CHAPTER 3

AN ANALYSIS OF PUBLIC ADMINISTRATION IN RELATION TO LAND REFORM

3.1 Introduction

This chapter focuses on the Public Administration literature in terms of its origin and development. The discussion is in relation to the applicability of Public Administration to land reform and sustainable development. Public Administration, as defined earlier in Chapter One, is the art and science of management, as applied to the public affairs of the State. As an art, Public Administration is composed of intangibles, such as leadership and judgment, whereas as a science it generates and evaluates knowledge through scientific methods. The role of government in land reform is that of providing leadership through the development policies and programmes – and ensuring that the redistribution of land is achieved. This chapter will discuss aspects of policy formulation in relation to land reform and sustainable development.

3.2 Background

The development of the Land Reform Policy was a product of the 1994 democratic elections. Policy formulation is one of the six generic functions of Public Administration. As mentioned in section 1.7.3 of Chapter One, the policy process is regarded as a set or series of stages whereby policy is established and implemented (LeMay, 2006: 24). The post-1994 period in South Africa was followed by a series of policies formulated to address the pre-1994 government activities. These policies aimed at empowering the historically disadvantaged groups in terms of, amongst others, access to land. Policies that were aimed at reversing skewed service delivery patterns were preceded by the development of the *White Paper on the Transformation of the Public Service,* (hereafter referred to as *WPTPS*, 1995) that was published in December 1995 (Levin, 2009: 949).

According to Levin (2009: 949), the *WPTPS* (1995) identified eight pillars of public service transformation. These were: the restructuring and rationalisation of the public service; institution building and management; representivity and affirmative action;

transforming service delivery; enhancing accountability; human resource development and training; employment conditions and labour relations; and the creation of a professional service ethos.

The above mandates were followed by various policy papers which were directed, in terms of their intentions, to achieving transformation in service delivery. Policies formulated included the White Paper on Transforming Public Service Delivery, also known as the Batho Pele White Paper (1997), the White Paper on Human Resource Management in the Public Service (1997), the White Paper on Affirmative Action in the Public Service (1997), the White Paper on Public Service Training and Education (1998), and the White Paper on the South African Land Policy (1997) (Levin, 2009: 949).

The policies formed the basis for improved development support towards enhancing accessibility to resources in South Africa. It becomes clear from the above policies that there had been obvious delays and backlog for HDIs' need for services. The WPSALP (1997) had, as its main goal, equity concepts – as contained within the White Paper on Affirmative Action in the Public Service, which will henceforth be referred to as WPAAPS (1995) in this study.

The *WPAAPS* (1995) is aimed at empowering the HDIs through improved access to resources. In this chapter, a brief discussion on how policy formulation – through the *WPSALP* (1997), which targets women's access to land -- came into being, and its relevance to public administration. The focus is on empowering women for sustainable development. The *WPSALP* (1997:40), as discussed in Chapter One, is a policy that intends to deliver on the government mandate to distribute land in an equitable manner.

According to the *WPSALP* (1997:40), it is critical that gender equity be ensured in the land redistribution – to allow for women a fair and equitable benefit.

To this effect, the *WPSALP* (1997:40) proposed the following:

(i)   The removal of all legal restrictions on the participation of women in land reform. Issues such as reform of marriage, customary law – which is biased towards men – and contains obstacles to women receiving rights to land, and lastly inheritance rights.

(ii)   Clear planning and selection of beneficiaries and project appraisal to ensure equitable access from the land reform programme for women and men. The policy made proposals on ensuring that officials assist women. Furthermore, they are categorically prioritised and assisted to tackle any obstacles that might hinder them from accessing land.

(iii)   Specific provision for women to enable them to access financial support and other support services. Special mechanisms needed to be developed to ensure that women were exposed to opportunities in land use, and that they were registered as direct beneficiaries.

(iv)   Monitoring and evaluation systems are developed to ensure the continued participation of women in land reform.

It is clear from the above Land Reform Policy statements that women are at the centre of the mandate for land access. Priority in land access has been given to women because they were the tillers of land – even on tribal land – and they now form the majority of the South African population, as shown in Table 1.1 of Chapter One. The figures as portrayed in Table 1.1 are such that on tribal villages, where most of the land is available under the chiefs, a total number of 8 079 765 women (as opposed 6 696 978 men) were registered. The difference of more than a million (1 382 787) in favour of women, is reason enough to prioritise women's access to resources, including land.

An analysis of Public Administration in relation to land reform is the theme for this chapter. There is, therefore, a need to discuss Public Administration in depth – in terms of its origin, what it is and its relation to other disciplines. The development of the White Papers referred to above served as instruments to realise service delivery.

Public Administration as defined earlier applies to and is of importance to the public affairs of the state which aim to bring services to the communities. The prioritisation of land reform in this context becomes one of the critical service delivery areas for the state, hence the development of legislation that intended to strengthen government efforts. The section that follows discusses the stated aspects of Public Administration.

