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REPUBLIC OF SOUTH AFRICA

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DEPARTMENT: PERFORMANCE MONITORING AND EVALUATION

Implementation Evaluation of the Comprehensive Rural Development Programme (CRDP):

Final Full Report

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LIST OF ABBREVIATIONS

AKRSP	Aga Khan Rural Support Programme
ARC	Agricultural Research Council
BBBEE	Broad-Based Black Economic Empowerment
CASP	Comprehensive Agricultural Support Programme
COGTA	Department of Cooperative Governance and Traditional Affairs
COS	Council of Stakeholders
CRDP	Comprehensive Rural Development Programme
CWP	Community Work Programme
DAFF	Department of Agriculture, Fisheries and Forestry
DED	Department of Economic Development
DHS	Department of Human Settlements
DOE	Department of Energy
DPME	Department of Performance Monitoring and Evaluation
DPW	Department of Public Works
DRDLR	Department of Rural Development and Land Reform
DSD	Department of Social Development
DTI	Department of Trade and Industry
DWA	Department of Water Affairs
DWCPD	Department of Women, Children and People with Disabilities
EPWP	Expanded Public Works Programme
FET	Further Education and Training Colleges
Ha	Hectares
HSRC	Human Sciences Research Council
ICT	Information and Communications Technology
LED	Local Economic Development
M&E	Monitoring and Evaluation
MOA	Memorandum of Agreement

MOU	Memorandum of Understanding
MTSF	Medium-term Strategic Framework
MVP	Millenium Village Project
NARYSEC	National Rural Youth Services Corps
NISIS	National Integrated Social Information System
NPO	Non-profit Organisation
NGO	Non-governmental Organisation
PMDS	Performance Management Development System
PSSC	Provincial Shared Service Centre (DRDLR)
PPP	Public-private Partnership
RADP	Recapitalisation and Development Programme
REID	Rural Enterprise and Industrial Development (DRDLR)
RID	Rural Infrastructure Development (DRDLR)
SPLUM	Spatial Planning and Land Use Management
SLA	Service Level Agreement
TOR	Terms of Reference
VFM	Value for Money

FORMAT OF THE REPORT

The report consists of several sections:

- A one-page Policy Summary
- A three-page Executive Summary
- A full evaluation report including:
    - The CRDP Policy Context
    - Approach/methodology
    - Results and Findings
    - Conclusions
    - Recommendations
- Annexures consisting of:
    - Annexure: Evaluation Evidence & Triangulation of Data

In addition, the following separate reports have been produced as part of the evaluation process:

- Literature Review
- Evaluation Plan and Data Collection Instruments
- Fieldwork Report (including 18 Case Study Reports of CRDP sites)
- International Case Studies Report

CRDP IMPLEMENTATION EVALUATION POLICY SUMMARY

The Implementation Evaluation of the Comprehensive Rural Development Programme (CRDP) has been informed by a wide range of evidence obtained from various sources including: 18 CRDP site case studies (involving 110 key informant interviews and 52 focus group workshops involving over 500 CRDP participants and beneficiaries), interviews with national government key informants, a national CRDP participant institutional survey (responded to by 60 participants in CRDP institutions), a literature review of peer reviewed articles and CRDP programme documents, and international case study papers on other rural development programmes in middle income countries.

Key policy findings from the implementation evaluation are:

- There is mixed evidence regarding the various CRDP mechanisms and how well these are working and delivering benefits. Most success has been achieved with meeting basic needs, however only limited success has been achieved with community empowerment and job creation;
- The major challenges in ensuring that meaningful benefits are achieved centre around improving planning and implementation processes of all three spheres of government, and strengthening partnerships with NGOS and business so that the various initiatives support and complement each other at a site or local level;
- This evaluation has found that a rough estimate of the cost to roll out the CRDP to all 2920 rural wards in South Africa (DRDLR's planned intention) would cost a minimum of R61.596 billion. The evaluation found many examples where Value For Money (VFM) is not being achieved in the CRDP. It is therefore imperative that a range of measures are put in place to address the underlying causes behind these VFM challenges so that future up scaling of the CRDP achieves better VFM.

Key recommended strategies to improve the effectiveness of the CRDP include:

1. Strengthen the CRDP's Institutional Arrangements and Integrated planning processes including strengthening local level Institutions and the Council of Stakeholders operating in each site.
2. Improve the CRDP's Attainment of Policy Goals through the following:
   a) Improve the CRDP's strategy to mobilising and empowering communities by ensuring site level communication plans are in place and implemented and a revised Theory of Change is developed for the CRDP's community mobilisation and empowerment component.
   b) Improve the CRDP's Rural Job Creation Model and support for economic livelihoods:
      i. DRDLR should initiate a scoping study to investigate the feasibility of creating a job placement agency.
      ii. Consideration needs to be given to raising the NARYSEC stipend.
      iii. Contractor management and monitoring mechanisms and processes must be strengthened.
      iv. DRDLR should initiate a scoping study into the possible establishment of a Food Procurement Programme to improve market access (mainly fresh produce) for communities in the CRDP sites.
      v. DRDLR should facilitate the formalisation of a clear and integrated strategy for supporting marketing cooperatives (rather than primary cooperatives) in partnership with DAFF and the dti.
      vi. DRDLR should provide funding for value chain pilot projects (possibly in partnership with DAFF and the dti) to test various value chain development approaches.
      vii. Implementation Protocol Agreements between DRDLR, other national departments, provincial governments, and municipalities need to be entered into and which include commitments regarding Operations and Maintenance Plans for all funded infrastructure.
      viii. The CRDP should promote the use of alternative energy as cost-effective options to meet the needs of rural communities.
   c) CRDP targeting of vulnerable groups should be strengthened through improved guidelines and target setting.
3. Up-Scaling the CRDP and Improving Value for Money (VFM): As part of up scaling the CRDP, its VFM needs to be improved through a range of measures including developing an improved theory of change for the CRDP Job Model, development of national norms and standards for the delivery of infrastructure in rural areas (where appropriate), developing a CRDP Procurement Strategy, and ensuring that cost-effective technologies are used in rural areas that are simple to maintain. Recommended improved monitoring systems will also improve VFM if implemented effectively.

EXECUTIVE SUMMARY

1. INTRODUCTION

The Comprehensive Rural Development Programme (CRDP) was launched in July 2009 and is government's strategic priority number 3 within the MTSF. The CRDP aims to achieve social cohesion and development of rural areas by ensuring improved access to basic services, enterprise development and village industrialisation. The CRDP is premised on a three-pronged strategy which focuses on agrarian transformation, rural development and land reform.

The purpose of this Implementation Evaluation of the CRDP is to assess whether the institutional arrangements that were set in place to support the implementation of the CRDP are appropriate and clear about their roles and responsibilities; whether the CRDP is achieving its policy goals; and to assess how the programme can be strengthened and up-scaled through learning from what has been done. The scope of the evaluation covers the implementation of the CRDP from its inception in June 2009 until June 2012.

2. RESULTS AND FINDINGS

Evidence was gathered from a wide range of sources, including the following, and triangulated, to inform the evaluation findings: 18 CRDP site case studies (2 in each Province and involving a total of 110 key informant interviews and 52 focus group workshops involving over 500 CRDP participants and beneficiaries), interviews with national government key informants, a national CRDP participant institutional survey (responded to by 60 participants in CRDP institutions from all provinces and nationally), a literature review of peer reviewed articles and CRDP programme documents, and international case study papers on other comprehensive rural development programmes in middle income countries and key success factors relevant to the CRDP's objectives was undertaken.

The findings on key evaluation questions are summarised according to the following four core themes (see the main report for the detailed evaluation questions addressed in each theme):

2.1 How effectively are the CRDPs institutional and service delivery arrangements supporting CRDP implementation?

The CRDP is a cross-cutting programme which requires effective partnership between a numbers of stakeholders across all spheres of government, numerous departments and with the private sector and civil society, as well as coordination with numerous related government programmes. A wide range of CRDP structures have been established at national, provincial and local level to support implementation of the CRDP and the involvement of numerous role-players.

Between 14-25% of survey respondents (depending on the CRDP structure) believe that the various CRDP institutions are not clear about their roles in supporting implementation of the CRDP. Just over 50% of respondents felt that the various structures are effectively fulfilling their roles, 20-33% felt they were not, and the remaining respondents were unsure.

Key role dynamics mentioned by respondents included that the CRDP is seen as a top down national initiative and the buy-in, capacity, and will to implement it at the local level is low, there is still not a wide-spread understanding of the CRDP, there has been insufficient support from political champions (mainly at provincial and local level), and poor commitment to participating in CRDP structures from many officials has been experienced.

Nationally, the DRDLR has not had sufficient authority to mobilise all departments and spheres of government to work together and examples of silo approaches still challenge effective CRDP implementation. Stronger horizontal alignment of all departments

contributing to the CRDP as well as alignment of the spheres of government in planning, budgeting and implementing is urgently needed.

At a provincial level, Premiers and MECs are not playing their champion's role strongly enough. The role of Provinces in implementing the CRDP needs to be strengthened through a range of measures. Stronger coordination with the Departments of Agriculture at national and provincial level is critical to improving CRDP effectiveness.

At local level, the overwhelming perception from key stakeholders is that the municipalities are on the whole not playing their part in the implementation of the CRDP. The majority of Council of Stakeholders (COSs) in the case study sites was not functioning effectively. In addition, a wider network of strategic partnerships with NGOs and local (and possibly national) organised business is required in order to meet the huge needs in these poor and underserviced rural wards.

The monitoring and evaluation of the CRDP is also very weak which has negatively impacted on implementation and delivery.

2.2 Is the CRDP achieving its 5 main policy objectives?

There has been mixed progress in achieving CRDP goals with numerous issues requiring further attention in order to improve the achievement of CRDP objectives:

Goal 1: Is the CRDP mobilising and empowering communities effectively to take control of their own destinies? This evaluation found that limited progress has been made towards mobilising and empowering communities. In every CRDP case study site respondents claimed the COS is not consulting adequately with the wider community. Low levels of education and skills were also identified as key challenges influencing the extent to which rural communities are empowered and mobilised to participate in their own development.

Goal 2: Is the CRDP stimulating rural job creation and promoting economic livelihoods? The key CRDP interventions reviewed in this report to address this policy goal include: skills development and job creation through EPWP, CWP and NARYSEC; the promotion of smallholder famers; establishing rural cooperatives; and supporting community and household food gardens.

On the whole, the vast majority of opportunities created have been infrastructure-related short-term jobs, with relatively low wages and which have not resulted in subsequent entry into the labour market.

The CRDP has had limited success in supporting sustainable cooperatives. The CRDP approach focuses almost exclusively on registering cooperatives with very little attention to-date on providing capital for start-up costs, technical training, mentoring or establishing crucial market linkages.

The CRDP's food garden initiative was one of the more successful CRDP components, and in several cases was found to be a good strategy to ensuring food security and, in a limited number of cases, also allowed beneficiaries to sell a surplus. However, too often, water shortages affected the production of food in household and community food gardens (as well as undermining several other livelihood projects). The CRDP's contribution to establishing smallholder farmers and providing extension support has also been limited.

