

## CHAPTER 7

### CONCLUSION AND RECOMMENDATIONS

#### 7.1 Introduction

The previous chapter's discussions elaborated on women and their access to land. The purpose of this study was to assess the role that the Land Reform Policies have played in improving women's sustainable development. The challenge in the three Land Reform Programmes has been the need to redistribute land and prioritise specific categories of the communities, and in this case, HDIs – without compromising agricultural development for sustainable livelihoods. Women were selected as a category within the HDIs and due to their proven dependency on land for survival.

The figures provided in Diagram 1.1 from the Department of Land Affairs Annual Report 2009, indicate that few women have accessed land, either on their own or as partners in a group of beneficiaries. Of the few projects, as shown in Chapter Five in which an estimated total of 279 projects were recorded as at September 2010 in the Western region of the Gauteng Province, only 20 of these were led by women. Chapter Five looked at five specific cases, namely: one SLAG, two PLAS and two LRAD acquired projects.

The observation has been made especially of women who have acquired land that they are committed to what they are doing with the land in their possession. Women with access to land are not only providing for their families but also supply the markets in their vicinity. The assumption is, therefore, that increased access to land would ensure that women would become self-reliant and successful in terms of job creation, acceptable income and food security.

The case studies presented in the study proved that land that is in the capable hands of women can provide food for all. It becomes clear, therefore, that further commitment from government in providing support, such as finance, on-farm and off-farm

infrastructure, technical advice, further market opportunities and training for these women would enhance their self-sufficiency.

This chapter provides conclusive remarks on the study. The main conclusion being that the perception made of women as struggling with the usage of land was found to be questionable because there was production on all the land cases investigated in this study. The delayed support from government has merely reduced the level of production, but not eliminated it all together. This chapter provides brief, but conclusive remarks on what the study revealed and the rationale for the proposed systems model.

Chapter-specific observations and conclusions are discussed in the section that follows.

## **7.2 Specific conclusions regarding land reform for women's sustainable development**

The study intended to answer the question on how the Land Reform Policies and the related programmes have contributed to women's sustainable development in South Africa. The investigations have revealed that land accessed by women has been utilised to acceptable levels. Land utilisation has been linked to women's survival and success, because in all the cases investigated in the study women were found to be food-secure, fully employed on the farms and eager to continue with their land-use activities.

Specific conclusions are provided for purposes of reflecting on the document and for supporting the recommendations that are made from the study. The study objectives that were set in the beginning of the study are again provided – to guide the conclusive discussions of the study.

The objectives of the study as stated in Chapter One are:

- To provide clarity and input on the Land Reform Policy-related factors impacting on the sustainable development of women as beneficiaries of land reform;
- To establish an understanding on the impact that the implementation of Land Reform Programmes have had on the sustainable development of women beneficiaries of land reform programmes; and

- To propose a model that factors in women's contribution in policy for the sustainable development of women who have benefited from land reform programmes.

The study chapters have discussed historical land-related policies that resulted in the skewed land-ownership patterns. The discussions have further elaborated on the new land-related policies, as they currently apply. The section that follows provides a brief discussion of chapter-specific observations and conclusions, as detailed in the study.

### ***7.2.1 Conclusions with regard to the research methodology***

A discussion on the methodology used in the study is elaborated on to provide clarity and justification of the selected research approach. Use of the qualitative research approach, as opposed to the quantitative, was explained in this chapter. Qualitative research is not based on prescribed methods and detailed hypotheses that would rigidly guide the researcher, but rather on the actual assessment and analysis of specific cases in their locality – starting with people's expressions and activities in their natural settings.

Qualitative research further involves some kind of direct encounter with the world; whether it takes the form of ongoing daily life, or interactions with a selected individual or group. Public Administration research has dilemmas as far as its theory, methods and focus are concerned. The lack of theory in Public Administration causes it to depend on other fields. This dilemma is further increased by the lack of funding support from Public Administration. The methods dilemma lacks agreed-on methods, as well as the necessary research criteria.