3.3 The origin and development of Public Administration

Public Administration is a subject studied for purposes of dealing with public administrative activities. As discussed above policy development and implementation as part of public administration becomes critical. According to Botes *et al.* (1992: 257), public is similar to civil, thus the officials that undertake the exercise are called public servants. It is further confirmed that public administration is a human activity that constitutes an activity done for people by people. This leads to Public Administration being classified as a human science (Botes *et al.*, 1992: 257).

Gladden (1961:12) describes public administration as being concerned with the administrative activities of government. Administration is a long and respected, sometimes misinterpreted word, but it has a simple meaning: it means to care for, or to look after people, to manage people's affairs: the administrator is a servant and not a master (Gladden, 1961:12).

According to Hanekom *et al.* (1987:62), the generic functions (initially advanced as processes by Cloete, 1967, and later renamed functions by Thornhill and Hanekom, 1979) are regarded as generic in nature. This denotes their universal applicability, as well as their strength. Public administration functions occur in all people's co-ordinated activities – for the purposes of achieving an agreed-upon goal.

Public Administration does not occur in a vacuum; it occurs where people undertake an activity to achieve a common goal (Van Dijk, 2003: 33). Van Dijk (2003: 33) further attests to the fact that administration is found in all spheres of human activity where joint

action is required to achieve a goal. The observation is that the generic functions are inclusive of one another, and they collectively constitute a process which enables the efficient and effective execution of specialised functional activities (Hanekom *et al.* 1987: 62), as is the case with Land Reform.

This confirms the importance of locating Public Administration as a discipline, a necessity for all government and non-government institutions. Literature on Public Administration indicates that several efforts to improve public administration functioning have occurred in the world, as far back as the 19th century. In most industrialised countries the efforts to improve public administration were driven through internal processes based on available resources, as opposed to the less-developed countries, where such improvement efforts were imposed by external aid (Peters, 1996: 2).

This is evidenced by exponents of Public Administration, including, amongst others, Woodrow Wilson (1887), Lorenz von Stein (1855), and other later public administration supporters, such as Waldo (1955), Etzioni (1986), Lindblom (1959), Simon (1938) and Kettl (1990, in Rosenbloom *et al.,* 1994). According to Von Stein (1855), as quoted by Wikipedia (2010), issues of concern were that:

(i) Public Administration is found to be an integrating science which relies on many pre-established disciplines, such as Sociology, Political Science, Administrative Law and Public Finance. Further on, as described by Waldo (1955) in Rosenbloom *et al.* (1994: 4), in Chapter Two of this document, Public Administration is regarded as a science, due to its eclectic nature as, it borrows substance from other disciplines. Public Administration can be regarded as a sealing element amongst other disciplines; each of these disciplines consists of parts or all the elements of Public Administration.

(ii) Public administrators need to be concerned with both theory and practice. Practical considerations are at the forefront of the field, but theory is the basis of best practices. Hence, some students and administrators are convinced and impressed with the achievements of the natural and physical sciences, and they insist that

Public Administration can be seen as a science (Waldo, 1955 in Rosenbloom *et al.,* 1994: 4).

The impression that Public Administration further creates – due, to its emphasis on intangibles, such as judgment and leadership – places it more as an art rather than a science (Waldo 1955, in Rosenbloom *et al.,* 1994: 4)).

Von Stein (1855, as quoted by Wikipedia 2010) further attests to the fact that Public Administration is a science, since knowledge is generated and evaluated according to the scientific method. According to Wilson (1887, in Wikipedia 2010, and Chandler & Plano, 1988: 42), Public Administration can be broadly described as the development, implementation and study of branches of government policy. Consequently, it remains true that in government the study, development and implementation of policies for improved service delivery are crucial, as indispensable parts of public administration.

Wilson (1887) is said to have been more influential to the science of Public Administration than Von Stein. This was basically due to his views on separating politics from administration; his critical analysis of political and private organisations; improving efficiency on daily operations through pro-business approaches and attitudes; and improved public service through the training and management of public servants (Wikipedia, 2010).

The issue of separating public administration from politics is still a controversial matter in South Africa. Wilson (1887) argued that Public Administration could be made scientific only if administrators were able to concentrate on the execution of policy after the legislative system had defined it. Efficient processes of policy execution include aspects of management, as this forms an integral part of Public Administration. Roux *et al.* (1997: 10) define management as being part of a human capability to perform administration effectively. Judgment, decision-making, guidance, integration and motivation are social processes of management that are involved in administration.

This makes management part of administration (Roux *et al.* 1997: 10). An illustration of the above is shown schematically in Diagram 3.1.

