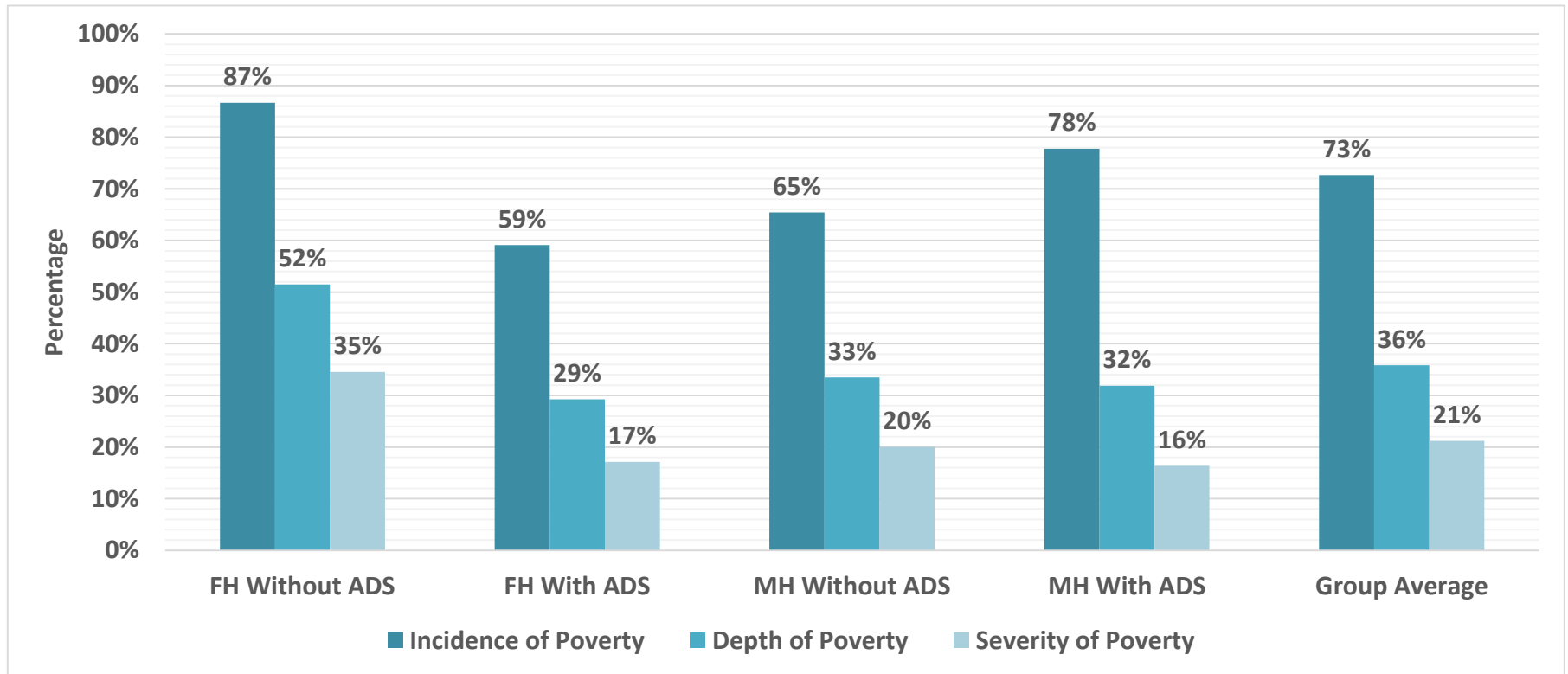
- Collected fairly detailed information on **household food and non-food expenditure**
- Used the **lower-bound food poverty line** of R443 per month (StatsSA, 2013)
- Average household per capita consumption expenditure was **highest for MH households that received ADS** and **lowest among FH households which did not receive ADS**





