SOME CONSIDERATIONS ON ECONOMIC POLICY OPTIONS FOR AGRICULTURAL RESTRUCTURING IN SOUTH(ERN) AFRICA

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Abstract

This article starts with a statement on basic values and principles of common acceptance which seems to be emerging from the current debate in South Africa. The present agricultural situation is analysed, especially as it relates to agricultural land use, agricultural production and resource productivity and economic, environmental and ecological sustainability criteria. This article also considers some serious options from a security of expectations viewpoint.

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experience also show, that equality in reward, irrespective of effi
tematic in producing goods and services to society, it is feared, and
productive exploitation of the right
fort, often ends in equality
their humanity and that the fabric of society and the politics
must be understood in the context of differential
incentive or equity in economic reward on the other hand
captures the ethics that rewards ought to be proportional to ef
and intention.

A basic expectation is the right of equal opportunity. All per­
sons should have the opportunity to advance themselves to the
limits of their capab ili t ies and asp i rat ions.

Agricultural land
Equal opportunities in farming implies equal access to acquire
production factors. The removal of apartheid will require the
scraping of all the acts inhibiting access to farm land. However,
the process of land restitution is a support
market through public sector intervention where the
distribution of land to the landless as a result of
land through the market is supplemented through affirmative
action and support towards interested Black farmers who
had limited opportunities to enter agriculture.

iii) Affirmative action
The need and application of affirmative action in agriculture, whereby those
who were debarred by historical occurrences of
equal access to opportunities to "reach the start line", are
a derivative of the interaction between economic, social, and political
elements. Programmes should be directed at the redistribution of rights through the granting of entitlement
to all necessary farm support services to emerg­
ing Black farmers. Affirmative action, however, should be
designed to be of temporary nature and not permanent as that
will jeopardise the ethos of a fair reward for effort.

Farm labour
Extending the idea of equal opportunity to the political
dynamics of the job market would specify the right to organize
for collective bargaining. This was largely achieved with the
Labour Law Amendment Act of 1981 and has been an impor­tant
component of the reform process of the Apartheid era. This can in particular
exclusion of farm labour from these legislation is clearly un­
tenable from the economic viewpoint and it also explains
why, reform is still lagging in this sector of the economy.

v) Basic needs and wage levels
Contemporary beliefs about distributive justice include an im­
portant modification to the ethic of rewards in proportion to
productivity. It is now accepted that, for whatever reasons,
there can be large numbers of people especially in rural areas who
make ends meet on, relatively basic needs of food,
shelter, clothing and a minimum of social experience. In­
tervention in economic processes to ensure basic needs is con­
sidered a just mandate for modern nations and a just expecta­tion
on the part of their constituents. Agricultural policy
should therefore relate to rural policy where farm production is
promoted as a component of an integrated rural development
approach. Basic community support programmes should complement
farmer support programmes in policy and funding
programmes. Efforts to assist farm labourers to improve their
wage levels through improved productivity by granting access to
political and social rights needs to be considered. In the
absence of economic measures to fix nominal and econo­
misable" levels might be considered as just by the greater society.

3. An analysis of South(African) African Agriculture
An analysis of the present position in agriculture is given through
the following statements (Van Zyl and Vink, 1990; Van Rooyen, 1989; Vink and Kassier, 1990; Greenwald and Kassier, 1990; Marcus, 1990; Sotlo, 1990 for
more detailed analyses and information). The historical past of South Africa has favoured some while
depriving many. An analysis of "winners and losers" will reveal that colour was an important criterion for dis­
tribution, it is not colour per se, but Black on Black, Black on White and White on White examples can be quoted. Small
farmers in particular can also be quoted in farm­
ing. One issue that needs to be assessed is how to deal with
time the satisfaction of needs of the society. In the absence of
an effective mechanism to reward those who are more produc­tive
in producing goods and services to society, it is feared, and
experience also show, that equality in reward, irrespective of ef­
fort, often ends in equality of misery. It is therefore proposed that
the normative order, it rewards in proportion to some so­
cially accepted measure of effort, be accepted to ensure a
productive exploitation of the right to economic opportu­

The design of farming systems, technologies and practices
therefore would have to take note of the social, political and legal
environment more strenuously in future. It is feared that one of
these factors, combined with economic considerations such as
compensation advantages will, for example, move the programme
of smallholders from the highlands of South Africa and at the same time possibly lead to a reduction in average farm size, while livestock production will take the place of crop production practices in arid areas such as the Western Transvaal and parts of the Swartland (De Jager, 1990; Nowen, 1990).