Goal 3: Is the CRDP improving access to basic needs for beneficiaries in CRDP sites? This is the goal where the CRDP is having the most success. It is especially apparent in some of the pilot sites where enormous investments have been made. In many cases this has managed to transform the lives of communities and living standards significantly. However, several projects have started off successfully but, because the CRDP did not have a clear maintenance strategy in place, investments have not been sustainable.

Goal 4: Is the CRDP adding value to land reform processes in CRDP sites? The CRDP has not added much value to land reform processes in CRDP sites because apart from tenure reform (which has had a poor record) the potential for land reform in CRDP sites is limited. In several of the case studies the community identified lack of access to land as directly impacting on their food security and ability to secure sustainable livelihoods.

2.3 Is value for money (VFM) being achieved, what resources are being expended incl. per capita expenditure rates?

Average CRDP per capita expenditure across the 18 sites was R3261/ person and R13,138/ household (between June 2009-June 2012) (actual expenditure levels will be higher). A preliminary estimate of the cost to roll out the CRDP to all 2920 rural wards in South Africa (DRDLR's planned intention) would cost a minimum of R61.596 billion. Many examples where VFM is not being achieved in the CRDP have been identified. These relate to both poor efficiency (for example where provided facilities, infrastructure, equipment is not being utilised at all or utilised effectively and therefore is not delivering benefits) as well as poor effectiveness where infrastructure or support services is either insufficient or inappropriate in terms of being able to produce the intended desired results. It is therefore imperative that a range of measures are put in place to address the underlying causes behind these VFM challenges so that future up scaling of the CRDP achieves better VFM.

3. SUMMARY OF KEY RECOMMENDATIONS[1]

- Strengthen the CRDP's Institutional Arrangements and Integrated Planning Process by strengthening inter-governmental coordination and integrated planning (including site level Integrated Development Frameworks) and the roles of Provincial Government, as well as strengthening local level Institutions by ensuring that each CRDP site has a dedicated full-time project manager, a consultation process takes place with local government to agree on specific measures to strengthen municipal involvement in the CRDP, measures are put in place to strengthen COS operating in each site as well as to strengthen Technical Committees.
- Improve the CRDP's Attainment of Policy Goals by taking measures aimed at:
    - Improving the CRDP's Strategy to Mobilising and Empowering Communities;
    - Improving the CRDP's Rural Job Creation Model;
    - Improving the CRDP Approach to Targeting Vulnerable Groups;
    - Improving the CRDP's Value for Money.

These measures include, but are not limited to, the following:

- Development of revised and more detailed Theories of Change for the following two key components of the CRDP: (i) Community Mobilisation and Empowerment; (ii) The CRDP Job Model (including value chain and enterprise development).
- DRDLR to initiate a process to ensure that national norms and standard for the delivery of infrastructure in rural areas are developed where relevant.
- DRDLR should develop a collaborative CRDP Procurement Strategy to maximise economies of scale for the purchasing of inputs needed by CRDP sites.
- DRDLR to ensure that cost-effective technologies are used in rural areas that are simple to maintain by communities, especially with respect to water and energy.

Additional broader recommendations made to promote rural development include: establish smallholder farmers and provide comprehensive extension support; improve the CRDP's role in land reform processes in CRDP sites; refine Government's approach to Traditional Authorities and to Tenure Reform in Communal Areas; initiate a Rural Land Reform Awareness Campaign; and put in place stronger mechanisms for conflict resolution in rural areas.

[1] Implementation of these recommendations can begin in the short term and will often require DRDLR to define and agree what the specific process, and next steps, will be to take forward a particular recommendation. In addition, DRDLR may need to prioritise which recommendations will begin to be implemented when based on an assessment of available management capacity and existing priorities and work-load.

1. CRDP POLICY CONTEXT

1.1 The rationale for the Comprehensive Rural Development Programme

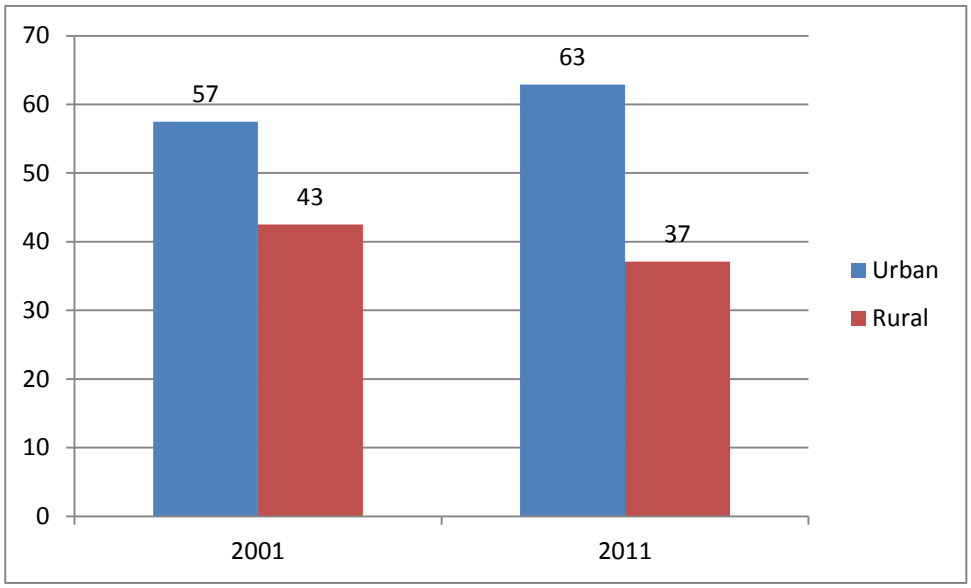
South Africa, like most developing countries, is undergoing a process of urbanisation. Between 2001 and 2011 the urban population increased from 57% to 63% (the rural population was 37% in 2011) (Statistics SA, 2011). In the context of a growing population, this represented an increase in 6.789711 million people living in urban areas and a small increase of 161,073 people living in rural areas (Statistics SA, 2011). Of course, there are complex migration patterns and relationships (e.g. financial remittances) between urban and rural areas lying behind these statistics.

Table 1 Distribution of the South African population by Urban and Rural Location

Geo Type	2001 %	2001 Number	2011 %	2011 Number
Urban	57	25 769 619	63	32 559 330
Rural	43	19 050 157	37	19 211 230
Total	100	44 819 776	100	51 770 560

Source: Statistics SA

Table 2 Percentage distribution of the South African population by Urban and Rural Location



Source: Statistics SA

The DRDLR (2010) defines rural areas as sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed throughout these areas. Furthermore, they include large settlements in the former homelands, created by apartheid removals, which depend considerably on migrant labour and remittances for their survival. 'Rurality' is defined by the DRDLR as a way of life, a state of mind and a culture which revolves around land, livestock, cropping and community. Some analysts have stressed the need for a more nuanced definition of the rural. Defining rurality in terms of land and agriculture alone does not help one understand the dynamics in the communities and the growing number of rural people whose livelihoods are not linked to the exploitation of natural resources (Alemu, 2012).

Mostly, the rural has been associated with certain geographical spaces. This has presented challenges in the understanding of poverty and inequality in South Africa. Nabudere (2006), for instance, has stressed the unequal relationships that exist between the different sectors of the South African society and its economy. He argued that:

"On the one hand you have the 'skyscraper economy'; on the other hand you have the 'shanty economy'. The gulf is what we are discussing here. It is not a geographic situation of the 'rural' being in the village, of course, that is part of it. But the 'rural' is nearer to Johannesburg than we imagine; it is in Soweto and the surrounding ghetto towns. If you look at the Johannesburg City and its relationship with Soweto and other ghetto towns, the relationship is that of the 'rural' and 'urban' in that relationship. So 'rurality' is not very much to do with physical-geographical space. It has become more. What we are talking about in effect is exploitation, exclusion, poverty-creation and impoverishment of majorities by the rich minorities in these socio-economic spaces called the 'rural' and 'urban.' It is a dichotomisation of the same reality".

What we can learn from Nabudere (2006) is that there is exploitation and marginalisation within the same geographical spaces. Understanding this will ensure that programmes and initiatives that are meant to benefit the communities will be properly designed to make sure they are not captured by the rural elite.

The development of rural areas in South Africa has posed challenges for past governments as well as the present government. Of particular concern is the fact that the South African economy has, and continues to, develop and generate extreme income and developmental inequalities between and within geographical spaces. The poverty facing rural areas in South Africa today can be understood to be as a result of the way apartheid shaped access to economic opportunities and government services through rigidly enforced tenure, settlement and labour policies (Gwanya, 2010).

The challenges that are affecting the rural areas in South Africa as identified in the literature include:

- Under-utilisation and/or unsustainable use of natural resources,
- Poor or lack of access to socio-economic infrastructure and services, public amenities and government services,
- Lack of access to water or lack of water sources for both household and agricultural development,
- Low literacy, skills levels and migratory labour practices,
- Decay of the social fabric of societies,
- Unresolved restitution and land tenure issues,
- Dependence on social grants and other forms of social security,
- Unexploited opportunities in agriculture, tourism, mining and manufacturing.

1.2 The Comprehensive Rural Development Programme (CRDP)

The CRDP was born out of the resolutions of the ANC National Conference in 2007. The resolutions on Rural Development, Land Reform and Agrarian Change sought to address many challenges affecting the rural areas in South Africa. Such factors included the need to address poverty, joblessness, and limited livelihoods in rural areas, insecure land tenure, lack of infrastructure and basic services and lack of access to productive land (ANC, 2007).

The need for the CRDP arises from the fact that the estimated 19 million rural people have a right to basic necessities such as electricity, water, flush toilets, roads, entertainment, sport centres, retail services, schools and agricultural production opportunities.

The CRDP was defined in a Concept Document which was developed between May-July 2009 shortly after the new Department of Rural Development and Land Reform was formed. The programme is also directly linked to government's Outcome 7: 'Vibrant, equitable and sustainable rural communities and food security': Outcome 4: 'Decent employment through economic growth'; Outcome 10: 'Sustainable natural resource management'; and Section 27 of the Constitution which obliges the state to 'foster conditions which enable citizens to gain access to land on an equitable basis' (CRDP Evaluation TOR, 2012).

Apart from improving the standards of living and welfare, it also seeks to rectify past injustices through rights-based interventions as well as addressing skewed patterns of distribution and ownership of wealth and assets. Therefore, the CRDP is premised on a three-pronged strategy which focuses on agrarian transformation, rural development and land reform.

The CRDP's Agrarian transformation goal aims to increase production and sustainable use of natural resources, "establishment of rural business initiatives, agro-industries, co-operatives, cultural initiatives and vibrant local markets in rural settings, the empowerment of rural people and communities (especially women and youth), and the revitalisation of old, and revamping of new economic, social, and information and communication infrastructure, public amenities and facilities in villages and small rural towns" (DRDLR, 2009; Nkwinti, 2009).