Diagram 3.1: The working field of a public official
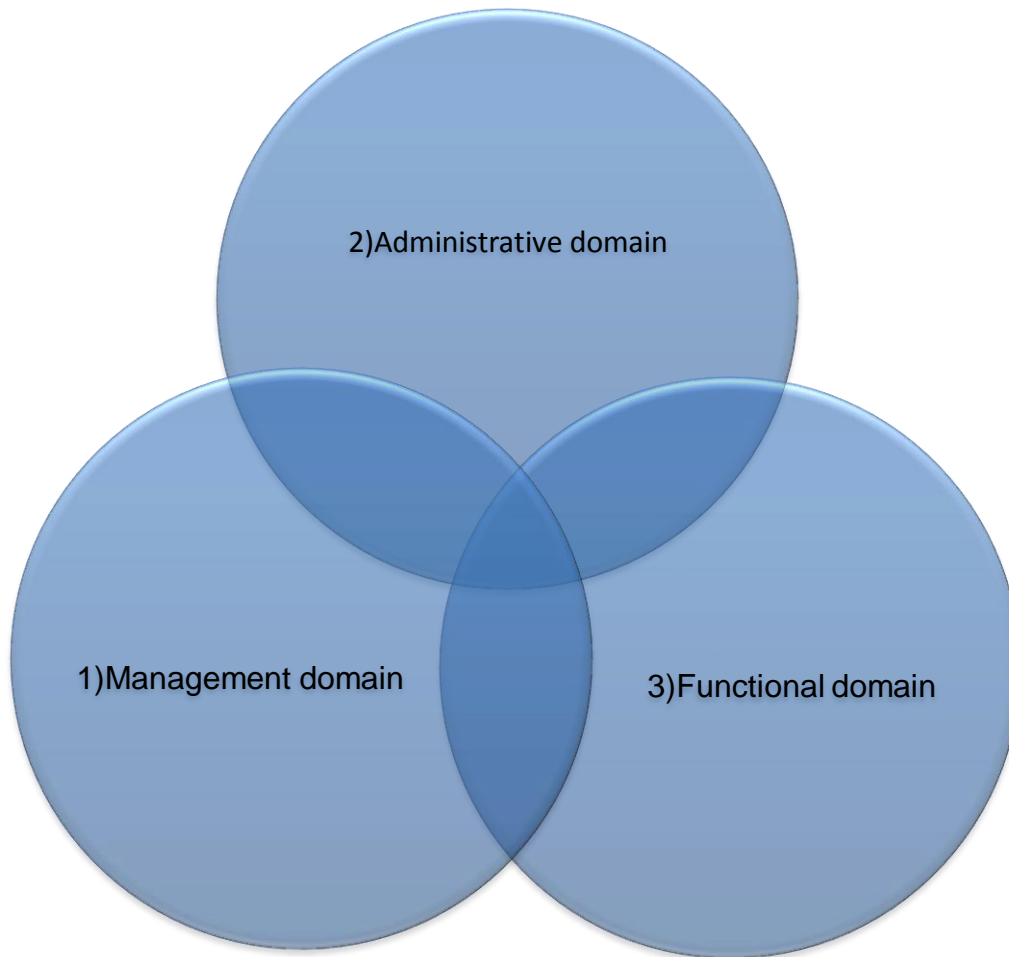
Adapted from Botes, P.S; Brynard, P.A; Fourie, D.J & Roux, N.L. 1997. *Critical Issues in Public Management and Administration in South Africa.* Pretoria: Kagiso Press. p10.

The diagram above illustrates the relationship between the fields in which a working official becomes involved on a daily basis. As administrators, working officials must ensure that the management functions (as in 1) are undertaken and activities to realise these management functions are performed as in the functional domain (3) and that

these processes all require administration (2) to ensure that they are carried out as planned.

Ostrom and Ostrom (1971, as indicated in Rosenbloom *et al.,* 1994: 22) confirm that Wilson's essay in the "The study of Administration" called for a new Science of Administration, based on a radical distinction between politics and administration. Wilson (1887) argued that governments may differ on political principles, but principles of good administration should be the same in any system of government (Ostrom and Ostrom (1971, in Rosenbloom *et al.* 1994: 22).

It is however difficult to realise Wilson's proposition to date, especially in developing countries, such as South Africa. The establishment of post-1994 legislation seeks to hasten service delivery, and both the executive and legislative systems are equally engaged in attaining such a goal. Nengwekhulu (2009: 350) confirms the above; failure to fulfil unplanned and unbudgeted expectations of the public is normally beyond the realm of public service performance. Such service delivery failures are blamed on those in government -- on both the political and the administrative leadership.

Public servants cannot, by law, deliver or attempt to deliver public services that are not budgeted for by Parliament (Nengwekhulu, 2009: 350). Nengwekhulu (2009: 350) further attests to the fact that demands, needs and expectations placed on government to deliver public services may be unlimited, but government resources to meet these issues are limited. The policy on redistributing land to the poor, especially the HDIs, specifically women, are clear in regard to the target. However, the fact that not as many women have accessed land may be attributed to a variety of causes. This matter will be further detailed in the following chapter.