The lack of agreed-on methods puts Public Administration in a weak position when it comes to specific approaches towards research. The focus was on what Public Administration tended to put on the discipline at the expense of its practice.

Lack of funding for Public Administration research has led to these dilemmas. Research, further studies and engagements in Public Administration need to look at promoting the discipline to encourage funding.

Public Administration research is forward-looking, since it carries implications – as a result of policy change. On the contrary, other fields, such as Political Science or Sociology tend to explain behaviour. The involvement of the researcher in the phenomenon has contributed to the understanding and interpretation of the selected cases.

Qualitative research is not based on prescribed methods, and its ability to study issues in their natural setting has led to the discovery of other aspects of women's success on the farms. The discovery and understanding resulting from the close proximity to the observation have led to the initial perception that the all land-reform cases are failing. However, the close engagement and interaction with women during the study revealed that there are cases where success is being realised.

People's actions were observed and meaning was attached to them. The approach has made it possible to understand the extent to which women exert pressure in their activities – in an effort to succeed. The qualitative research types that were used in these case studies: unstructured interviews and a literature review, have provided a relaxed atmosphere and allowed the participants an opportunity to contribute positively to the study.

The ethical requirements for students have allowed the study process to be transparent and consultative enough to reveal information, as agreed on with the participants. This increases the level of trust between the researcher and the research participants.

### ***7.2.2 Conclusions regarding Public Administration and land reform***

The importance of Public Administration in the context of land reform was discussed, in order to deal with the relationship that existed between land reform – as a programme of government – and the government legislative processes. The origin of Public Administration, as both a discipline and an activity, has been discussed. The importance of locating Public Administration as a discipline is a necessity for all government and

non-government institutions. Literature on Public Administration, as depicted in this chapter indicates that several efforts to improve the function of public administration occurred as far back as the 19th century.

Public Administration is made up of the legislative, the executive and the political aspects. These all play a significant role in the realisation of public administration activities. In most industrialised countries, the efforts to improve public administration were driven through internal processes dependent on the available resources, as opposed to the less-developed countries, where such improvement efforts were imposed by external aid.

The assistance provided by the World Bank in realising land reform goals is one of the examples of external aid in the development and implementation of policy.

As discussed above, traditional public administration has been discredited theoretically and practically. This has led to the establishment of a New Public Management (NPM); this was intended to realise the birth of a new paradigm in the public sector.

### ***7.2.3 Conclusions regarding the environmental factors impacting on women's sustainable development***

Sustainable development emerged from recognition of the need to maintain a balance between economic development and environmental protection, and the need to ensure generational equity. Environmental factors impacting on women's sustainable development were addressed. The South African land policy framework was discussed in relation to the international land policy framework.

An investigation was undertaken on the extent to which the land reform-related programmes and Policy had an impact on promoting food security and ensuring that land is being utilised in a sustainable manner.

The importance of the environment within which women operate in their sustainable development is of importance.

Opportunities have been provided in the form of legislative processes and the necessary framework to create a conducive environment for land access and use – especially by women. Debates regarding gender equality gained momentum as a result of world conferences on women, amongst which was the Nairobi Conference in 1985 and the Beijing Conference held in 1995.

The issue of women’s access to land received both national and international recognition; and this was emphasised in the form of policy frameworks to guide the process.

Women’s inputs into societal aspects, including food security, are of international interest. South Africa should ensure that women’s needs are included in the issues that empower them.

#### ***7.2.4 Conclusions regarding women and sustainable development***

Sustainable development is regarded as a process that meets the present human needs without sabotaging the opportunities for future generation’s needs. None of the cases were less than two years at the time of this enquiry; yet, the commitment from women was still at its peak. There is a positive correlation between the economic aspects of sustainable development and the economic growth of women. Women realised better yields from the use of their farms. These better yields, in turn, resulted in increased incomes.

Such yields contribute positively to the women’s social life in terms of food security for their households, acceptability and respect by the community.

Sustainable development involves strengthening political commitment, diversifying sources of income and reforming institutions for promoting widely shared growth together with the adoption of environmentally sound technologies.