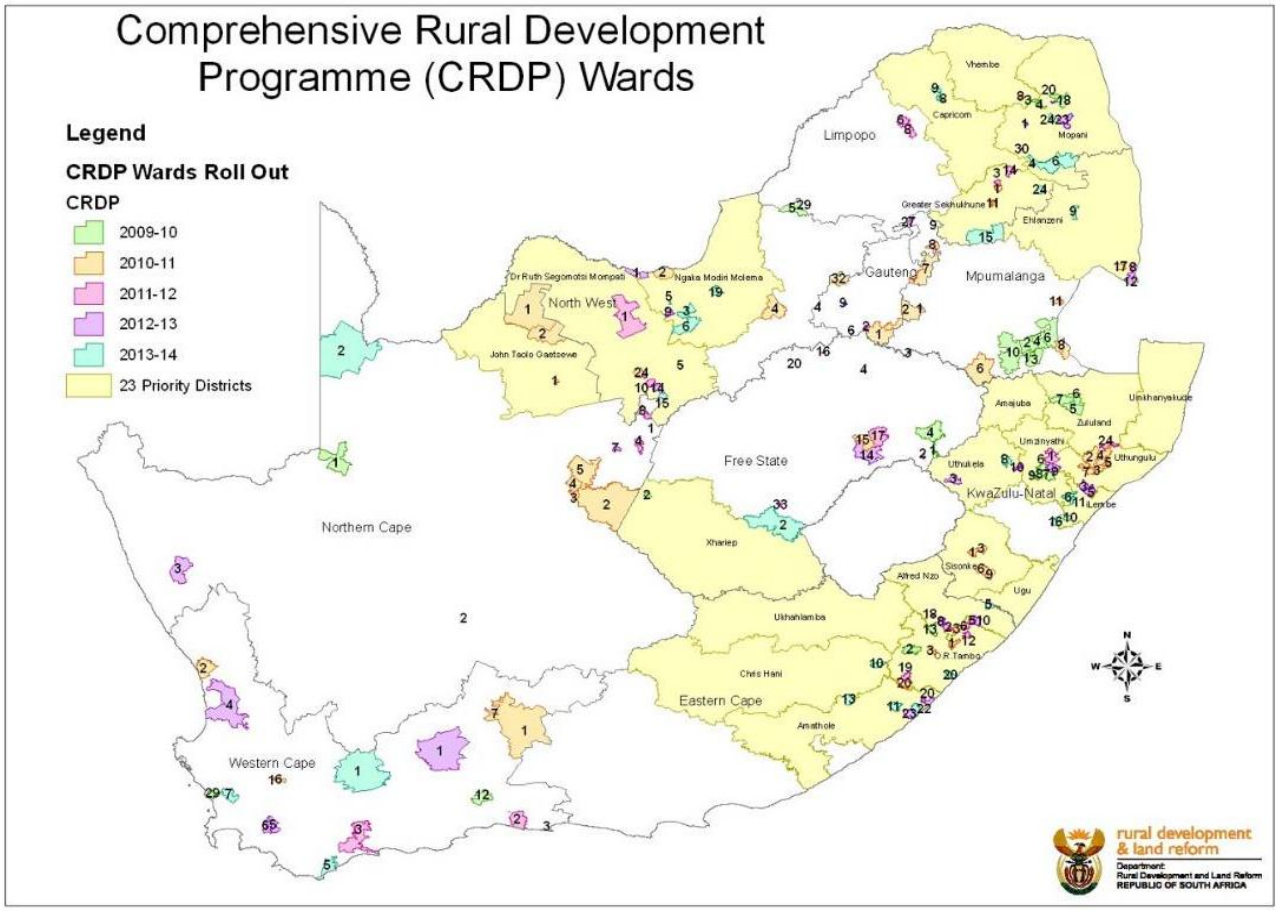
Under rural development, the department seeks to enable rural people to "take control of their destiny, thereby dealing effectively with rural poverty through the optimal use and management of natural resources". The people are put at the centre of development and encouraged to participate and take initiatives to improve their lives.

Under land reform, the CRDP aims to improve the pace towards redistributing 30 percent of agricultural land to blacks by 2014; improving the pace of tenure reform and settlement of outstanding claims (Nkwinti, 2009).

The rationale is to enable rural people to take control of their destiny with support from government, and thereby address rural poverty effectively through the optimal use and management of natural resources.

The programme is said to be different from past government strategies in rural areas in that it embraces a proactive, participatory, community-based planning approach rather than an interventionist approach to rural development (DRDLR, 2009:3). The CRDP's approach is to operate in the poorest rural wards- including those located in the 23 priority districts (see Figure 1 for CRDP sites 2009-2014). The fact that the CRDP operates in some of the poorest, remote and historically underserviced localities in the country means that the programme faces immense challenges in its aim to bring development to these communities.

Figure 1: Map of CRDP Sites 2009-2014 Roll Out



The DRDLR has noted that "the strategic objective of the CRDP is therefore to facilitate integrated development and social cohesion through participatory approaches in partnership with all sectors of society". "The vision of the CRDP is to create vibrant, equitable and sustainable rural communities".

The objectives of CRDP are as follows:

- Mobilising and empowering rural communities to take control of their own destiny with the support of government;
- Create employment of one person per household at each of the CRDP pilot sites for two years through its job creation model;
- Address the needs of communities in rural areas ranging from running water, sanitation, housing and development support; and
- Bring together various stakeholders like other departments, non-governmental organisations business sector and community in order to enhance socio-economic development issues.

The following specific outputs have been developed to achieve the CRDP objectives:

- Sustainable agrarian reform with thriving farming sector;
- Improved access to affordable and diverse food;
- Improved services to support sustainable livelihoods; and
- Rural job creation and promoting economic livelihoods through an enabling institutional environment for sustainable and inclusive growth.

Specific CRDP mechanisms and processes to achieve the outputs include the following:

- Community and household profiling (participatory process) and compilation of a status quo report for the chosen CRDP site;
- Establishment of key institutional arrangements e.g. Council of Stakeholders, Technical Committees, Implementation Forum and Political Champions etc.;
- Mobilisation and empowerment of communities to participate in development initiatives;
- Infrastructure delivery across many sectors and involving several government departments and spheres and other strategic partners to meet basic needs and create a conducive environment for economic and social development; and
- Enterprise and economic livelihoods support including (but not limited to): skills development, temporary public works employment, establishing cooperatives, establishing food gardens, establishing and supporting smallholder farmers and subsistence producers etc.

The CRDP is premised on three phases of which the majority of CRDP sites are still in the first phase:

- **Phase One:** is regarded as an incubator stage which focuses on meeting basic human needs;
- **Phase Two:** is regarded as the entrepreneurial development stage where medium to large-scale infrastructure development is the driver; and
- **Phase Three:** focuses on supporting the emergence of rural industrial and financial sectors which is driven by small, medium and micro enterprises and village markets.

According to the DRDLR, the CRDP's design is based on lessons learnt from pilot sites selected through socio-economic profiling, community participatory processes and intergovernmental co-operation. The programme is said to be different from past government strategies in rural areas in that it is premised on a proactive participatory community-based planning approach rather than an interventionist approach to rural development (DRDLR, 2009:3).

The CRDP's job creation model creates para-development specialists at ward level that are equipped to train and mentor selected community members so that they become gainfully employed (Gwanya, 2010:19). Development at site level is also facilitated by institutional building to improve the capacity of the communities to manage development initiatives. The Council of Stakeholders (COS) is the institution that brings together different stakeholders in the community, private sector and government. It should embrace representatives of such organisations and is located at the site. The COS is established to enforce compliance with the conditionalities for the state support to the CRDP beneficiaries; ensure compliance to the agreed code of conduct and support the implementation of the disciplinary code and; to plan and implement projects together with the CRDP technical committees and play an oversight and monitoring role (p. 16).

The CRDP is a complex and cross-cutting programme which requires effective partnership between a number of stakeholders across all spheres of government, among numerous departments, as well as with civil society. Ensuring that these numerous stakeholders are clear about their roles and responsibilities and are mobilized effectively to coordinate planning, budgeting and implementation of the CRDP is crucial to the success of the programme. The CRDP is facilitated by a complex set of interrelated institutional arrangements such as the Council of Stakeholders, Technical Committees and Political Champions which bring all the various stakeholders together to contribute to the aims of the

CRDP (these institutional arrangements are described in more detail in Section 3.1). The DRDLR has been tasked with the role of coordinator (as well as initiator, facilitator and catalyst) which is guided by the "principles of cooperative governance and the Intergovernmental Relations Framework Act, 2005" (CRDP Concept Document, 2009). Coordinating these numerous and diverse stakeholders effectively poses tremendous challenges to the DRDLR as does the very 'comprehensive' scope of the programme.

1.3 The Purpose of the CRDP Implementation Evaluation

The purpose of the evaluation is to:

- Assess whether the institutional arrangements that were set in place to support the implementation of the CRDP, such as political champions, council of stakeholders, and the CRDP technical committee are appropriate and clear about their roles and responsibilities;
- Assess whether the CRDP is achieving its policy goals; and
- Recommend how the programme can be strengthened and up-scaled through learning from what has been done.

The scope of the evaluation will cover the implementation of the CRDP from its inception in 2009 until June 2012. The evaluation will respond to the following questions as set out in the Terms of Reference:

- To what extent were the objectives set for the CRDP achieved / are likely to be achieved in the future?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- The extent to which a program is reaching the appropriate target population?
- Are CRDP projects implemented according to CRDP principles and the CRDP implementation cycle? E.g. whether they are implemented in a coherent/co-ordinated manner?
- How can the work of different departments and spheres of government be aligned around core priorities of rural development?
- Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities?
- Is value for money being achieved?
- What are the expenditure rates per capita?
- How can the programme be strengthened and up-scaled with less expenditure per household?
- What resources are being expended?
- Are communities benefiting from the CRDP intervention?
- Are there particular problems being encountered or specific barriers experienced with the transition from the first phase to the second and third phases?
- How well is service delivery organised? Whether or not service delivery is consistent with program design?
- How well does the CRDP compare with other countries that have implemented similar programmes?