Public Administration has developed as an academic field – through a succession of five phases (Henry, 2004: 29). Each phase has been characterised by whether it has a locus or a focus; a locus is the institutional location of the field (Henry, 2004: 29). A recurring locus of public administration is the government bureaucracy, but again this

has not always been the case, and often this traditional locus has been blurred (Henry, 2004: 29). On the other hand, the focus is the specialised content of what is studied, its body of knowledge and expertise (Henry, 2004: 29). The main focus has been the study of specific public administration principles, even though the focus of the discipline has been altered with improving stages of the field (Henry, 2004: 29).

This is true when looking at the development of public administration dating as far back as the 19th century, and it is still being discussed to date.

Goodnow (1900) is quoted by Golembewieski (1968: 10) as stating that public administration has been described as having both the locus and focus in its nature. Goodnow (1900 - 1926) is further cited by Henry (2004: 30) as a scholar of the first paradigm. This was characterised by the politics and administration dichotomy (1900 – 1926). Goodnow (1900) contended that there were two distinct functions of government: *Politics has to do with policies or expression of the State's will, while administration has to do with the execution of these policies* (Henry, 2004:30).

This first paradigm puts the emphasis on the locus, which is where public administration should be. As indicated earlier, public administration should be located within the different branches of government. The development of the *WPSALP* (1997) and its target on women is a clear expression of the State's will; and this is the government's intention: to have such a policy executed in the form of Land Reform Programmes – for the process to be complete (*WPSALP*, 1997:40).

The above puts further clarity on the demand for good administration, as it implies the execution of the State's will (Goodnow, 1900 – 1926, in Henry, 2004: 30). Policy implementers need to be vigilant, because if policies are budgeted for, but are not implemented as expected, this is an indication of poor service delivery.

The second paradigm was that of knowing and applying the principles of public administration (during 1927 – 1937), and how administrators using such principles apply

them in their work (Henry, 2004: 32). Gulick and Urwick (1937) promoted seven principles of administration. They used the acronym POSDCORB (which stands for planning, organising, staffing, directing, co-ordinating, reporting and budgeting). Public Administration, as a discipline, is located amongst other scientific disciplines, and its focus is on the activities or functions of public administration, of which, amongst others policy-making is a function. The later developments of administration were in contrast with the politics existing at that time.

The third paradigm was that of Public Administration – as being part of Political Science during the 1950s – 1970s. This era saw a renewed definition of the locus, the government branches and an equivalent loss of the focus (Henry, 2004: 37). The challenge, according to Henry (2004: 37), was that around 1962, Public Administration was not included as a sub-field of Political Science in the report of the Committee on Political Science as a discipline to the American Political Science Association.

The diminishing status of Public Administration was saved by the growing use of case studies as an epistemological device, and the rise of comparative and developmental administration as sub-fields of Public Administration (Henry, 2004: 39). The use of case studies as methods of investigating knowledge is still applicable in most disciplines to date. As described in section 2.5.1 of Chapter Two, the beginning of a scenario starts with phenomena, and cases provide opportunities to study such phenomena further (Denzin & Lincoln, 2008: 129).

Case studies are used in this study as one of the qualitative research methods because of their ability to extract knowledge and information from participants, even when the researcher is not an active party to the participants.

The fourth phase of Public Administration (1956 – 1970) came about as a result of misplacing Public Administration within Political Science departments (Henry, 2004: 41). As an alternative, Public Administration geared itself towards management; however, management provides a focus, but not a locus.

Management offered high level techniques that required expertise, and high levels of skills and specialisation in the field. Scholars of Public Administration still felt that whether the field is located well within Political Science or not, it is still a critical sub-field.

The fifth and last phase, which existed around the 1970s, saw a more organised Public Administration, as a result of the establishment of an association: the National Association of Schools of Public Affairs and Administration (NASPAA). The NASPAA was made up of colleges and universities that ensured that programmes in Public Administration were offered. The essence of Public Administration and its role in all other fields places it as a key discipline in achieving a number of goals.

It is during phase five that issues of governance and supremacy become crucial. The need for a more collaborated government system became essential to ensure that the established Association receives sufficient support from the relevant government bodies.

3.4 The discipline of contemporary Public Administration

According to Hughes (1994:1), traditional public administration has been discredited theoretically and practically, and the adoption of a New Public Management (NPM) system brought about the birth of a new paradigm in the public sector. The improvement on the traditional public administration has been observed in both developed and less developed countries. This is similar to what Lindblom (1959, in Rosenbloom *et al.,* (1994:353) refers to as a science of "muddling through", wherein a set of policy alternatives are weighed in an effort to select the best.

An improved and more focused Public Administration is essential to build on the work initiated by the historical writers of Public Administration. Some of the interventions were in the form of conferences. These will be discussed in the following section.

Cameron and Milne (2009: 381) confirm that several initiatives, some in the form of conferences, have been attended in an attempt to improve Public Administration as a discipline and activity, and to react to people's needs properly. A few of such conferences were the Minnowbrook I; II and III and Mount Grace conferences. These have become known as historical conferences, since they attempted to reshape Public Administration in times of turbulence (Cameron & Milne, 2009: 381).