The need to improve on yield depends on new technologies. Environmentally friendly technologies are necessary to sustain the earth’s resources for the future.

### **7.2.5 Conclusions regarding the selected cases**

Case studies that were selected due to their relevance to the study were discussed and analysed. Land reform cases with women as the beneficiaries were selected and assessed. The findings from these case studies have been used to formulate the systems model, as was discussed in Chapter Six. The five cases are indicative of the efforts that women are putting into ensuring that the resources accessed by women are fully utilised.

Specific characteristics of women have been addressed in relation to their ability to produce effectively on land. Cases have been analysed in the form of tables, diagrams and discussions. It is evident from the selected cases that women were able to secure food for themselves and for their families.

Limited knowledge regarding land reform, with only one case having accessed land-reform-related information from government, calls for improved communication of government programmes. Communication methods, such as pictures (pamphlets, posters and banners) are visible to all – including women who cannot read – should be used.

### **7.2.6 Conclusions regarding the model**

A systems model in land reform which is associated with government and non-government inputs, such as legislation, finance, administrative resources and time spent on the land, whilst planting and sowing seeds and fertilizers, will go through the process of being converted – through germination – and yield at a later stage.

These become processed through a medium, such as the soil, and later become the products that sustain people's lives.

Empowerment programmes that focus on women as food providers are necessary and urgently needed to ensure that the delays of the last five decades, as outlined earlier, are adequately addressed.

The democratic processes in South Africa have emphasised the importance of access to resources, especially for women's economic growth and empowerment. As stated by the RDP (1994), women have been identified as facing specific disabilities in obtaining land. Further on, the WPSALP (1997) confirmed that land reform in South Africa was implemented with the knowledge that the country has constraints already.

Some of these constraints included the poor state of rural organisations in terms of co-ordination and communication.

Of importance, is an indication in the chapter that women's personal attributes contributed to the success of farms in such cases. Inclusive policies would enable women to voice their needs earlier, and solutions could be tailor-made to address these needs. It is understandable that the policy-making process since 1994 has had to be hastened and little time could have been allocated to the process of area-wide consultation.

The level of haste in developing legislation that aims to empower women has decreased; and this has created an opportunity for proper consultation.

### **7.3 Recommendations regarding Policy**

In Chapter One legislation discussed clearly indicates that there were no intentions of bringing equal opportunities for all into the country. The different legislative pieces do not pronounce any involvement or benefits for the black communities, let alone women. The *Bantu Homelands Citizens Act* of 1970 compelled all black people to become citizens of the homelands, in accordance with their ethnic group, regardless of whether they had lived there or not, whilst their South African citizenship was removed indefinitely.

This put pressure on the already-scarce resources, especially in the homelands, where land for settlement was quite limited and that for farming was virtually non-existent. The reversal of such strong and rigid legislation will be a challenge for generations to come.



According to South Africa's National Policy Framework for Women's Empowerment and Gender Equality, as discussed earlier in 4.12, the following issues were realised as the main constraints towards women's success:

- Access to employment;
- Economic empowerment of women;
- Access to land and poverty;
- Access to basic needs, such as education, housing, welfare, fuel and water; and also
- Access to information, time and income;
- Access to basic resources and the current globalisation.

The lack of access to the issues above has improved with time, but the indication is that there is still a backlog in terms of expediting the process of success in achieving the above. The cases in Chapter Five have proved that the more educated women were producing better and were able to hold leadership positions in their communities.

The use of land, generally, especially in communal areas, has declined compared with previous years; a lot of land is lying fallow and is currently under-utilised, especially in rural areas. Reasons for the under-utilisation of land are attributed, amongst others, to the previous legislation which did not portray land use as being important for survival. The contemporary programmes are encouraging people to use land, and especially with the imminent food shortages and the current high food prices experienced in 2008 and 2009.

Initially, rural people took the initiative and went to the fields to till the land and produce food – even before they were encouraged to do so by any policy.