These questions have been clustered due to their inter-linkages and will be addressed in the following core themes and report sections (Table 3):

Table 3 CRDP Evaluation Questions Clustered by Report Section and Theme

Theme & Evaluation Questions

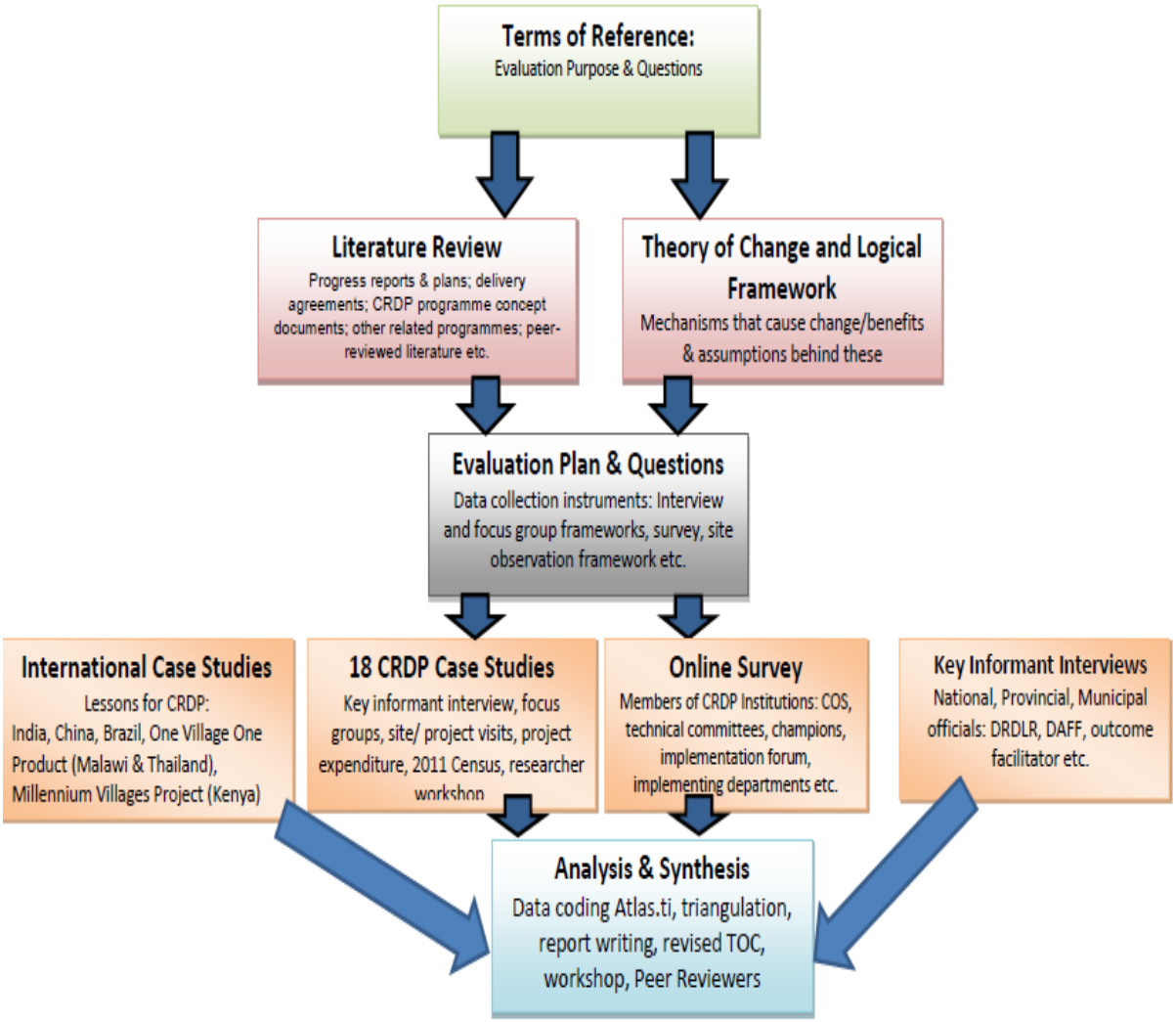
report section	
3.1 Institutional arrangements for effective CRDP Implementation	• Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities? • How well is service delivery organised? Whether or not service delivery is consistent with program design? • How can the work of different departments and spheres of government be aligned around core priorities of rural development?
3.2 Achieving CRDP objectives	• To what extent were the objectives set for the CRDP achieved / are likely to be achieved in the future? • What were the major factors influencing the achievement or non-achievement of the objectives? • The extent to which a program is reaching the appropriate target population? • Are communities benefiting from the CRDP intervention? • Are CRDP projects implemented according to CRDP principles and the CRDP implementation cycle? E.g. whether they are implemented in a coherent/co-ordinated manner? • Are there particular problems being encountered or specific barriers experienced with the transition from the first phase to the second and third phases?
3.3 CRDP Value For Money	• What resources are being expended? • What are the expenditure rates per capita? • Is value for money being achieved? • How can the programme be strengthened and up-scaled with less expenditure per household?
3.4 CRDP in relation with international case studies	• How well does the CRDP compare with other countries that have implemented similar programmes?

2. METHODOLOGY

2.1 Research Methodology

Data from a variety of sources has been collected, triangulated and analysed so as to provide a balanced and rich perspective from which to interrogate the evaluation questions. The overall methodology is summarised in the Figure 2 below:

Figure 2 Overall Methodology for the Implementation Evaluation of the CRDP



The sources of data included a desktop literature review, an on-line survey of participants in the various national, provincial and local CRDP structures, 18 case studies of CRDP sites, five desktop international case studies of rural development programmes in middle-income countries and key informant interviews and workshops with government stakeholders. A thorough evaluation plan including detailed evaluation questions guided the analysis of data collected from each of these sources. Detailed data collection instruments were created for interviews, focus groups, workshops and site visits. Data from each of the sources was coded according to evaluation criteria using a qualitative data analysis software- ATLAS.ti.

A Desktop Literature Review: which drew on critical peer-reviewed journal articles and other research reports; a selection of internal documents and reports describing the CRDP programme concept; and reports on what has been delivered and what mechanisms, processes, and systems are in place.

Key Informant Interviews: were conducted with key officials at national level from DRDLR, DAFF as well as the DRDLR Outcome facilitator. Interviews were also conducted at provincial level by the case study researchers with officials including, but not limited to: REID and RID Chief Directors, DAFF Chief Directors, ward councillors, municipal officials, community leaders, traditional leaders, extension officers, NGOs, CRDP beneficiaries and general community members. Interviews were recorded with voice recorders as well as typed interview transcripts and summaries.

An On-line CRDP Institutional Survey: was circulated to 242 individual members of CRDP institutions operating at national, provincial, district and local levels. The survey captured responses relating to whether the institutional arrangements that were set in place to support CRDP implementation are appropriate and clear about their roles and responsibilities. There was a 30% response rate for this survey which is sufficient taking into consideration the notoriously poor response rate generally expected for on-line surveys.

5 International Case Studies: were conducted of rural development programmes in middle income countries including: India, China, Brazil, The One Village One Product model in Malawi and Thailand and the Millennium Village Model in Kenya. These case studies were analysed in terms of key success factors and potential lessons relevant to the CRDP's goals and were used to identify innovative approaches to rural development which can potentially inform an improved CRDP programme.

18 Case Studies of CRDP Sites: two CRDP sites in each of the nine provinces were case studied and included a total of 110 key informant interviews and 52 focus group workshops involving over 500 CRDP participants and beneficiaries. The original provincial CRDP pilot site in each province was evaluated, along with one additional site in each province. A representative sample of sites were chosen including: a cross-spectrum of more or less successful sites; sites at different stages of implementation; sites with different types of CRDP interventions having been implemented; and with different contextual factors (e.g. sites in and out of the former homeland areas; sites in and out of the 23 priority districts; sites with and without a COS; sites with and without active land reform project etc.)

The sample of 18 CRDP sites (see Table 4 below) which were chosen for case studies covered 30 rural wards. The scope of this evaluation is between the CRDP's inception in July 2009 and June 2012. As in the 2011/12 financial year the CRDP was active in 95 rural wards across the country. The sample size case studied for this evaluation therefore amounts to 31.5% of all active CRDP sites as of 2011/12 financial year.

The methodological purpose of site selection was to try and deduce what variables may be supporting or impeding success.

The following criteria, developed with input from the DRDLR, were used to select the 18 sites to ensure a cross-spectrum of the 9 sites, with the 9 original pilot sites being included automatically, which ensure a mix of CRDP interventions and phases:

- Site/ Ward Active Since 2010/11 Financial Year (YES/ NO);
- Council of stakeholders (YES /NO);

- Land Reform Projects (YES/ NO);
- CRDP Job Model Only at Phase 1 Basic Infrastructure/ Needs (YES /NO);
- CRDP Job Creation Model Phase 2 Active Enterprise Development (YES/ NO);
- CRDP Job Creation Model Phase 3 Active Small Medium Micro Industries (YES/ NO);
- Well-Functioning Provincial Steering Committee (YES/ NO);
- Located in Former Homeland Area (YES/ NO);
- Predominantly Communal Tenure (YES/ NO);
- Cooperatives Registered YES/ NO;
- Household Profiling Done (YES/NO);
- Development Projects Initiated/Supported (YES/NO);
- Food Security Projects Initiated (YES/NO); and
- Well-Functioning Village Sector Committees (YES/NO).

The case study sites which were identified are reflected in Table 4 below, identified by local municipality and ward numbers.

Table 4: CRDP Case Study Sites selected for the evaluation (Identified by local municipality and ward number(s)

Province	CRDP Pilot Site	CRDP Additional Site
Gauteng	Devon, Lesedi (ward 13)	Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105)
Western Cape	Dysselsdorp, Oudtshoorn (ward 10 & 12)	Bella Vista & Nduli, Witzenberg(wards 1 & 6)
Free State	Diyatalawa & Makgolokweng, Maluti a Phofung(ward 1 & 4)	Jacobsdal, Letsemeng (ward 2)
KwaZulu-Natal	Msinga (wards 10,11,12,13 &15)	Vryheid, Abaqulusi (wards 5,6 & 7)
Eastern Cape	Mhlontlo (ward 2 &13)	Ingquza Hill (ward 1)
Northern Cape	Riemvasmaak, Kai Garib (ward 1)	Joe Morolong (ward 1& 2)
Mpumalanga	Donkerhoek, Mkhondo (ward 2)	Pixley ka Seme (ward 6)
North West	Mokgalwaneng and Disake, Moses Kotane (ward 5 & 29)	Tshidilamolomo, Ratlou (ward 1)
Limpopo	Muyexe, Greater Giyani (ward18)	Makhado (ward 8)

Each case study involved fieldwork which included site visits, interviews and focus group discussions (see Table 5 below) as follows:

Table 5: 18 CRDP Case Studies with Numbers of Key Informant Interviews and Focus Groups Conducted

Province	Site name	Key Informant Interviews	Focus Group Discussions			
			General Community Members Focus Group	Enterprise and livelihoods Focus Group	Women only Focus Group	Council of Stakeholders and Technical Committee FG
Eastern Cape	Ingqusa Hill	7	1	1	1	0
Eastern Cape	Mhlontlo	3	0	1	1	0
Free State	Jacobsdale	4	0	0	0	1
Free State	Diyatalawa and Makholoweng	8	0	0	0	1
Gauteng	Devon	6	1	1	1	1
Gauteng	Sokhulumi	7	1	1	1	1
KZN	Abaqulusi	6	1	1	1	1
KZN	Msinga	6	1	1	1	1
Limpopo	Makhado	6	1	1		1
Limpopo	Muyexe	8	1	1		1
Mpumalanga	Mkhondo	4	1	1	1	1
Mpumalanga	Pixely Ka Seme	6	1	1	1	1
Northern Cape	Joe Morolong	5	1	1	0	1
Northern Cape	Riemvasmaak	5	1	1	0	1
Western Cape	Dysseldorp	11	1	1	0	1
Western Cape	Witzenberg	6	1	1	1	0
North West	Moses Kotane	6	1	0	0	0
North West	Ratlou	6	1	1		
Totals		**110**	**15**	**15**	**9**	**13**

The CRDP Evaluation Fieldwork Report contain the 18 case study reports.