All the above forces will impact on agricultural land use. It is expected that:

1. production will shift to more economically optimal land use, according to the principles of comparative advantages;
2. land utilisation practices will become more flexible. Farm owners will be able to utilise their sur­
ficient source of income and part-time activities would have to be diversified to supplement household in­
comes. An interesting observation in this regard is that more than 45 percent of rural household in­
comes are already generated through non-farming activities. Furthermore, the costs of transferring to large
farm areas, limited opportunities to achieve economic viability, and the constraint of competition to
manage large labour forces and flexibility of large­
scale farming are other reasons. These farmers may contribute towards an extensification process to save
on input costs on the one hand, but small farm areas on the other hand.

These will release farm land and an array of alternative land acquisitions and operation systems can be expected to occur, in
sharecropping versus tenant farming, tenancy arrangements, supplementing private land ownership.

3.3 The granting of Equal Rights will have to be sup­
plemented by Affirmative action to facilitate the restructuring of agricultural

The political reform process will in all likelihood introduce the
granting of Equal Rights to all South African citizens. The
provision of equal rights alone however will not lead to an
equitable, sustainable and efficient agricultural system.

The attainment of an equal rights position through inter alia the
scraping of the 1913 and 1939 land Acts will enable some
Black persons to acquire agricultural land for farming
purposes. However, this will not ensure that all people interested in farming will have access to provide a sufficient
and practice efficiently viable farming. The present slow dis­
tribution of land will especially inhibit many potential Black
farmers, specifically small holders, to obtain land through out­
night purchases. Apart from the right of access to the other farmer support services will also not necessarily mean that such access can be used. Under Black farmers' Fullavour, an Enabling approach whereby such farmers will
have the ability to command their rights of access, will be
Agricultural land

Equal opportunities in farming implies equal access to acquire production factors. The removal of apartheid will require the scrapping of the all the acts inhibiting access to farm land. However, the processes of land reform should be supplement to public sector intervention where the distribution of land through the market is supplemented through affirmative action and support towards interested Black farmers who had limited opportunities to enter agriculture.

Affirmative action

The need and application of affirmative action in agriculture, whereby those who were deprived by historical occurrences of equal access to opportunities to "reach the start line", is a demonstration of the interaction between economic, social and political rights. Affirmative action programmes should be directed at the redistribution of land through the granting of entitlement to all necessary farm support services to emerging Black farmers. Affirmative action, however, should be designed to be of temporary nature and not permanent as this would jeopardise the ethics of a fair reward for effort.

Farm labour

Extending the idea of equal opportunity to the political dynamics of the job market would specify the right to organize for collective bargaining. This is especially so where South Africa is faced with the Labour Law Amendment Act of 1981 and has been an important component of reform dynamics (Van Rooyen, 1990). This can in particular be an exclusion of farm labour from these legalities is clearly unsustainable and is one strong indication into the explanation why, reform is still lagging in this sector of the economy.

Basic needs and wage levels

Contemporary beliefs about distributive justice includes an important consideration to the ethic of rewards in proportion to productivity. It is now accepted that, for whatever reasons, there can be large numbers of people especially in rural areas who maintain effort at the basic needs of food, shelter, clothing and a minimum of social experience. Intervention in economic processes to ensure basic needs is considered a just mandate for modern nations and a just expectation on the part of their constituents. Agricultural policy should therefore relate to rural policy where farm production is promoted as an component of an integrated rural development approach. Rural community support programmes should complement farmer support programmes in policy and funding programmes. Efforts to assist farm labour forces to improve their wage levels through improved productivity by granting access to political and social rights needs to be considered. In the absence of macro-economic pressure to fix the wages as a "minimum socially acceptable" level might be considered as just by the greater society.