The land ownership patterns were still skewed, but this did not hamper women from producing to provide food for their families. One may argue that too much knowledge is as dangerous as the lack thereof. In earlier days, women did not know that they could own land; and hence, ownership was not important.

Currently, women demand the same rights as their male counterparts; and on the contrary, they are not at liberty to go to the fields as much, since they have to attend meetings to express their additional needs and to fight for their rights.

During the course of this study, a visit was undertaken to some land reform beneficiaries in Gauteng, Bronkhorstspuit. Five projects were visited; and they all belonged to women. In all the projects, women indicated their satisfaction with the assistance received from government, but according to them, they were still not able to meet all their production needs, even though food security has been fully accomplished.

One of the cases in Gauteng was able to employ additional labour on the farm, but was still not breaking even. The beneficiary from this case needed extra resources from government. The role of NGOs would become greatly appreciated by these businesses because most of the ground work has already been undertaken by government.

#### **7.4 Recommendations for the factors that influence productivity**

The four factors of production in agriculture are: land, labour, capital and markets. These are in no order of priority, but they form the basis for all production in agriculture. Land acquired through the LRAD and PLAS programmes is intended for agricultural productivity.

Labour should be provided to manage land that has been tilled; and there is a continuous need for funding in farming. Because some of the funding is in the form of loans, the produce had to be tailor-made to serve a specific market.

Land ownership and use forms the basis of productivity – both in the rural and urban areas. Access to land forms the basis of support to women's food access.

This, in turn, supplies families. Without land as a resource, current and future generations would not be able to sustain themselves, but access to land should be coupled with the following principles:

- Application of agricultural norms and standards which would promote the safe and cautious use of land, and its subsequent preservation as a resource;

- A specific size of land which can accommodate an identified number of users. In the case of livestock, there are norms on grazing capacities per one Large Stock Unit (LSU); and stretching land beyond its capability would destroy the resource, and the ability to sustain both the current and future generations would not be realised; and
- The preserved land must not only sustain the current users, but their future generations as well.

Sustainable development is regarded as highlighting the relationship between economic, social and environmental aspects. The following section deals with environmental issues that needed to be addressed for sustainable land use by women.

#### **7.4.1 Environmental recommendations**

Knowledge and understanding of the environment within which operations occur internally and externally, were used advantageously to minimise threats and optimise the opportunities. The internal environment in this study was the farm operations and the women's inputs towards the success of farm activities. The external environment comprises the political scene which influences departmental operations in which the Land Reform Policy finds itself in.

The environment dictates the type of output that will be realised from the input made and processed. Production activities, such as the pig farming, as practiced by the RESPP1 beneficiaries should be practiced in line with the requirements of the *National Environmental Management Act* of 1998 (Act 107 of 1998) and the Environmental Impact Assessments (EIA) prescripts.

The EIA would have to consider the aspects of water and air pollution, the beneficiaries and their neighbour's health and the consumers. A further aspect to consider is that in all women's cases, none of them were practicing organic farming at the time of the study. Organic farming is costly, less productive in terms of bulkiness, and much sought

after. For the purposes of sustainable development, the introduction of organic farming would ensure that the land is conserved for current and future generations.

#### ***7.4.2 Recommendations regarding sustainability***

Land is not an expendable resource; there is an inverse relationship between population growth and land. With an increase in the population, there is a direct decrease in land. One writer said: “Preserve land; they are no longer making it” (unknown, 2009). The amount of pressure that is exerted on land determines its future strength and its ability to serve as a resource for the future. Sustainable development aspects of women for land reform have been categorised as being political, economic, social and technological.

The political aspects of women’s sustainable development investigated the relationship between administration and politics. The belief was that there is a need to protect administration from politics. This was seen as the politics-administration dichotomy.

The distinction between politics and administration may be defined as politics being related to policies which can also be expressed as the State’s will; and administration can be expressed as the actual execution of the policies. Politics was seen as the arena for public involvement, while the administration was seen as the arena for public administrators – excluding the public. The study, however, proposes the inclusion of women in the activities that affect their development.