2.2. Challenges Impacting on Results

The short period assigned for fieldwork for the 18 case studies of CRDP sites has implications for how thorough the findings were. Limited time was allowed for verification of data provided by key informants and only a limited volume of key informant perspectives could be recorded which restricts the extent to which findings can be generalised. Nevertheless, many of the findings were repeated across the CRDP sites which were case studied which lends confidence to the findings (see Annexure 2).

Several challenges were experienced during the site selection process which had implications on the research process as well as eliciting process challenges within DRDLR. Researchers relied on provincial REID directors to put forward three additional sites (from which one site was chosen by the service provider for case study) and to indicate which sites were active and what criteria applied to them. Challenges experienced included: some provinces putting choices forward without filling in the criteria; some provinces only putting forward one choice; some provinces not responding at all; and several provinces providing us with incorrect data (especially in respect of incorrect ward numbers or sites which had not been active for as long as we requested).

A challenge was experienced with obtaining a consolidated and updated document which clearly outlined all active CRDP sites and the respective (updated) ward numbers. The documents that were received from DRDLR's SPLUM branch represented conflicting data regarding which sites were active and which wards they covered. Some of the documents received were *planning* documents and so although they reported a site to be active in a specific year this had not always materialized in practice. An implication of this for example was that in the absence of sites put forward (with criteria indicated) by the Eastern Cape REID branch, the service provider chose the additional site from a SPLUM document which indicated that Ingqusa Hill (ward 1) had been active since the 2010/11 financial year, only to find out during fieldwork that since being declared a CRDP site in 2010/11 no specific projects had been implemented. The impact of this on the evaluation is that 1 ward out of the 30 that were case studied did not provide any real value to the evaluation besides eliciting process challenges within the DRDLR itself regarding reporting procedures on CRDP sites. At a later stage in the evaluation process another document was received which is believed to be an updated document, however it's accuracy could not be confirmed since it still refers to sites as *'proposed'* CRDP sites. It is clear that the reporting procedures of the CRDP (and the DRDLR) are weak; which is one key element this evaluation will focus on in its recommendations to improve the programme.

In spite of these challenges, the case studies added a lot of value to the evaluation process and common themes and lessons emerged out of all of them which were further reinforced by the findings from other sources of data. Fourteen different rural development and land reform specialists were mobilised to conduct the case studies which also ensured that a balanced view was achieved and minimised personal bias from impacting on the results.

3. RESULTS AND FINDINGS

This section summarises the key findings of this evaluation. Due to the interrelated and cross-cutting nature of the evaluation questions (as set out in the TOR) the report has been structured according to four core themes which together address all the various elements of the evaluation questions, as follows:

- Are the CRDP's institutional and service delivery arrangements effective in supporting CRDP implementation?
- Is the CRDP achieving its 5 main policy objectives?
- Is the CRDP achieving Value for Money?
- How does the CRDP compare to other international rural development programmes?

3.1 Assessment of the CRDP's Institutional and Service Delivery Arrangements for CRDP Implementation

The inter-related evaluation questions which are addressed in this section include:

- Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities?
- How well is service delivery organised? Whether or not service delivery is consistent with program design?
- How can the work of different departments and spheres of government be aligned around core priorities of rural development (Section 4.1 recommendations also address this question).

3.1.1 Introduction

The effective functioning of the institutional arrangements of the CRDP is critical if the programme is to meaningfully impact on achieving its ambitious objectives.

This section begins with an overview of the intended CRDP institutional arrangements including their roles. Evidence is then reviewed on the extent to which these arrangements are effectively fulfilling these roles, strengths and weaknesses of selected CRDP institutional and service delivery arrangements, and suggestions from survey respondents as to how CRDP institutional and service delivery arrangements can be strengthened. This section concludes with some observations on the evaluation question "how can the work of different departments and spheres of government be aligned around core priorities of rural development?"

3.1.2 Overview of Intended CRDP Institutional Arrangements

The 2009 CRDP Concept document identified the following intended CRDP institutional arrangements:

List of Key CRDP institutional arrangements:

- **Political Champion:** President of the Republic of South Africa;
- **National Champion:** Minister of DRDLR;
- Provincial Champions: Premiers;
- **Local Champions:** MECs and Local and District Mayors;
- **Technical Champions:** Directors-General and the Heads of Departments in provinces;

- **District Implementation Forums:** Constituted by Municipal Managers, Ward representatives, representatives from Council of Stakeholders and chaired by District Mayors;
- **Provincial Coordinating Forum**: **constituted by District Mayors, Heads of Departments (HoDs) and chaired by the MECs;**
- **Technical Committees**: Comprised of provincial sector departments with a project management role;
- **Technical Committee Forums;**
- **Council of stakeholders**: Representatives from government departments, business, NGOs, traditional leaders, community and ward committees etc.;
- **Operational groups/households:** Formed of around twenty cooperatives/enterprises;
- **Interdepartmental structures** such as Multi-sector committees; and
- Service delivery agreements and strategic partnerships.

The 2009 CRDP Concept Document describes the following CRDP institutional arrangements in terms of intended roles (p. 27-28):

Political Champions

Clear institutional arrangements should be considered if coordination of efforts directed to rural areas is to be achieved. The Minister of Rural Development and Land Reform is the national political champion of the CRDP. At Provincial Level the Premier is the CRDP champion. The Premier may appoint an MEC with a rural development function to be the driver of the CRDP in the Province. The Premier shall assist the DRDLR in getting the commitment of all Stakeholders so that we can get the desired results from the integrated implementation of the CRDP. Other stakeholders will include local and district municipality Mayors.

Council of stakeholders (COS)

A Council of Stakeholders (COS) consisting of members of community based organisations and forums, school government bodies, government (national, provincial and local), community policing for a, ward committees, etc. should be established. The Council of Stakeholders must, inter alia:

- Enforce compliance with national norms and standards for the State's support to the CRDP beneficiaries;
- Ensure compliance to agreed codes of conduct;
- Manage the implementation of the disciplinary codes; and
- Support the disciplinary panels in the implementation of the codes.
- Identify community needs and initiate project planning
- Play an oversight and monitoring role

In many instances, the intention is that the COS should be established as a Non Profit Organisation legal entity. This is important in terms of the potential to providing a community-driven platform to receive operational funding and potentially leverage other funding sources into the future. Ideally COS should focus on:

- Information sharing and communication with all stakeholders (public and private); and
- Organising the community to be well structured within its sectors to respond effectively to socio-economic opportunities.

COS thus differ from ward committees in that the COS focus is much broader than just municipal service delivery and has broader representation to address broader socio-economic opportunities.

CRDP Technical Committee

The technical committee will implement decisions undertaken by the COS. These committees will comprised of provincial sector departments. They will primarily have a project management role and their composition will be dependent on the type of projects that will be implemented for a particular area. There can therefore be one or more technical committees as per the identified needs of the community.

Operational groups/households

It is Manageable Operational Groups of twenty/ Co-operatives/ enterprises with the view of better co-ordination, collaboration, commitment and effectiveness and to ensure that households have technical people to train them and to create job opportunities. Each project will create jobs where one member of the household will be employed on a two year contract in line with the Expanded Public Works principles. Skills required by each project will be identified and compared with available skills in the community. Where such skills are lacking the support of the department of Labour and SETAS and other relevant stakeholders will be sought. Secondly the households will be profiled to determine their needs and who will be employed. Discipline within the groups is critical for successful implementation of sustainable rural development.

Strategic Partnerships

These would include partners who would provide technical, financial and human resources to fulfil the objectives of the CRDP mandate. Partnership protocols will also be developed with these stakeholders.

The following sectors/organisations are currently recognised as strategic partners by the DRDLR:

- Relevant Government Departments;
- Development Bank of Southern Africa;
- Independent Development Trust and other state-Owned Enterprises;
- Non-governmental organisations;
- Land Bank and other development financial institutions; and
- Commercial Banks.

CRDP Institutional Responsibilities Across all Spheres of Government (National, Provincial, District and Local:

In 2011 The Minister of Rural Development and Land Reform Mr GE Nkwinti explained the role of each sphere of government regarding CRDP implementation as follows:

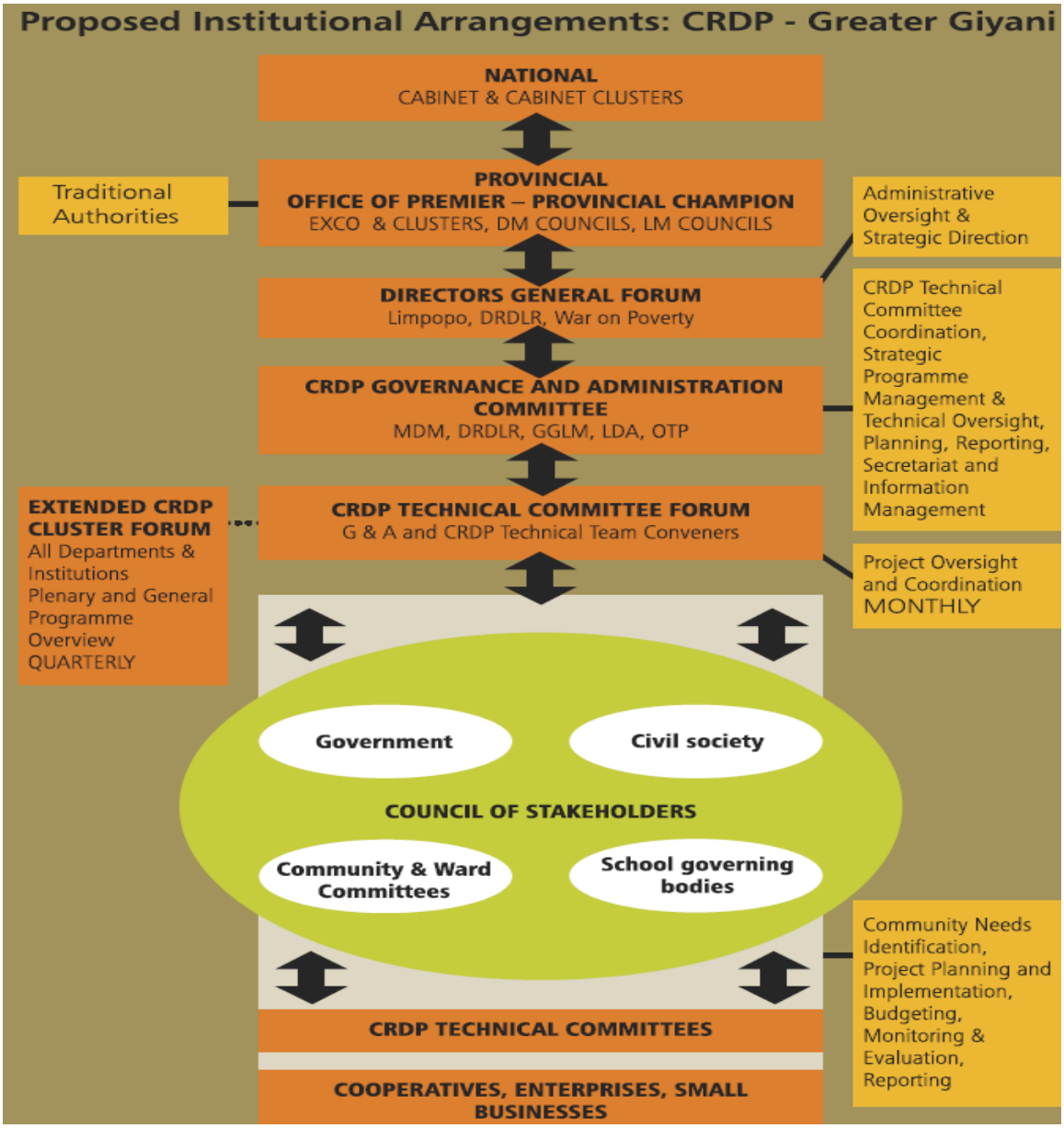
"Whilst the Ministry will be responsible for CRDP programme development, policy and legislation development, coordination and setting norms and standards, the provinces will be responsible for monitoring and evaluating the implementation of the CRDP with the Premiers

being the CRDP champion at provincial level. The Districts on the other hand, will be responsible for the actual implementation of the CRDP at ground level.