Agriculture in South Africa has a key role to play in economic growth and equitable welfare generation

An analysis of the performance of the agricultural sector indicates that the role and contribution of the agricultural sector is essentially derived from income and employment effects throughout the economy. It is important to realize that these linkages and multipliers give the agricultural sector a far wider impact on the economy than through direct effects alone, e.g., the contribution of the agricultural sector to the GDP is 5,3 per cent as against 13,6 per cent economically active people directly employed in agriculture. The total impact of the agricultural sector on the economy was however measured as 12,0 (Van Zyl and Vink, 1990, 1988 figures). If it is further realised that presently 800 000 smallholders operate in homelands, it is obvious that efforts to increase productivity amongst these farmers will contribute substantially to poverty alleviation and equitable welfare generation.

Agricultural efficiency and sustainability is presently in question and some flexible land acquisition systems may result

Land utilization in rural areas is closely related to agricultural production activities. The agricultural resource base of South Africa is not particularly well endowed, particularly where soil quality and climate are concerned (Cowling, 1990). Despite these features commercial farming succeeded in producing food and fibre at reasonable levels through the following statements: (See Van Zyl and Vink, 1990; Van Zyl and Vink, 1987). However, at present agricultural production in both commercial and agricultural sectors are considered (ii) not contributing to the challenge of restructuring (Van Rooyen and Van Zyl, 1990; Van Zyl and Vink, 1990). This can in particular be argued from an economic efficiency and economic sustainability viewpoint.

(i) Indications are that commercial farming is general producing in an increasingly less economically efficient manner, especially when intermediaries input are included. This is in particular revealed through the challenge of restructuring (Van Rooyen and Van Zyl, 1990; Van Zyl and Vink, 1990). Groenewald and Kassier, 1990; Liebenberg and Groenewald, 1990.

(ii) The acquisition of technology and financial support required to sustain the present commercial farming systems and modes of production are increasingly coming under pressure due to financial constraints, inflation, decreasing international terms of trade and more towards more market related agricultural policies, including the reducing of government subsidies. (Van Zyl and Vink, 1989; Liebenberg and Groenewald, 1990).

(iii) Past pricing policies, which distorted market signals to farmers, have also distorted farm practices in considerable extent. (See Van Zyl and Vink, 1990). Due to these market distortions, the complication to economics of scale in farming, the complication to economic sustainability is.

The design of farming systems, technologies and practices therefor would have to take note of the social, political and legal environment more strongly in future. It is obvious that these factors, combined with economic considerations such as comparative advantages will, for example, move crop production to other areas of South Africa and at the same time possibly lead to a reduction in average farm size, while livestock production will take the place of crop production in arid areas such as the Western Transvaal and parts of the Swartland (De Jager, 1990; Nowen, 1990).

All the above forces will impact on agricultural land. It is expected that:

(i) production will shift to more economically optimum locations according to the principle of comparative advantages;

(ii) land utilization practices will become more flexible. For example one is that farming might not provide a sufficient source of income and part-time activities would have to be concluded to supplement household income.

An interesting observation in this regard that more than 40 per cent of rural households in South Africa are already generated through non-farming activities. Farming as a whole is expected to cost large farm areas, limited opportunities to achieve economic sustainability and farm compliances to manage large farm labour forces and inflexibility of large-scale farming are other reasons. These forces may contribute towards an extension process to save on input costs on the one hand, but small farm units on the other hand.

These will release farm land and an array of alternative land acquisitions and operation systems can be expected to occur, in the share cropper versus owner-tenant arrangements, supplementing private land ownership.

The granting of Equal Rights to have to be supplemented by Affirmative action in the facilitation of agricultural restructuring 3.3

The political reform process will in all likelihood introduce the granting of Equal Rights to all South African citizens. The prevention of equal rights alone however will not lead to an equitable, sustainable and efficient agricultural system.