Economic growth and the empowerment of women from land reform is the basis for the women’s social development. The ability of these women to make decisions is related to their economic growth; and their empowerment may be seen as a result of their commitment to the land. The independence observed from women responds to the need for equitable access and ownership of land for the HDIs.

The justification to prioritise women as a category of the HDIs is seen through this study. It is further recommended that the emphasis on empowering women be strengthened to uplift more women.

### **7.4.3 Recommendations regarding women involved in land reform**

Land reform and its importance in empowering women have been on the South African agenda for development, gaining impetus since 1994. According to Section 25 of the *Constitution* (1996), the emphasis has been on the importance of accessing land by all, especially the previously disadvantaged. Other acts, such as the *Provision of Land and Assistance Act* (1993) (Act 126 of 1993) on land further prioritised the importance of equal access to land by all who live in it.

This act was further supported by policies including the *WPSALP* in April 1997.

The *WPSALP* (1997) was a process that came about as a result of several consultative sessions that started with a Framework Document on Land Policy document in 1995; this was followed by the Draft Statement of Land Policy and Principles, discussed at a National Land Policy, and later the Green Paper on South African Land Policy in 1996.

The use of land by women, as seen in the case studies, enhanced women's success in terms of food security, empowerment in agriculture and the personal management of their affairs. Women's leadership role within their legal entities, as stated in Table 5.2., has shown that women have the ability to take development into their own hands if they are well positioned.

Some of the aspects to strengthen women's efforts are that:

- Support for women in land reform should go beyond land acquisition, land use and the products achieved. It should focus on ensuring that women have markets for their products, because this would promote continuity in the use of land.
- Women's efforts towards making success in the use of land are not easily visible and have not been added as a visible input into the overall performance of the farm. The labour and management provided by women in their lands, as seen in the selected cases is a positive input in reaching the land-reform goals.

Analysis of success in land reform should include and acknowledge the amount of effort added by women; and this should be translated into to monetary terms.

- Land acquisition-related Policies must detail the specific roles of the partners, including women's roles towards ensuring the sustainable use of land.

The haste in achieving the transition to ensure that HDIs, especially women, are empowered, has neglected the critical factors that contribute to a holistic approach in achieving results. The role players involved in the land reform process should be provided an opportunity to make some input into the process.

## **7.5 Specific recommendations**

The study has looked at the land reform case studies that benefited women in the Gauteng province. The data analysed comprised those on the beneficiaries' characteristics, their farming enterprises and their assets and liabilities. The purpose of assessing the personal attributes of women was to address women's ability to independently engage in government initiatives, such as land reform. Several objectives were outlined in Chapter One, and the study aimed to deal with each of these objectives as intensely as possible.

Chapter Five attempted to address some of the objectives; however, during this process other aspects that were not part of the objectives of the study became evident; hence, the need for the discussion on the recommendations for the future and further studies.

The objectives of the study were set as the following:

- (i) To establish an understanding of the impact that the implementation of Land Reform Programmes has had on the sustainable development of women land reform beneficiaries:

This objective was addressed in section 5.2 of the study, which accommodated all the Land Reform Programmes in the selection of cases. The selection of cases included even the SLAG case, which was the initial programme of land reform.

One may refer to this programme as the pace-setter in land reform. Success from the implementation of this programme was very limited; hence, the introduction of the LRAD

programme. The current redistribution programme is the PLAS. This aims to settle families on land as opposed to the previous programme.

The level of success which is seen from the SLAG, LRAD and PLAS is on an increasing scale. Women from the PLAS cases are very successful, more so than women from LRAD and from SLAG. Table 5.9, which explains the level of education and the production percentage relative to the total land owned, further shows that educated women can successfully use larger areas for production. Educated women also had an opportunity to gain exposure to business concepts and are at an advantage in terms of understanding how to operate the farm as a business. Another challenge and observation in the LRAD cases was the loan component for topping up the mortgage amount. This put additional pressure on the production processes, because payments were due in the first year.

Government packages for land acquisition should consider all the land aspects. These should also cater for circumstances where beneficiaries are obliged to get loans.