Provincial Coordinating Forums, to be constituted by District Mayors, Heads of Departments (HoDs) and be chaired by the MECs, should be established and meet once every two months for evaluating district reports, which are to be consolidated into provincial reports.

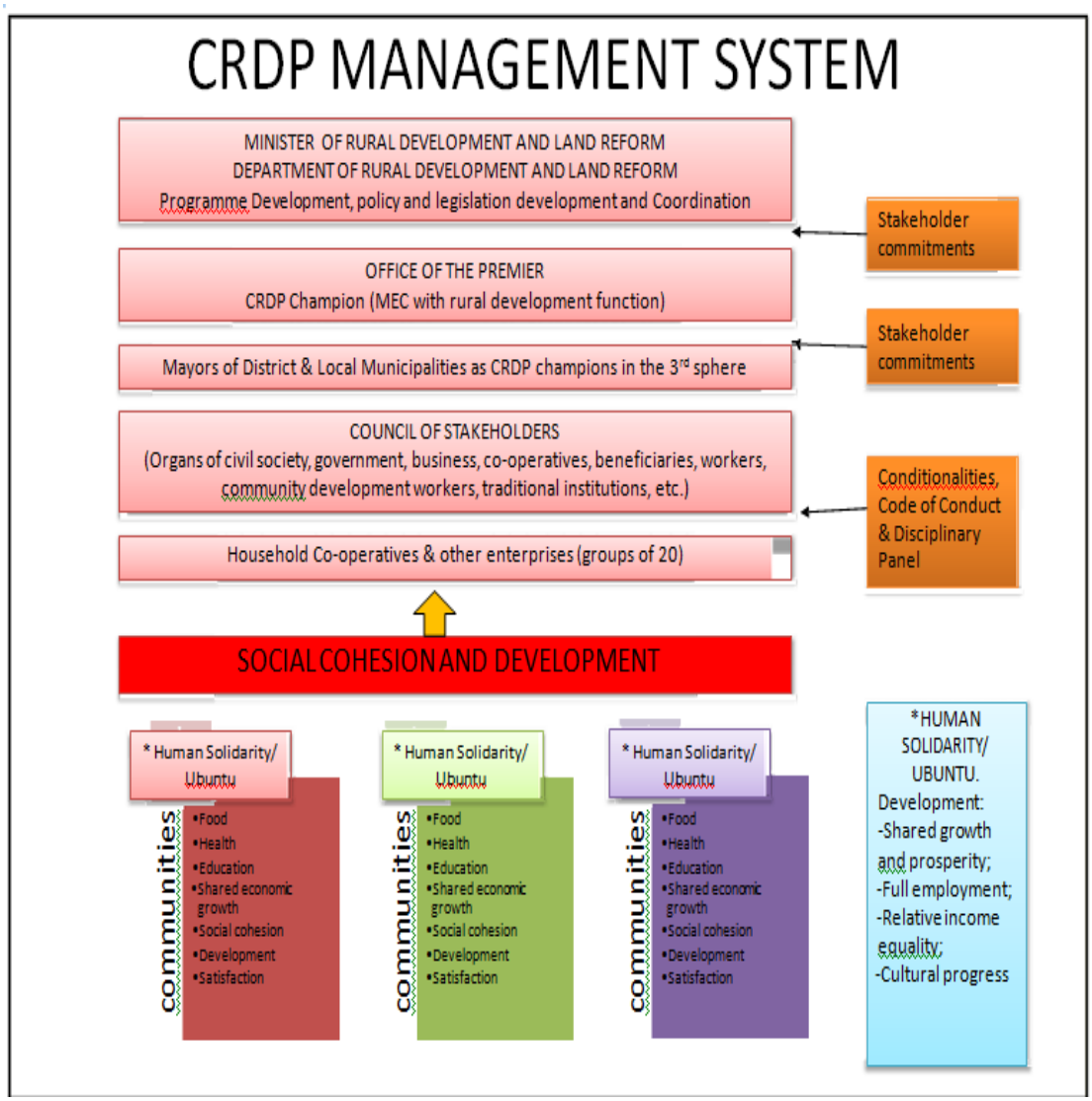
At the district level, District Implementation Forums, constituted by Municipal Managers, Ward representatives and representatives from Council of Stakeholders and chaired by District Mayors will also meet once in two months, to look specifically at the implementation and coordination of the CRDP at local level". The intended CRDP institutional arrangements are portrayed in Figure 2 below as contained in the 2009 CRDP Concept Document:

Figure 2: CRDP Pilot Project Institutional Arrangements: 2009



A more updated institutional framework called the CRDP Management System is contained in the 2010 Outcome 7 Delivery Agreement as follows:

Figure 3: CRDP Management System



At local level, a COS, consisting of members of community based organisations, NGOs, social partners, sector departments, local government structures (ward committees and community development workers, traditional institutions), is established to:

- Enforce compliance with the conditionality's for the state support to the CRDP beneficiaries;
- Ensure compliance to the agreed code of conduct and support the implementation of the disciplinary code; and
- Be responsible for planning and implementation of projects together with the CRDP technical committees and play an oversight and monitoring role.

The COS composition is dependent on the needs, potential and opportunities identified in the area through a rapid appraisal process which is facilitated by DRLR.

The CRDP is implemented by two core branches within DRDLR:

1. Social, Technical, Rural Livelihoods and Institutional Facilitation (STRIF) (recently re-names Rural Enterprise and Industrial Development): This branch engages in various needs profiling at a local level to prioritise local needs which then inform infrastructure delivery and linked job creation efforts, as well as enterprise development efforts.
2. Rural Infrastructure Delivery (RID): This branch is primarily focused on the roll-out of economic, social, cultural and ICT infrastructure in CRDP sites in rural wards.

In additional Spatial Planning and Land-use Management Branch (SPLUM) and Disaster Management supports these two branches with planning information and disaster management support.

The DRDLR's intended roles in infrastructure development are as follows[2]:

The Department of Rural Development and Land Reform act as an initiator, facilitator and coordinator and catalyst in rural development interventions:

- Facilitates and coordinates infrastructure development: The Department will play an active role in the facilitation of communities and will also facilitate interventions in areas where the Department has no expertise/funding but has identified other sector departments/stakeholders to contribute to the CRDP vision for that area/province. The department will coordinate strategies, policies and mobilise resources from stakeholders to contribute to the objectives of the rural development programme.
- Initiates and acts as a Catalyst for the provision of infrastructure: The Department will initiate interventions/strategies in rural areas as part of an integrated approach and support projects that bring about the transformation of rural areas.

According to the DRDLR's Strategic Plan 2010-13:

Effective and efficient delivery on the rural development and land reform mandate would require commitment and collaboration across all spheres of government in the areas of resource allocation, planning as well as implementation.

The Branch (multi-sector Committee) will also assist in the creation of orderly and sustainable rural settlements by ensuring alignment and harmonisation of rural development plans to existing planning frameworks including Provincial Growth and Development Strategy (PGDS)/ Integrated Development Plans (IDPS). To this end the Branch will provide analysis of existing frameworks to determine linkages and identify potential conflicts and also ensure that development plans take into cognisance existing environmental tools.

The Branch has four key priorities: social organisation and mobilisation, technical support, skills development, rural livelihoods and food security and institution building and mentoring. The core function of STRIF is to facilitate social cohesion and sustainable rural development through a participatory community based planning approach to enable the rural people to take control of their destiny.

[2]DRDLR Presentation (undated): Comprehensive Rural Development Programme: Rural Infrastructure Development: DDG Leona Archary.

Commitment and collaboration is perceived as the effective and efficient way for the rural development and land reform mandate. A multi-sector Committee with the help of STRIF (Social, Technical, Rural Livelihoods & Institutional Facilitation) as the facilitator, was set up to assist in creating orderly and sustainable rural settlements. In particular, the committee focuses on: social organisation and mobilisation, technical support, skills development, rural livelihoods and food security and institution building and mentoring.

The general CRDP implementation processes are summarized in this diagram from the DRDLR Strategic Plan 2010-2013 (p. 29):

Figure 4: General CRDP implementation processes

3.1.3 Evidence Regarding Institutional Arrangements and Clarity of Roles

Evidence regarding institutional arrangements has been obtained from three main sources:

- A national survey of +-40 participants in various CRDP structures at national, provincial and local level;
- 18 detailed case studies (most of which included a focus group with COS and Technical Committee representatives, as well as key informant interviews with

provincial and municipal officials as well as community members incl. COS stakeholders and traditional leaders). Key evidence of what is working well, and not, is extracted from the case studies; and

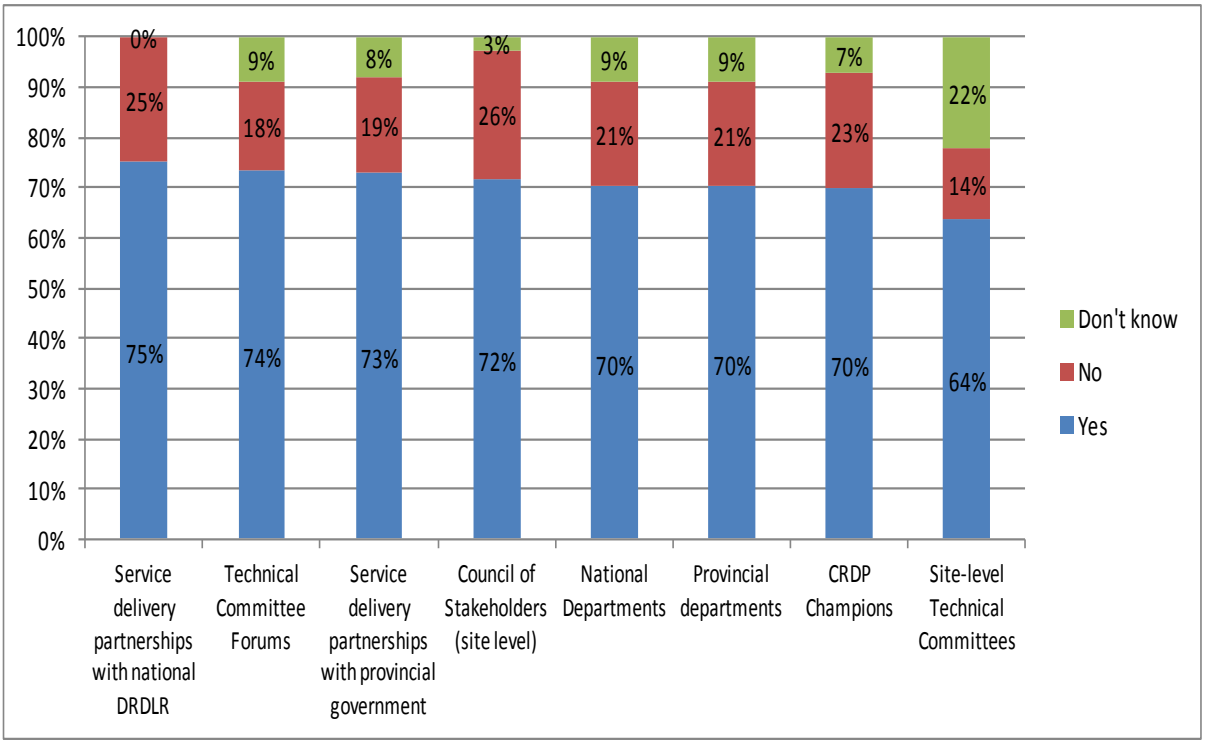
- Key informant interviews with a hand-full of national government officials.