The attainment of an equal rights position through inter alia the scrapping of the 1913 and 1936 Land Acts will enable some Black persons to acquire agricultural land for farming purposes. This, however, will not ensure that all people interested in farming will be able to provide sufficient sources of income and practice economically viable farming. The present slow distribution of which will especially inhibit many potential Black farmers, specifically small holders, to obtain land through outright purchases. Apart from the right of access to the other farmer support services will also not necessarily mean that such access will in any under Black farmers. An Entitlement approach whereby such farmers will have the ability to command their rights of access, will be
necessary. Such a programme of entitlements can be accom­
modated within an Affirmative Action programme where soil­
lordship or access to the farm is provided, and special
measures towards human capital development, i.e., extension,
management training, and so on, will all likewise be
required. Important, however, will be to ensure that this
form of support does not create a permanent need for sub­
sidization (as has generally been experienced by a large number
of commercial white Farmers).
Affirmative action programmes will have to attempt to identify
arrangements which will facilitate the position of event­
ually competing in the agricultural input and commodity markets on a par with other smallholders in South Africa. Affirmative action programmes should, however, strive to mini­
imize distortions through incorrect price signals (see Vink and Casais, 1990 for a review of distortions brought
about in commercial agriculture through government policies).
An entitlement/affirmative action programme may also imply
measures towards human capital development, i.e., extension,
marketing arrangements to ensure that farmers are directed
to lucrative urban markets for high value products, in the areas
of vegetable, flowers, milk production, etc. Such programmes would have to pay special attention to marketing arrangements to ensure that farmers are directed towards the production of commodities which can be sold and commodities which are in demand. The selected farms, together with the smallholders would then be able to capitalise on the presence and interest of white farmers in the area of smallholders in South Africa (Van Rooyen et al, 1987).
3.4 Farm size will not necessarily correspond to the size of land ownership
From the above assessments it can be stated that land owner­
ship will become less important as a basis for farming in South Africa as the demand for food and income increases. Various forms will enable partnerships in farming to combine interest and knowledge with land owner­
ship and capital availability. "Farm size" will therefore no­
necessarily be confined to the size of land ownership.
Arrangements to include farm labourers on commercial farms into the farm business through partnership and equity arrange­
ments would therefore seem promising. This would enable farm­
ers to acquire a more equitable portion of the wealth created by farming, by retaining productive labourers on the farm, a necessity for efficient and sustainable farming.
3.5 Privatisation or nationalisation of farm land: a bal­
fury
The debate on nationalisation versus privatisation of farm land can easily revert into an ideologically biased discussion where social and political arguments dominate. Observation throughout the world indicates that farming is best left in the hands of farmers (Oak, 1990). Farm­
ing is often viewed in a romantic light but suited for less in­
formed or poorly qualified people. However, it requires skill and determination combined with innovativeness and entrepreneurship to be successful apart from access, etc.
Individualism is considered as a prerequisite. The public sector on the other handfavours control policies in its efforts to ensure sound economic and social policy directions; to regulate prices to ensure economic stability; and to act as a social safety net. These policies are often acceptable in terms of practices and fair competition, etc. and to stimulate ap­propionate research, extension and training activities.
Farmers in the commercial world, also in developing agricul­
ture, are used to land acquisition using market mechanisms such as buying and selling, renting and leasing, share cropping, etc. As farm land acquisition is motivated by returns from farming it also stands to reason that these activities should be led in control of the farmers and not the bureaucrats, as far as possible from the bureaucracies and committees, except of course to en­
sure equitable access to and transaction in farm land ownership.
This may even take the form of special legislation to protect tenancy rights, or to ensure productive and sustainable use of agricultural land.
In South Africa, government, however, might be required for the facilitation of support to make acquisition and transfer of land possible for all farmers irrespective of race. Vink and Kassier, 1990 for a review of distortions brought about in commercial agriculture through government policies.
"Affirmative" actions towards land acquisition in a "new South Africa, should therefore concentrate on: a) the removal of all impediments to land acquisition, i.e. the scrapping of the Land Acts and related legislation; and measures to ensure equal protection in law for tenant farmers; b) the provision of access to the necessary support services required to support Black Farmers. Apart from the above measures, c) the availability of state land (Trust Land) to the amount of more than two million hectares provides an ideal opportunity for pre-active programmes to enable Black Farmers to acquire land and set up farms; d) the provision of land to those who are able to "grow" bettering where especially Black smallholders could provide produce to the lucrative urban market, i.e., vegetables, fruit, cut flowers, etc. should also be considered. This is important as Black farmers virtually no access to these urban markets, being confined to far away homestead areas (Van Rooyen and Van Zyl, 1990).
The productive use of land could further be promoted through selected land tax measures. The introduction of a tax system, where the tax assessment is based on the effort against farm profit should further be explored (See eg Niewoudt, 1987; Groenewald, 1987).
In general, the demand for land should be accommodated through market action while government should play an impor­
tant fsurance role taking action against black farmers, through affirmative action programmes, to ensure legal entry into farming and eventually compete on par with other farmers within South Africa.
Withdrawals of present subsidies to White farmers will for example: a) ensure land to become available in "White" areas on a willing seller basis; b) Money saved on subsidies can be used to enable Black entrepreneurs to obtain access and enti­
tlement to these farms.
3.6 Small farms can make as effective a contribution to economic growth as large farms
The expected movement to smaller farms in the commercial sector, occupied by both White and Black farmers, could promote an efficient input/output cost effective farming sys­
tem due to the greater involvement of family labour, more owner/farmer involvement, plus capital re­
quirements to enter farming and more flexible farming systems.
Large-scale commercial farmers generally outperform Black smallholders and have the advantage of brand name recognition, i.e., larger farm sizes, more promotion and competitive­
supportive systems. However, Black smallholders (South(ern) Africa) are usually more interested in support systems, i.e., cost price and income support systems which are in­
cluding support services are approximating, and under certain cir­
cumstances even surpassing commercial agriculture on a per unit basis. (For example see Van Rooyen and Van Zyl, 1990; Sisulu, 1990).
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Within the current period of pre-negotiations and preliminary actions it will be important to consider the potential of "smaller high ground" and establish at least some "framework of comfort" to allow agricultural investment, planning and production to continue. The fragility of the agricultural resource base require careful utilization and uncertainty of "future expectations" can have dramatic
demand and supply disequilibrium effects. Such effects were for example apparent during uncertainty periods with the transfer of land between White and Black under the land consolidation programme. Hence, the expectation of "future expectations" can have dramatic
...
necessary. Such a programme of entitlements can be accommodated within an Affirmative Action approach where soil labs and technical expertise are provided to assist in the transfer of land and farming capital stock, and special measures towards human capital development, i.e., extension, management support (as well as all likelihood it will be required. Important, however, is to ensure that this form of support does not create a permanent need for sub-