The general assumption and knowledge of the skewed land ownership patterns in South Africa comprised the driving force for the development of all land-related legislation. Consideration for women in the study was as a result of the above assumption on the skewed land ownership patterns, and the fact that women are the tillers of land. The second objective intends to provide clarity and input on policy-related factors that impact on sustainable development for women as land-reform beneficiaries.

- (ii) To provide clarity and input on the Land Reform Policy-related factors impacting upon sustainable development of women as land-reform beneficiaries:

This objective has been addressed through the discussion on the RDP (1994); the *Constitution* (1996) and the international agendas aimed at promoting the prioritisation of women and their access to land. Women's inputs towards sustainable production on farms in terms of their economic inputs, social inputs, cultural inputs and environmental inputs for successful land use have been discussed. Aspects of presence on the farm,

management of the farm and decisions regarding the farm activities are critical factors in women's success on land. Economic aspects include a commitment to work the land, participant's knowledge in terms of formal training, and the success of participants in their farm operations.

The discussion has revealed that if all aspects that determine commitment are met, the farming business usually becomes sustainable. Of importance is also Diagram 6.5 which illustrates the outcomes of development in which economic growth, equity and empowerment are highlighted. The last objective was addressed in Chapter 6 through Diagrams 6.2 and 6.5, the systems model and the inputs from women for sustainable development, respectively.

(iii) To propose a model that factors in women's contribution for the sustainable development of women land-reform beneficiaries.

Based on the commitment shown by women it became evident that the inclusion of women in land-reform related processes should not assume that women will only become the recipients of such programmes. Contributions made by women, in the form of time spent on the farms, the ability to make decisions and their roles in the relevant legal entities ensured that the cases would become a success. The lack of women education, as seen in the cases of older women (as seen in RESPP 1, RESPL 1 and RESPL 2) in Table 5.9, calls for a more rigorous approach towards stakeholder empowerment in decisions that affect the stakeholders.

The following section makes proposals based on the gaps seen during this study. These suggestions are not, however, urgent or critically important for the overall success of land reform.

The systems approach is made up of inputs that are in the form of policies and programmes for land reform. These policies and programmes are translated into applicable activities that allow for the selection, settlement and support of farmers on



land. The expectation – after settling these farmers – is that their land occupation will realise successful production.

The recommended model carries with it an awareness of the fact that resources are always a constraint in the fulfillment of the various needs. The following are recommendations made to realise the goals of the model:

- (i) The Department of Rural Development and Land Reform should adopt the principles of the proposed model – even in the midst of current initiatives towards transferring land to beneficiaries. The current land redistribution programmes are the PLAS which is already in existence and the Equity Share Scheme that is still a Bill. The recipients of land should not be treated as helpless receivers, but rather as partners in realising the goals of land reform.
- (ii) Diagram 6.6 proposes a government that is in the center of the land reform process, according to the diagram. The position of government is such that it should play the role of facilitator – not of driver or initiator. Women should be empowered throughout the policy development processes and encouraged to submit their needs. These would, of necessity, spell out their roles in the process of such development.
- (iii) Departments engaged in social development programmes – in this case DRDLR and the Departments of Agriculture – should strengthen their working relationship, especially when it comes to the use of resources. It is the responsibility of the land users, as it is also that of government, to ensure environmentally friendly practices in the use of resources. The rehabilitation of dilapidated resources becomes the responsibility of government. As indicated earlier, the government resources are limited, but the needs are vast; hence, proper prioritisation of the needs, including avoiding unnecessary use of these limited resources, becomes a vital necessity.

There are obvious omissions, characterised by the absence of appropriate legislative, administrative and policy initiatives, where particular approaches fail to either achieve the stated goal of improving women's access and rights or have negative consequences. The lack of policy dynamism is visible throughout the efforts to fast track

women's empowerment and equity in terms of access to resources, the key one being land.