The main findings from the CRDP survey are presented and discussed below in terms of the following themes which were identified as important components of effectiveness in terms of supporting CRDP implementation:

- Clarity of institutional roles and proposed changes to institutional roles
- Main weaknesses of selected CRDP institutions.
- Whether selected CRDP institutions had a written TOR.
- Whether appropriately senior officials regularly attend selected CRDP institutions.
- Whether the DRDLR is effective in its 3 infrastructure roles (initiator, facilitator and catalyst, and coordinator) and potential changes that may be required.

In terms of the various CRDP structures being clear on their defined roles, between 14-25% of respondents believe that the various CRDP institutions are not clear about their roles in supporting implementation of the CRDP (see Figure 5 below):

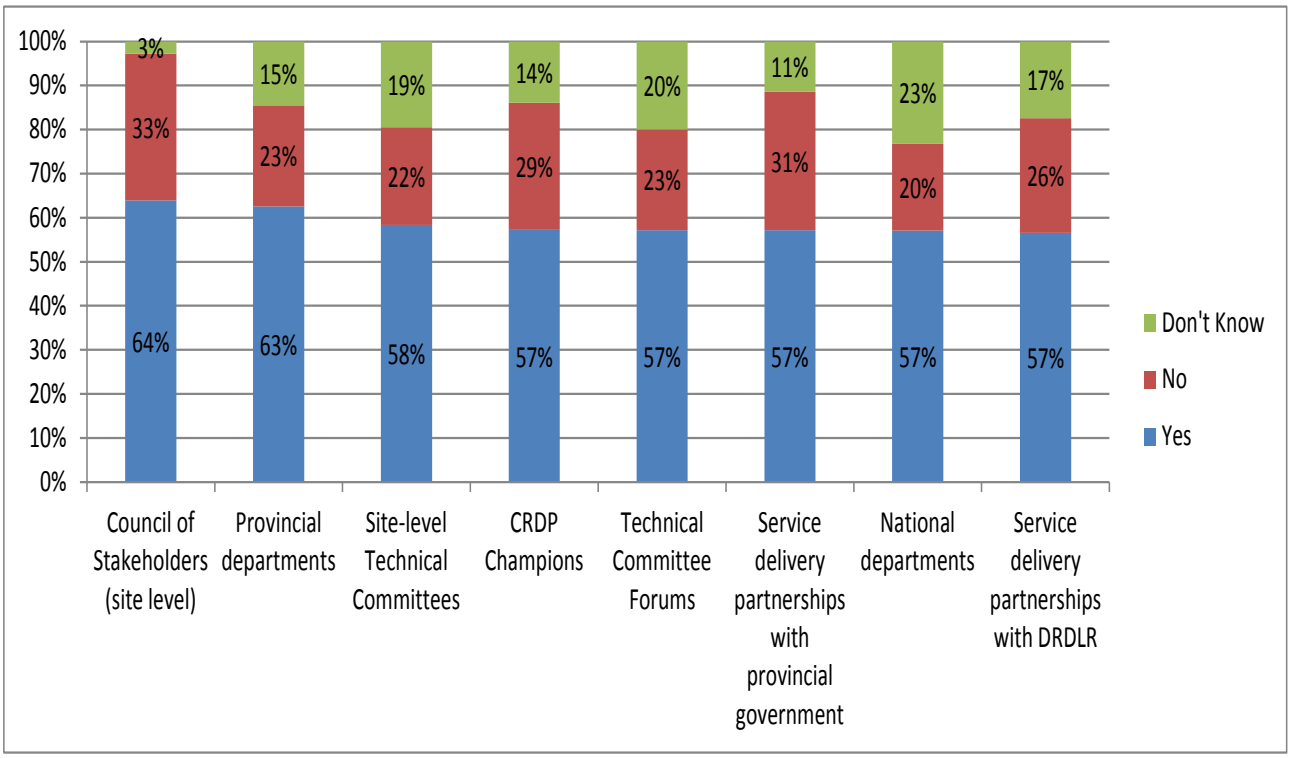
Figure 5: Do you believe that each of the following organisations / institutions are, on the whole, clear about their roles in supporting the CRDP



Source: Impact Economix: CRDP Survey (May 2013).

In terms of effectively fulfilling their defined roles to support the CRDP, just over 50% of respondents stated that the various CRDP institutional structures were fulfilling their defined roles, while between 20-33% felt they were not fulfilling their defined roles, and the remainder of respondents unsure:

Figure 6: Do you believe that each of the following organisations / institutions are, on the whole, effectively fulfilling their defined roles to support the CRDP



Source: Impact Economix: CRDP Survey (May 2013).

Specific reasons mentioned by respondents regarding why roles were not being fulfilled for each structure are set out in Table 6 below:

Table 6 CRDP Survey: Reasons Mentioned by Respondents for Ineffective Fulfillment of Defined Roles by CRDP Structure

CRDP Structure	Comments on Fulfilling Roles to Support CRDP
Council of Stakeholders (site level)	• Some key stakeholders are not attending meetings and where attendance is ensured the level of accountability is such that the officials present cannot take decisions. • No, do not fulfil their defined roles as there is a challenge of poor attendance of the meetings by stakeholder members. • No, municipalities are not clear as they see the CRDP as an intervention from National government. • No, because they see themselves as participants but not the drivers who have influence • No. There is no documentation or regulations in place to back the mandate of the COS.eg Procurement of services from cooperatives and local service providers is easily overshadowed by the national procurement regulations, yet the use of cooperatives and local service providers is part of the CRDP procurement framework, but not regularised. • No. However, there is beginning to be an understanding from some of the institutions. The main challenge is on how departments plan together, as it is now, every department is still planning independent of each other. • No because there are processes that do not allow the Department to purchase from Co-operatives unless they are on data base or on contract. •
CRDP Champion: National	• No because sometimes they just do things without consulting the COS.

DRDLR Minister	
CRDP Champion: Provincial MECs	• No There has been no support or direction from any political champion.
CRDP Champion: Premiers	• No. They are not encouraging municipalities to participate. • No. There has been no support or direction from any political champion.
CRDP Champion: Local and District Municipality Mayors	• Not entirely as they don't understand the programme. • No, municipalities are not clear as they see the CRDP as an intervention from National and Provincial Government. • No they are not participating in COS meetings and they are not visiting their local project to ensure that local cooperatives are employed. • No because they see themselves as participants but not the drivers who have influence. • No There has been no support or direction from any political champion. • No they are not visible. • No. I think their role is not clear. • Municipality never represented at Forum meetings, not fulfilling mandate of infrastructure development. • The District Municipality is visible by its absence and contribution to CRDP initiatives and structures. • No. Capacity is lacking. • No There has been no support or direction from any political champion. • No some of the municipalities are not on board.
District Implementation Forums	• .Forum has challenges with mandates of the municipalities
National Department of Agriculture, Forestry, and Fisheries	• No.: However, there is beginning to be an understanding from some of the institutions. The main challenge is on how departments plan together, as it is now, every department is still planning independent of each other
National Implementation Forum	No reasons provided
Provincial Department of Agriculture etc.	• Poor integration of services between Department of Agriculture and Rural Development • No Commitment, officials do as they like
Provincial Department of Rural development etc.	• Poor integration of services between Department of Agriculture and Rural Development
Provincial EXCOs	• Provincial Rural Development model is different so not all structures referred to exists due to efficiency measures.
Provincial Technical Committees	• NO: However, there is beginning to be an understanding from some of the institutions. The main challenge is on how departments plan together, as it is now, every department is still planning independent of each other. • No because there are processes that does not allow the Department to purchase from Co-operatives unless they are on data base or on contract. • NO, CRDP is well understood by the top management / principals but lacks effectiveness when it comes on the ground. The will is not there from other stakeholders mostly those who should see through the implementation of the projects on the ground (e.g. implementing agents) or people are still adjusting to change (the CRDP way),

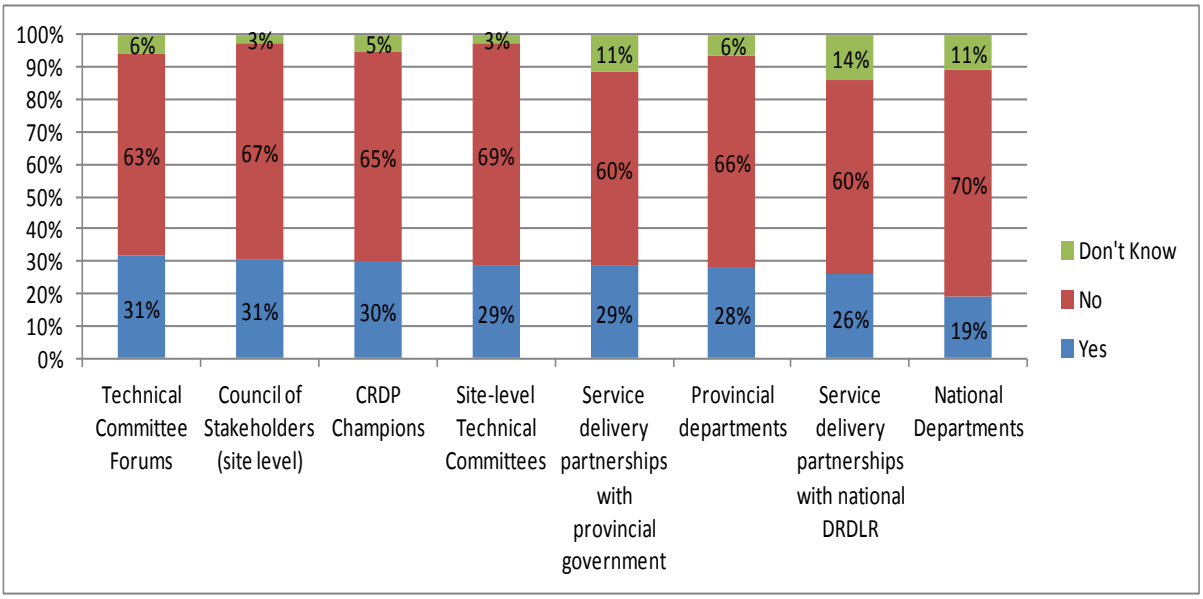
	• Same as council of stakeholders. • Attend meetings only once, and send junior officials who can't take major decisions.
Technical Committee Forums	• No, municipalities are not clear as they see the CRDP as an intervention from National and Provincial Government
Site-level Technical Committees	• Provincial Rural Development model is different so not all structures referred to exists due to efficiency measures
Service delivery partnerships with provincial government	• No. The poor quality of low cost housing would not be happening if there were partnerships.