The three Minnowbrook Conferences were for the American Public Administration Academics, but their influence was felt globally, while the two Mount Grace conferences were held in South Africa (Cameron & Milne, 2009: 381). These conferences will be briefly discussed in relation to their influence on the contemporary Public Administration systems in South Africa and America.

The Minnowbrook I Conference resulted in the conceptualisation of the New Public Administration (NPA) as a product of the 1960s and 1970s public administration interventions. These occurred in 1968 (Cameron & Milne, 2009: 381). The main concern for holding this conference was the notion that neither the study nor the practice of Public Administration was reacting appropriately to society's needs at that time (Cameron & Milne, 2009: 381).

There was a general feeling that Public Administration was not relevant to the times (Waldo, 1991 in Cameron & Milne, 2009: 381). The question of whether Public Administration has advanced to the extent that it now responds to the needs of society should also be reviewed through studies such as these. The purpose of government is to ensure that society's needs are met.

The Conference targeted young scholars – less than 35 years of age. It is confirmed that no women attended (Waldo & Frederickson, 1971, in Cameron & Milne, 2009: 381). The Minnowbrook I Conference has been viewed as the most relevant historical conference and arguably the most influential academic conference on Public Administration (Cameron & Milne, 2009: 382). Compared with the Minnowbrook II

Conference, which was held twenty years later in 1988, both male and female scholars participated and nearly a quarter of the participants were women (Cameron & Milne, 2009: 383).

Between Minnowbrooks I and II, there was a substantial growth in the academic discipline – with, more degree programmes and an increased number of students in the discipline. Minnowbrook III held in 2008, revisited the Minnowbrook I Conference focuses. These focuses were on how Public Administration, Public Management and Public Service could respond in the current times (Cameron & Milne, 2009: 384). Minnowbrooks I and II both had similarities and common focus areas, because both conferences focused on (Bailey & Mayer, 1992: 2):

(i)   a concerted effort towards the commitment of promoting public administration and its future;

(ii)   overall optimism that public administration can contribute to a better future, as it shows profound concern and respect for the people and their problems; and

(iii) an emphasis on authenticity for public administration and its practitioners and scholars.

More young scholars participated in the Minnowbrook III Conference, and they detailed their expectations on the future aspects on which Public Administration had to focus. Future directions of Public Administration were to include, amongst others, aspects of academic-practitioner relations; democratic performance management; social equity and justice; and public administration values and theories. This illustrates the efforts that have been taken to address concerns raised by scholars, such as Kettl (1990); Hughes (1994) and Lindblom (1959).

Frederickson, according to Wikipedia (2010), assisted in organising the Minnowbrook Conferences I and II, which marked the beginning of the "New Public Administration." The need for "relevant" administration was a common theme in these Conferences. Participating in sessions, such as these, provides an opportunity for the participants to

voice their concerns and wishes on any specified matter. Similar occurrences would improve the voice of women, and their needs could then be addressed.

The two conferences that followed in South Africa, Mount Grace I and II, which took place in 1990 and 1999 respectively, made high level contributions to the development of Public Administration in South Africa. These conferences received inputs that were made in the form of engaging the State in its attempt to solve real-life problems. The New Public Management, as opposed to the old Public Administration, seeks to bring solutions to real-life problems.

The conferences for South Africa must have been easy to deal with identified problems, because the participants in these conferences knew most, if not all, of the urgent challenges that needed government's intervention.

Further emphasis was placed on strengthening Public Administration research and research networks between universities, technikons, Non-Governmental Organisations (NGOs), other practitioners and public servants through the South African New Public Administration Initiative (NPAI) (Cameron & Milne, 2009: 385). It may be concluded from the above that more commitment and effort are necessary to realise government service delivery initiatives; policy formulation alone is not sufficient. Policy implementation and the realisation of goals that will benefit the intended beneficiaries are the basic intention.

Of concern is the serious lack of participation by women in such conferences; it is not clear whether it is limited financial resources or lack of information or both that have led to such a low level of participation by women. If women are not participating in such forums it would be difficult to incorporate their needs in any policy-making.

The *WPSALP* (1997) had – and still has – intentions to redistribute land. The formulation of the *WPSALP* (1997), as a guideline to empower women and other categories of individuals in need of land, is a function of public administration.

A further observation from the conferences mentioned above is the period of time that lapsed between Minnowbrooks I, II and III. A twenty-year time difference is too long for follow- up actions, even if there were any. Such forums should be held more frequently under a specific banner, either for new policy matters or to review the already-existing ones.

In an attempt to resolve the challenges, conferences such as the Mount Grace I and II were held. The conferences aimed to deal with real problems faced largely by the disadvantaged people. The main challenges were along the high level of inequity to access resources, including land. South Africa as a developing country is disadvantaged by its dual nature – in terms of production. The well established agricultural sector has a stable economy as opposed to the less established sector. This inequality leads to economic inequities and a disparity in terms of resource ownership.