Affirmative action programmes will have to attempt to identify arrangements to include farm labourers on commercial farms. Various tenure arrangements will enable partnerships and capital availability “Farm size” will therefore not be confined to far away homeland areas (Van Rooyen and Vink, 1990).

3.4 Farm size will not necessarily correspond to the size of land ownership

From the above assessments it can be stated that land ownership will become less important as a basis for farming in South Africa. Various arrangements will enable partnerships in farming to combine interest and knowledge with land ownership and capital availability. “Farm size” will therefore not necessarily be confined to the size of land ownership.

Arrangements to include farm labourers on commercial farms into the farm business through partnership and equity arrangements should be developed. This will enable farm labourers to acquire a more equitable portion of the wealth created by farm operations retaining productive labourers on the farm, a necessary for efficient and sustainable farming.

3.5 Privatisation or nationalisation of farm land: a falsedy

The debate on nationalisation versus privatisation of farm land can easily revert into an ideologically biased discussion where social and political arguments dominate. Observation throughout the world indicates that farming is best left in the hands of “farmers” (Dak, 1990). Farming is often viewed in a romantic light base suited for less in-

Individuality is considered as a prerequisite. The public sector has the role to create the necessary environment to ensure sound economic and social policy directions; to regulate practices to ensure economic efficiency and costs acceptable, suitable practices and fair competition, etc.; and to stimulate appro-

Parcels in the commercial world, also in developing agriculture, are used to land acquisition using market mechanisms such as buying and selling, renting and leasing, share cropping, etc. As farm land acquisition is motivated by returns from farming it also stands to reason that these activities should be led in chains of the farmers’ feedback and from the bureaucracy and commissions, except of course to ensure equitable access to land transactions. This may even take the form of special legislation to protect tenancy rights, or to ensure productive and sustainable use of agricultural land.

In South Africa government, however, might be required for the facilitation of support to make acquisition and transfer of land as possible as possible towards the position of even-

3.6 Small farms can make as effective a contribution to economic growth as large farms

The expected movement to smaller farms in the commercial sector, occupied by both White and Black families, could promote an efficient, equitable and cost effective farming system due to the greater involvement of family labour, more oversight, less financial capital and training requirements to enter farming and more flexible farming systems. Large-scale commercial farmers generally oustrip Black smallholders in less mechanised production, however in the future this maybe reinterpreted that it requires skill and determination combined with innovativeness and entrepreneurship to be successful apart from access, etc.