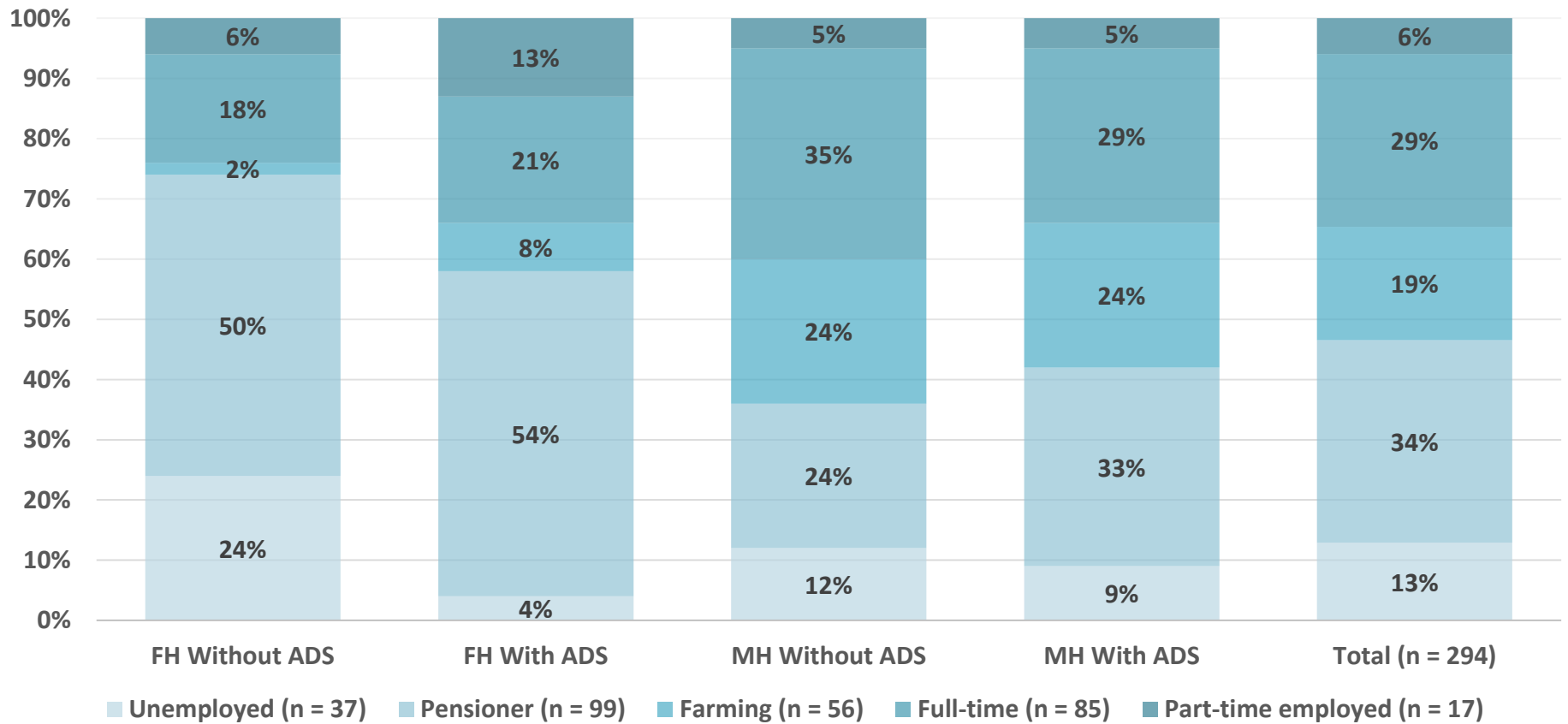
# Incidence, depth and severity of poverty

- On average 73% of households were living **below the poverty line**, relative to the **national level of 32%**, with significant variation across household types
- FH households without ADS had the worst poverty outcomes by incidence, depth and severity



# Findings – Employment status

- Consistent with the SLF outcomes appear to be driven by a combination of factors that have a bearing on **livelihood assets**, both, non-ADS (H-K (employment & F-K) and ADS (H-K, P-K & F-K)



# Findings - Risk of being in poverty

- Sustainable livelihoods are supposed to be immune to experiences of poverty
- Sub-group poverty decompositions assessed a household's susceptibility to being poor relative to the overall poverty levels
- The findings show that FH households who received ADS have the lowest risk profile in terms of incidence, depth and severity.

Gender of owner	Incidence of Poverty	Depth of Poverty	Severity of Poverty
FH without ADS	1.19	1.44	1.63
FH with ADS	0.81	0.82	0.81
MH without ADS	0.90	0.93	0.94
MH with ADS	1.07	0.89	0.77

# Summary Conclusions I

- Land based agriculture households are highly vulnerable despite their access to ***natural capital*** .... low levels of human capital (educational levels), financial and physical capital (infrastructure)
- Poverty is more nuanced for FH households, as reflected in the foregoing sections.
- Women have not benefitted equally or equitably through land transfer mechanisms and ADS
  - Very small number of women benefitting from land transfers;
  - Nature of ownership – land reform process has increased women’s access to and control over land through joint ownership of land. Not enough is known about the implications of joint ownership in conferring appropriate control to women over this asset.

# Summary Conclusions II

- **Women land reform beneficiaries** appear to have significantly **lower levels of access to state funded ADS** which might reflect **poor targeting** in the presence of differences in education and employment (low for FH);
- Vast tracks of land transferred are un or underutilized;
- FH beneficiary households with access to state funded ADS –demonstrated + relationship with increased household food expenditure – proxy for food consumption – responsive to chronic food insecurity

# Summary Conclusions III

- Land transfer **without ADS** is unlikely to generate enhanced livelihoods outcomes especially for FH beneficiary household
- Households engaging in agriculture mainly for household consumption (not as a main source of livelihoods) this might explain low levels of land utilisation
- Compelling storyline of **FH beneficiary households without ADS** who are trapped in poverty

# Recommendations I

- Need to **generate gender disaggregated evidence to inform policy making;**
- More considered **measurement of impacts of policy and programme interventions** that is underpinned by **well articulated theories of change** is need;
- Gender equality will persist unless policy and programming is gender sensitized;
- Need to evaluate the impacts of **joint ownership for gender empowerment**

# Recommendations II

- If farm based livelihood outcomes are driven by the level of ADS then support for women's agricultural activities is justified **despite low commercial potential** – few alternatives for livelihood generation
- There is a need to **address the barriers to access for marginalised women farmers** including capacity development, access to appropriate resources and financial support.



## Gains for Women Paper

<http://www.hsrc.ac.za/en/research-data/view/8739>

## Agrarian Reform Report

<http://pmg-assets.s3-website-eu-west-1.amazonaws.com/160405Report.pdf>

# THANK YOU!