The shortage of natural resources leads to an over-utilisation of those limited resources, and results in the exhaustion of the materials that made the resource productive. Over-utilisation can deplete the resources and cause ongoing shortages in the future. The next section will discuss the sustainable development perspective in relation to Public Administration. The fulfillment of current human needs and goals should not be at the expense of future human goals.

3.5 The sustainable development perspective in Public Administration

Sustainable development has arisen from a recognition of the need to maintain a balance between economic development and environmental protection, and the need to ensure generational equity (Quaddus & Saddique, 2004: 3).

Economic development is regarded as a sustained increase in the per capita income. The argument posed by Quaddus and Saddique (2004: 3) is that defining economic development in terms of a sustained increase in per capita income only leads to a neglect of the distribution of such an income.

The issue of sustainable development has gained strength from year to year, with the realisation that considering economic development and environmental development is not enough. The FAO (2008) believes that the true potential of systems – whether led by government or other institutions – can only be fully achieved by people empowerment, and when they are solidly supported by people, institutions, and systems from below.

The social dimension of development was conceived, and both environmental and social developments were subsequently related to sustainable development (Quaddus & Saddique, 2004: 3).

As defined in Chapter One, sustainable development is regarded as a process that fulfils present human needs without destroying opportunities for future generation's needs. According to the Reconstruction and Development Programme (RDP, 1994: 39), the democratic government must ensure that all South African citizens, present and future, have the right to an acceptable and desirable quality of life through the sustained use of resources. To achieve this sustained use of resources currently, and in the future, government has to ensure the following:

(i)   impartial access to natural resources; those that need access to resources should not be denied the opportunity. However, resource access should be given together with the educational awareness on how to utilise these resources, and to avoid the depletion thereof;

(ii)   the promotion of safe and healthy living and work-related environments for all; and

(iii)   a participatory decision-making process inclusive of community empowerment on environmental and natural resource management.

The above issues are based on government because of the budgetary resources available within government and due to the national interest in the use of natural resources.

Efforts should be made to involve interested and affected parties in environmental education campaigns and the sustainable use of natural resources. Diagram 3.2 indicates the pillars of sustainable development and their relationship to one another. Sustainable Development pillars are the social, economic and environmental aspects within which humans perform their livelihood activities. The fact that these pillars are part of people's everyday activity should make it possible to enhance the awareness of their importance.

Diagram 3:2: Three pillars of sustainability
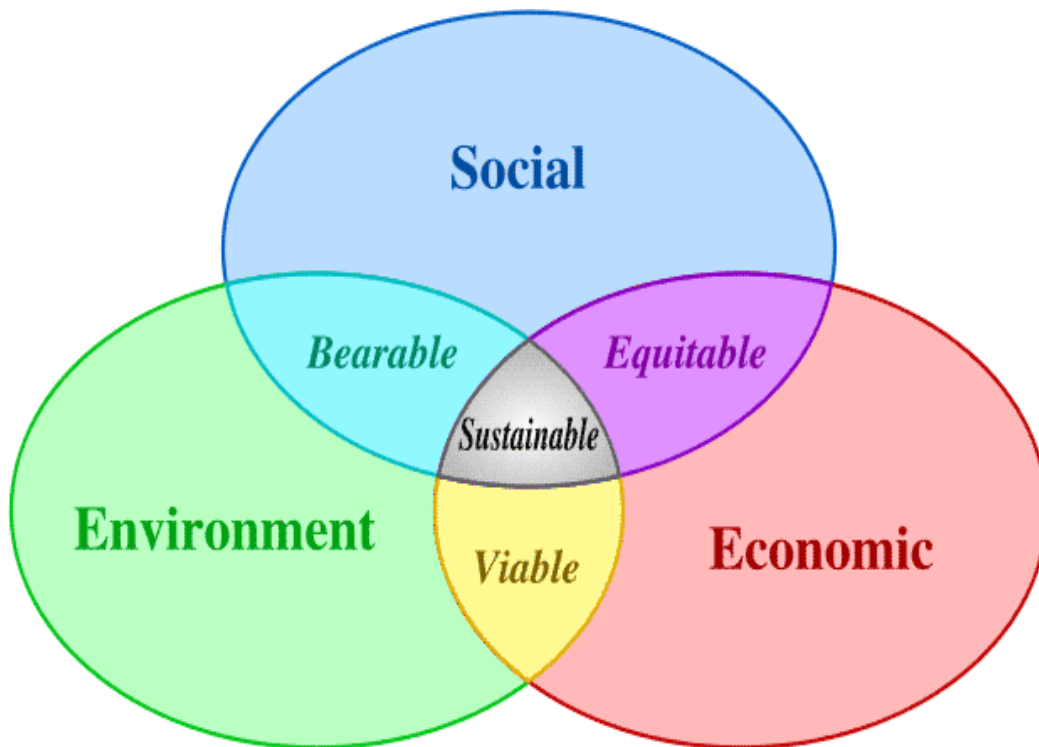
Adapted from: Brown, S.T. 2007. *Three Pillars of Sustainability* London: ODI Westminster Bridge Road.