The multiple roles of small farms is an important part of the government’s programme of introducing new farmers through the development of “new” South Africa. The initial and much necessary, however, will be that the “problem

As such agriculture plays a key role in the development of forward and backward linkages to the broader poverty alleviation strategy. As such agriculture forms the natural economic base in many rural areas, strategies which emphasize agriculture to mobilize rural resources should be followed, although agricultural development should not be seen in isolation from the broader socio-economic context. Various other measures should also be considered. There would therefore be need for some action towards reform during the interim phase.

3.7 Agricultural restructuring towards fair access to farm land and farm management support

Indirect shows that the agricultural sector is at present providing far too much of the country’s food security. This, however, does not imply that the “food equation” is balanced or that food demand and supply balance in the short and long term. Various other laws to ensure equal opportunities and social and political arguments dominate. Observations throughout the world indicate that farming is best left in the hands of “farmers” (Dak, 1990). Farming is often viewed in a romantic light base suited for less in-

The following items are proposed. Amongst these are the restructuring of present policies and services:

(i) The present proliferation of 14 Government Depart-

ments of Agriculture can be addressed through the restructuring of Department of Agriculture ab-

(ii) Agricultural finance, research, technology transfer and extension services should immediately be restructured to serve the farmers of the “new” South Africa. The linking of the present financial arrange-

mental, agricultural research stations and Faculties of agriculture in these institutions can serve support system could receive immediate attention.

(iii) Affirmative action programmes to assist Black farmers to utilize existing opportunities. Institutions such as the Volksuniversiteit, the University of South Africa and the Independent Development Trust and exist-

(iv) Farm labour reform is urgently required. Provision for the employment of farm labourers in the Labour Relations Act. Opportunities for labourers to take up share farms in their regions, bonus schemes, etc. should also be considered.

(v) A declaration of Intent and Principles to guide fu-

3.8 The unraveling of legislation to ensure equal access to farm land and farming opportunities will be a tedious and horrendous process - immediate actions however can be taken to restructure farming (Bulander and Latsky, 1990; Vink and Cordes, 1990)

The scrapping of the 1913 and 1956 Land Acts will have to be complemented by a review of numerous other laws to ensure equal access to farm land and farming opportunities further be explored (See eg Nieuwoudt, 1987; Gennereau, 1987).

In general, the demand for land should be accommodated through market action while government should play an important facilitating role since market forces alone against farm policy would further be explored (See eg Nieuwoudt, 1987; Gennereau, 1987).

Withdrawals of present subsidies to White farmers will for example: ensure land to become available in “White” areas on a willing seller basis. b) Money saved from these subsidies can be used to enable Black entrepreneurs to obtain access and en-

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SUMMARY OF THE WORKSHOP ON FARM MANAGEMENT EFFICIENCY

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The purpose of the workshop was to critically analyse farm management efficiency on both the professional and farm level. Three speakers representing different fields of the profession of agricultural economists analysed the topic from their particular perspectives. Prof. Bester emphasised management efficiency and the measurement thereof. Mr. Grobbelaar paid attention to the measurement of management efficiency; he assessed the level of management of RSA farmers; and finally he discussed the role of the agricultural economist in increasing farm management efficiency. Mr. Sugden focused on three specific management services provided in the Natal region which are directed at different participants with different specific objectives, but with the overall aim of improving farm management.

It must be accepted that the measurement of management efficiency is subjective. A manager can only be efficient/inefficient in terms of his objectives. One cannot generalise about the question of whether the level of management is high or low. According to Prof. Bester the measurement of management efficiency should be assessed in relation to the question of "what is to be done" (economic efficiency). The measurement of farm management efficiency creates many problems. For example, what should be measured? Management: ability, management potential or management performance? A recent development is the approach of the National Cane Growers Association (SACGA) for cane farmers (subsidised service). CANEFARMS is a simple farm accounting and management service for its members. PCFARMS is an integrated farm management system for the cane farming enterprise for use on a personal computer. Finally, he discussed private consultancy services for farmers for direct benefit (some pays full fee). The consultant's tasks are to manage the Bureau; to help interpret the data; to help compile the annual financial projection and plan; to monitor the financial plan; and to arrange regular meetings of participants where new ideas are shared and group results discussed.

From the discussions it appeared that the participants considered that although farm management efficiency in the RSA is satisfactory in general, considerable room for improvement still exists. Farmers' skills in respect of decision making, negotiation and implementation should be improved.