It has been noted that in the African tradition, women had land rights clearly spelled out; and these were only eroded after 1652, when the colonialists arrived in the country. The arrival of colonialists was exacerbated by the introduction of land taxes which meant that African men had to work in the mines and in the colonialist's fields to earn money to pay for the taxes. Women were forced to provide for the children and had to utilise land, irrespective of whether they owned it or not. The lack of money for the family needs resulted in forced employment and men's ignorance of land ownership.

Effective control over productive resources, especially land, by the rural poor is said to be crucial to their capacity to construct a rural livelihood and overcome poverty. It can be concluded, therefore, that the process of land allocation land as a resource is an all-inclusive effort, and is critical for poverty alleviation. Countries are concerned about the increase in their levels of poverty, South Africa included. Huge sums of money are invested in studies on poverty levels, as well as daily allowances that could sustain the average family.

Such funding can be effectively utilised to increase the focus on what resources are available and how these could be best used to alleviate poverty.

Further enquiry into the resources, especially land, and the accessibility thereof by women has not yet reached acceptable levels.

Women have been systematically denied access to resources, such as land, especially in Africa and South Asia. The analysis of Land Reform Policies of other countries, such as India, Brazil and Chile in South America and Zimbabwe has confirmed that the legacy of colonialism had adverse effects on the ownership of land. The lack of access to land flies in the face of the initial cultural customs, whereby women were regarded as providers for their families.

A further identified challenge was that women who lived on farms were often not regarded as having the legal rights of an *occupier*, but only regarded as resident-based, according to the rights of their husbands and fathers. Several reasons have been mentioned for this lack of inclusion for women, others being that the process of consulting communities would generally have been lengthy and time-consuming and even frustrating to bureaucrats who wish to provide projects in a speedy manner.

It is clear from the above, that additional efforts are needed to ensure that all public administration processes are as inclusive as possible. Long-term results start with taking care of the environment and the surroundings; this is the beginning of a sustainable public administration. Policy-makers, whether official or unofficial, tend to be guided by what their environments present in terms of what policies to formulate and when to implement them. Providing clear definitions for policies alone has been seen as insufficient to guarantee the promotion of the general welfare of people.

The emphasis should be on knowing who influences who in public policy-making; what has an effect on what and to what extent; what is justified and what is not; and who does what. The tendency is that the public voice reminds leaders at national, provincial and local spheres that they do, is not only to lead, but also to serve the public.

## **7.6 Recommendations for the future and further studies**

The study has established that women have the ability to utilise resources allocated to them, land being one of them. The assumptions that were made through certain departments that all land reform projects are failing should be investigated further. There is still a general feeling that land-reform-acquired farms are not adding value to people's lives. The ideal scenario, therefore, would be to investigate such allegations further – in order to inform future policies on land reform.

The need for such further investigative studies would assist in addressing the current slow pace of achievement towards reaching the 30% land-reform target. Mistakes that

are similar to the ones that led to the current skewed land ownership patterns would be detrimental to government's resources. Below are some of the proposed recommendations for this study and for future studies. The discussion starts with recommendations that are relevant for this current study; these are followed by suggestions for other possible future studies.

### ***7.6.1 A sustainable production-oriented settlement strategy***

The South African Land Policy and other development-related policies, such as the RDP, emphasise the centrality of women's empowerment in the development of communities and the country as a whole. However, there has been a huge gap when it comes to the coordinated implementation of these policies. As indicated in Chapter Five, the lack of support in the form of immediate finance after settlement is a common challenge to all the selected cases.

Firstly, the partial success experienced by women comes as a result of their commitment to work on the land. All the settled women had production intentions when they acquired land, but the obvious gap between their settlement and support for production shows a need for a communicated settlement strategy.

This strategy should entail the training and implementation of selection criteria for women as land owners. Secondly, the process should avoid the compulsory settlement of groups on pieces of land; this should be optional.

The third matter is that selected clients should be settled on appropriate land parcels with the necessary infrastructure, financial and market support.