The diagram above indicates the relationship that exists between the social, economic and environmental elements of sustainable development. Areas of equitability, viability and bearability are equally critical for sustainability.

As a result of the United Nations Conference on Environment and Development, an action plan and blueprint for sustainable development was adopted by over 18 governments. This was called Agenda 21 (Van Rooyen, in Kuye *et al.,* 2002:136). Agenda 21 places the emphasis on strengthening environmental and resource management policies and agencies.

The action plan considered strategies for good governance and democracy, human rights and an improved quality of life for both the current and future generations (Van Rooyen, in Kuye *et al.,* 2002:136). Viability and equal access have been emphasised, together with current and future users. One of the key focus areas of Agenda 21 was combating poverty, which emphasised the rights of women (Van Rooyen, in Kuye *et al.* 2002:136).

South Africa, as a party to the signed Agenda 21 agreement, further hosted the World Conference on Sustainable Development and the National Land Summit. The World Conference on Sustainable Development was held in South Africa in 2002, and it emphasised environmental preservation in all the developmental projects. The National Land Summit was held during 2005 at NASREC in Johannesburg by the then Minister of Agriculture and Land Affairs. The summit was aimed at creating a platform in which South Africans would be able to find practical solutions to accelerate land delivery for sustainable development (National Land Summit Report, 2005:5).

Participants at the National Land Summit (2005), which included government, commercial agriculture and social movements, agreed on the following points (National Land Summit, 2005:9):

(i)   The commitment to ensure the redistribution of at least 30 % of white- owned agricultural land by the year 2014 was renewed. Government committed to reduce poverty and unemployment by half over the next decade, starting from 2005. It was realised that land and agrarian reform are not only necessary to

undo the injustices of the past, but should also be central to economic transformation and the achievement of accelerated and shared growth goals.

(ii)   It was confirmed that the current approaches are not delivering land at the scale required to achieve the target above, and very little to no developmental benefits can be associated with land reform to date. An urgent need to change the approach towards delivering land was seen as a priority.

(iii)   A stronger need for partnership and co-operation between the State and other critical stakeholders was identified. The role of the State, however, was identified as that of a leading partner towards ensuring accelerated and sustainable land and agrarian reform.

(iv)   Of importance, was that significant legislative reform over the last ten years (as mentioned above in section 3.1 of this chapter) has been achieved, yet there is little real change in the lives of people living and working on farms. The main change in the approach to land and agrarian reform had to ensure that people living and working on commercial farms would be the primary beneficiaries of land reform.

At the time of writing this thesis, it was five years from the date of the National Land Summit, and resolutions from the summit have been overtaken by more urgent administrative issues, notwithstanding the fact that some of these resolutions have received little attention. It is against this backdrop that the needs to take a new look at women, as beneficiaries of land reform, became necessary.

Added to this, was the fact that Section 196 of the *Constitution,* (1996) puts the emphasis on the basic values and principles governing public administration. Section 196, Sub-Section (1) (e) of the *Constitution,* (1996) emphasises that people's needs must be responded to, and the public must be encouraged to participate in policy-making. It is a Constitutional mandate for public officials to ensure the inclusion of all the necessary stakeholders in the policy-making process.

Both public administration, as a discipline and public administration as an activity are equally important, because the scientific study deals with the action, and in action there is hope for further development and eventually sustainable development. If there is no public administration action, few activities towards development will be realised. In this process, people's needs must be addressed and plans brought to fruition. The scientific study is critical, because it is in this process that community needs are assessed and finally supported. The struggle has been to deal with the previous segregations that resulted in inequalities and economic inadequacy.

It is clear from the above that a process of making land available to beneficiaries has to ensure that beneficiaries use and develop such land in an environmentally and socially acceptable manner. Resource access and support that do not meet these requirements of development cannot enhance people's wellbeing.

The development trends of public administration are similar to those of sustainable development – even though public administration faces more serious challenges in terms of its locus. Sustainable development was more acceptable and well-placed because of its implication on people's improved livelihoods. Issues of economic development, endangered future, environmental safety and social growth were in the centre of sustainable development discussions. People have a tendency to be more accepting and agreeable to what benefits them directly – as opposed to something that has only long-term and hidden benefits.

Jeppe and van Baalen (1995, in Mokgoro & Cloete, 1997: 29) depict sustainable development as dealing with the triangular relationship between people, development and the environment, even though this is portrayed as a complex notion. In simpler words, sustainable development may be defined as a process whereby people have the capacity to manage limited resources (the environment) to meet their present and future needs (development) indefinitely. This relationship between people, the environment and development can be illustrated by Diagram 3.3, as follows:

Diagram 3.3 Effects of people on the environment relative to development
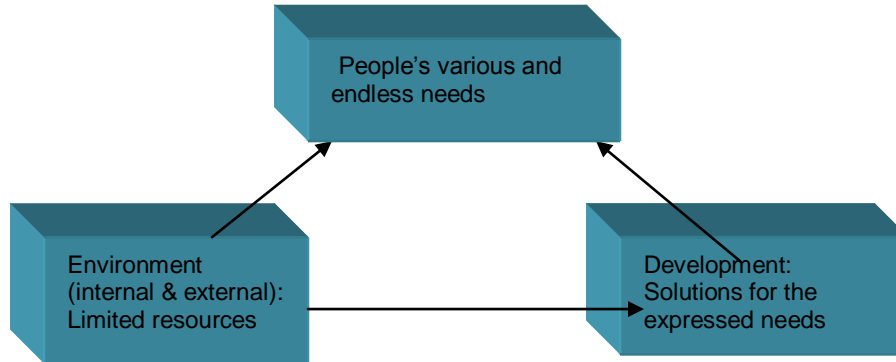
Source: Adapted from Cloete & Mokgoro. 1995. *Policies for the Public Service Transformation*, Kenwyn: Juta & Co, Ltd. p 29.

The triangular relationship above between people, resources and development is a process that often results in policy-making – in an effort to direct decisions and efforts.

Cameron (1992) was quoted in Cloete and Mokgoro (1995: 33), as distinguishing three levels for policy-making pertaining to sustainable development, through interrelated and sequential phases. According to Cloete and Mokgoro (1995: 33), these key phases are further discussed as awareness (knowledge creation to all South Africans about the catastrophes of non-sustainable development), assessment (having a thorough data base on which the developmental needs dictate versus the development of related policies) and action (ensuring well-established institutions, as well as human resource development through social mobilisation).

A series of alternative solutions will be explored and the best of these will be used to address sustainable development challenges. Section 195 (1) (a) of the *Constitution,* (1996) provides for the promotion of efficient and effective use of resources. Section 195 (1) (c) and (d) of the *Constitution,* (1996) further dictates that public administration must be development-oriented, and services must be provided impartially, fairly, equitably and without bias. Even the supreme law of the country calls for the access to services, besides the specific policies that were more service-focused. The *WPSALP* (1997) confirms what the *Constitution*, (1996) desired initially, though in a more detailed manner.

There is a direct link between providing resources for development and utilising such resources in a sustainable manner. Sustainable resource matters entail conservation prescripts. The conservation of natural resources, however, land being one of them, should take into account people's basic livelihood needs. Women are the previously disadvantaged in terms of their access to land. Throughout the Southern African Development Community (SADC) region, it is women who have carried the heaviest load of ensuring that there is subsistence production, for the consumption of their families (SADC, 1987: 16).

In rural areas it is estimated that women spend 10 hours a day on production for subsistence, two hours on water and fuel collection, and four hours on family care and other household cleaning services (SADC, 1987: 16).

The number of hours spent on land-related subsistence production exceeds the rest of the other activities by far. This further justifies the need to prioritise women in their drive to obtain access to resources. The sustainable use of such resources by the present generation should take place in such a way that the future generation benefits equally. According to Fisher *et al.* (2008: 127), all interventions must take equity into account in spreading the resources, costs and impacts to the poor. Natural resources are costly to restore after their deterioration, yet it is less costly to avoid such deterioration (Fisher *et al.,* 2008: 127).

This calls for educational campaigns on proper natural resource management, as opposed to natural resource restoration. The sustainable use of resources needs to be prescriptive and mandatory, as far as government can enforce such use. Access to resources has not had any conditions attached to it. The Land Reform Policy and its programmes assume that land and its related resources will be used with care and caution. A policy guide or prescription for the utilisation of natural resources is still lacking.

3.6 Conclusion

The origin of public administration has been discussed in detail, especially the amount of work and effort that has gone into placing public administration at the level of other sciences. To date, public administration experts are still hard at work in improving Public Administration – both as a discipline and as an activity.

Public administration as a theory and as a discipline involves functions. These functions are crucial for effective and successful development. Expressed community requests are converted into administrative functions, and the expected outputs are the administrative regulators. Needs are expressed – either in the form of written requests -- or by petitions or *Izimbizos* through the community structures and their members. These are translated into administrative functions and later become regulations which will be implemented according to the expected outcomes.

The environment within which these administrative functions occur dictates what should be done and how. Activities to achieve the set outputs should not deplete the environment within which they are done, because this would result in non-sustainable development. Authors referred to in the chapter have confirmed the importance of considering the environment within which any administrative functions occur, for the future and for the sustainable use of such resources.

Land reform in South Africa has become a mandatory function, and ways and means to ensure its success need to be developed. The intended target that is supposed to benefit from this initiative are the HDIs, amongst which are women. Women are the main tillers of land, and it may be assumed that they will use it in a sustainable manner, because their survival depends on land. The following chapter will discuss the social, economic and environmental aspects within which land reform functions, as well as its role in empowering women for sustainable development. Policies occur within specific environments and such environments have an impact on the type of sustainable development that is achievable.