### ***7.6.2 Targeted settlement and support***

Women identified for settlement should be prioritised in acquiring formal agricultural qualifications. Targeted technical, extension and financial support should be tailor-made for such a strategy. The settlement of individual users on land, whether males or females, should be the main thrust of land allocation for sustainable development in

South Africa. Settlement should be guided by criteria used to select ready and willing farmers, as opposed to the cases in SLAG and LRAD, in which groups of people were settled for the purpose of increasing the number of beneficiaries that have to be reported on. The initial aim of land reform put emphasis on the number of targeted hectares to be achieved by 2014, and not on the increase in the number of people acquiring land.

## **7.7 Conclusion**

Since 1994 South Africa has been aiming for reconstruction and development. Such a mandate came about with a land-reform policy which had to be developed to deal with the following:

- (i) the injustices of the racially based land dispossession of the past;
- (ii) the need for a more equitable distribution of land ownership;
- (iii) the need for land reform to reduce poverty and contribute to economic growth;
- (iv) security of tenure for all; and
- (v) a system of land management which would support sustainable land use patterns and rapid release of more land for development. It is clear from the above, that sustainable development has and still is the cornerstone of all efforts towards economic growth and a better life for all.

The autonomous nature of the different spheres of government has had a bearing on what policies are made and how such policies are to be implemented. This trickles down to the nature of the benefits received by the beneficiaries as a result of such policies. There is pressure that is observed from the executive arm, as a result of the political arm; and the results are felt by the majority of people, who have little influence to change such circumstances.

Table 7.1 illustrates the specific functions of each sphere of government as they relate to land reform. It has been confirmed that land reform is a matter of national interest; and, therefore, it affects all spheres.

**Table 7:1: The land reform roles for all three spheres of government**

Government sphere	Role on land reform	Measure of success
National sphere	Policy formulation; awareness on policy and Policy reviews	Acceptance by the Provincial sphere and success in policy implementation
Provincial sphere	Policy implementation through interpretation and support to beneficiaries	Land occupation and use; more productivity on land and less hunger
Local sphere	Policy alignment to Integrated Development Plans (IDPs) and Local Economic Development (LED); By-laws development; monitoring and evaluation	Successful projects; satisfactory livelihoods and income; less service delivery protests.

The national sphere of government, as the policy arm of government, must play its role in ensuring that the provinces implement the said policies, as planned, and the local sphere does continuous monitoring and evaluation of such policies. Policies of a national nature, like the Land Reform Policy, must be part of the Provincial Growth and Development Strategies (PGDS) of the provinces and be part of the Integrated Development Plans (IDPs) and the Local Economic Development (LED) strategies of all Municipalities.

Such commitments must be legislated and enforced by law, as far as possible. The law must also deal with issues of non-compliance.

It is worth noting that land reform is everyone's focus – due to the manner in which previous policies have dealt with it. Hence, all efforts should be aimed at addressing this resource, because – according to the study – there has not been much success in the empowerment of women who are the main food producers in the African countries. Few

women have successfully accessed land relative to the total number of beneficiaries that received land as depicted in Diagram 1.1. Out of the five cases selected, there is success as far as productivity on land is concerned; and yet, based on this diagram, it would not even be 50% of women that have acquired land.

Diagram 1.1 focuses on the results for one year, but it can be seen that the figures are too low for women to sustain themselves and their families, as far as land access and usage are concerned.

Given the limitations of government's role in community development, the NGO sector has a major responsibility to educate rural women on the opportunities opening up to them, and to help build women's organisations at the local level. It is evident from the above, that the number of women's organisations in the country – large as it is – has not touched most women, especially in terms of ensuring that women become part of sustainable development. While there are some encouraging initiatives, the overall level of organisation is weak; and NGOs are themselves battling to redefine their role in the post-apartheid era, due to amongst other things, reduced funding.

There is also a real disjuncture between the demand for rapid land reform and the time needed to build women's capacity to maximise the opportunities that land reform undoubtedly holds for them. It is too early to judge the success of the land-reform programme, but not too early to state that there is absolutely no basis for complacency. The chances that greater resources and political importance will be granted to the programme in the near future are minimal, and so, as is evident from the cases, government's commitment to land reform should be held accountable for the commitment shown by women as beneficiaries of land reform.