CRDP Survey respondents identified the following cross-Cutting Reasons why CRDP Institutions are not effectively fulfilling their defined roles to support the CRDP

- The CRDP is well understood by the top management / principals [mainly at national and provincial level] but lacks effectiveness when it comes on the ground. The will is not there from other stakeholders mostly those who should see through the implementation of the projects on the ground (e.g. implementing agents) or people are still adjusting to change (the CRDP way);
- There is beginning to be an understanding [of the CRDP] from some of the institutions. The main challenge is on how departments plan together. Currently, every department is still planning independently of each other;
- Many people [mainly at local level] do not understand the programme;
- Municipalities are not clear on their roles, as they see the CRDP as an intervention from National and Provincial Government;
- There has been no support from political champions; and
- Poor commitment to the CRDP from officials have been experienced.

The main CRDP structures where respondents believe roles changes are required are outlined in the Figure 7 below:

Figure 7: Do you believe the roles fulfilled by any of the following organisations / institutions needs to change



Source: Impact Economix: CRDP Survey (May 2013).

When asked if the roles of various structures need to change, more than 60-70% of respondents believe that the roles of the major organisations and institutions should not be changed, and 20-30% felt that they should be changed.

Specific changes that the respondents believed are needed are included in the following Table 7:

Table 7 CRDP Survey: Proposed Changes to CRDP Structure Roles

CRDP Structure	Comments on Changes Needed
Council of Stakeholders (site level)	• Yes, they need to screen all the projects for each site before approval, to determine if such project will contribute directly to the growth and development of the local municipality in question. • Decision making on projects needs to be implemented and better monitoring and evaluation. • The alignment with the Ward Committee system has to be reviewed.
CRDP Champion: National DRDLR Minister	• National DRDLR impose projects and initiatives without consulting other stake holders. They rather need to fund municipalities and should not be involved with implementation. Should they wish to implement, consultation and integration with municipalities and provinces is necessary. • To ensure that national departments integrate rural development to their strategic plans and budget. • The Ministers office need to ensure that there are commitments on CRDP sites and are adhered to.
CRDP Champion: Provincial MECs	• To promote integration of CRDP in other departments. • In general it is required that the provinces and their substructures better understand what the comprehensive rural development programme is trying to achieve and that the Department of rural development is not only a funder but is also coordinator that is trying to facilitate better coordination in the areas of intervention. Until all three spheres of government- that is national provincial and local - have a common understanding of the conference of rural development programme the effective rollout of the CRDP will always remain challenging. Many of the provinces ran parallel rural development programmes without taking into

	account the national conference of rural development programme. Some provinces like Mpumalanga even adopt the conference of rural development programme but do not acknowledge the National Department of rural development and land reforms role in designing this program. • The MEC's office need to ensure that official engage with CoS members and are not taking their own decisions.
CRDP Champion: Premiers	• Premiers to enforce integration of CRDP in all departments and hold MEC accountable. • Not visible and they should support the program in terms of capacity and funding.
CRDP Champion: Local and District Municipality Mayors	• National Department of Rural Development and Land Reform impose projects and initiatives without consulting other stake holders. They rather need to fund municipalities and should not be involved with implementation. Should they wish to implement consultation and integration with municipalities and provinces is necessary. • Local and District Municipalities roles must change because of most facilities are not being finished and handed over to the community. • There is no impact or commitment. Municipalities must take more responsibility. • District Mayors must have quarterly meetings with CRDP coordinators. • Local and District Municipalities roles must change because of most facilities are not being finished and handed over to the community. • Municipalities should coordinate and allocate warm bodies to be part of the Technical committees on site. • The mayors can assist fast track challenges such as land availability which is holding up CRDP projects. • They need to register and fulfil their commitments and fully participate in the CRDP initiatives.
District Implementation Forums	• It should include some members of COS. • The CRDP activities should be outlined in their performance agreement so that they take the process seriously. • Need to ensure that every project is implemented within the given time-frame. • They need to register and fulfil their commitments and fully participate in the CRDP initiatives.
National Department of Agriculture, Forestry, and Fisheries	• National Department of Rural Development and Land Reform impose projects and initiatives without consulting other stake holders. They rather need to fund municipalities and should not be involved with implementation. Should they wish to implement consultation and integration with municipalities and provinces is necessary. • They must budget for the joint activities. • Need to come on board.
National Department of Rural Development and Land Reform	• National Department of Rural Development and Land Reform impose projects and initiatives without consulting other stake holders. They rather need to fund municipalities and should not be involved with implementation. Should they wish to implement consultation and integration with municipalities and provinces is necessary. • Why is there a Department of Agriculture and Rural Development and a Department of Rural Development and Land Reform? • Need to liaise with CoS, intervene when there are challenges in the communities regarding CRDP.
Provincial Coordinating Forums	• There is a need to ring fence budgets allocated for the sites and closely monitor the implementation of projects.
Provincial Department of Agriculture etc.	• Why is there a Department of Agriculture and Rural Development and a Department of Rural Development and Land Reform? • Integrate service delivery to make impact.
Provincial Department of Rural	• Integrate service delivery to make impact.

development etc.	
Provincial Technical Committee	• There is a need to closely monitor CRDP sites projects. • Their role must be visible to the community or its members. • The committee does not report back to the local structures. • Send senior official on technical committee meeting who will commit.
Technical Committee Forums	• Commitment from all departments and Institutions. • Need to attend meeting and stop sending different officials on meeting.
Site-level Technical Committees	• Visibility on the ground is recommended.
Service delivery partnerships with national DRDLR	• Yes, it has to be emphasised.
Service delivery partnerships with provincial government	• Yes, dual reporting has to be ensured. • Active participation of all stakeholders.

There are clear challenges related to a national department driving the implementation of a national programme in local municipal areas. These include challenges related to difficulties in obtaining local participation and buy-in as well as local implementation alignment.

The 18 CRDP case studies also obtained feedback from key informants and focus groups on CRDP institutional and service delivery issues in terms of what was found to be working well, and what was found not to be working well.

The results from the detailed case study reports, are summarised in the two Tables 8-9 below with respect to clarity and appropriateness of Provincial CRDP instutional roles and local CRDP institutional roles (note: the number of times an issues raised/ identified in the case studies is reflect by referring to X CS, for example “X 5 CS” means that the issue was raised/ identified in 5 case studies):

Table 8: Results from CRDP Case Studies Regarding Clarity, appropriateness, and Implementation of Provincial CRDP Institutional Roles:

Evidence of what is working well	**Evidence of what is not working well** *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP; ISR refers to CRDP Institutional Survey Results)*
• Department of Agriculture has been the major effective institutional role player effecting project implementation (X1 CS)	• Even though provincial sphere is responsible for implementation of CRDP at the site; the national office should play a role as the architects of CRDP (X1 CS) • Local municipality should be responsible for maintenance as opposed to the provincial sphere (X1 CS) • A limited M & E programme is in place (X2 CS) • Department of Economic Affairs has nothing off the ground (X1 CS) • Provincial Rural Development model is different so not all structures referred to exists due to efficiency measures (ISR) • DRDLR struggled to get buy-in with MEC and premiers (KII) • Role of political champions has not been strong enough (KII) • Ministry of Agriculture has no authority so cannot call for meetings or get MECs to attend (KII)

Table 9: Results from CRDP Case Studies Regarding Clarity, appropriateness, and Implementation of Local CRDP Institutional Roles

Evidence of what is working well	**Evidence of what is not working well** *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP; ISR refers to CRDP Institutional Survey Results)*
• Poverty reduction responsibility assigned to local government (X1 CS)	• COS need clear mandate and resources to be able to consult with communities and hold regular meetings and report back (X3 CS) • No structures at the local or district municipality that handle rural development issues resulting in limited local government involvement in the implementation and maintenance of the CRDP projects; confusion about which Agency or Department is responsible for which activities in the CRDP (X3 CS; LR) • CRDP is not well incorporated into the key performance areas of government employees; it is viewed as an after-thought by municipalities; employees feel that CRDP duties are an add-on to their already existing roles and so do not prioritise them (X3 CS) • COS is too weak to compel participating government departments to act and account for their activities (X1 CS) • Frustrations due to inadequate communication flow between community members and the structures driving the CRDP (X2 CS) • Communities and some COS members expressed confusion regarding the roles and responsibilities of the COS or how to communicate their concerns regarding the CRDP (X5 CS) • Lack of regular attendance by some departments to COS; sending of uninformed junior staff who have no decision-making powers and lack of follow up on decisions taken (X4 CS) • No system for enforcing adherence to the CRDP principles and procedures so COS members watch helplessly as government entities and other service providers violate CRDP principles (X3 CS) • Lack of participation by national departments.

In order to obtain further insight on both institutional roles and service delivery issues at the Provincial and local level, respondents were asked for their perspective regarding the main weaknesses of selected CRDP institutions. The results are contained in Tables 10-11 below regarding weakness of Provincial Coordinating Forums, Site-specific Technical Committees, Technical Committee Forums, and Councils of Stakeholders:

Table 10 CRDP Survey: Main Weaknesses of Selected CRDP Local and Provincial Structures

Provincial Coordinating Forums	Site-Specific Technical Committees	Technical Committee Forum
• Clarification of roles of relevant departments. • Lack of commitment with level of official responsible for coordination too low at Deputy Director level. • Poor involvement of Municipalities. • Some of the government departments don't attend regularly. • Some of the government departments don't budget for the CRDP Sites. • Some role players don't monitor their progress in terms of service delivery in these CRDP Sites.	• Lack of participation by National Departments. • No structural weakness but the only problem is poor participation. • Inconsistency in attendance and poor participation of sector departments in the CRDP Site Technical Committee which is held on monthly basis. • Lack of commitment from Provincial Departments. • Delays in decision making.	• Decision makers don't attend - only their subordinates with little information. • Changing of participants every meeting. • Programs not aligned to the CRDP and budget is a problem. • Low level of understanding of Technical Committee TOR, so workshop will assist other members. • Reports are not accurate thus weakening commitments and plans of other sector departments. • Consistency in reporting and attending and implementing projects.

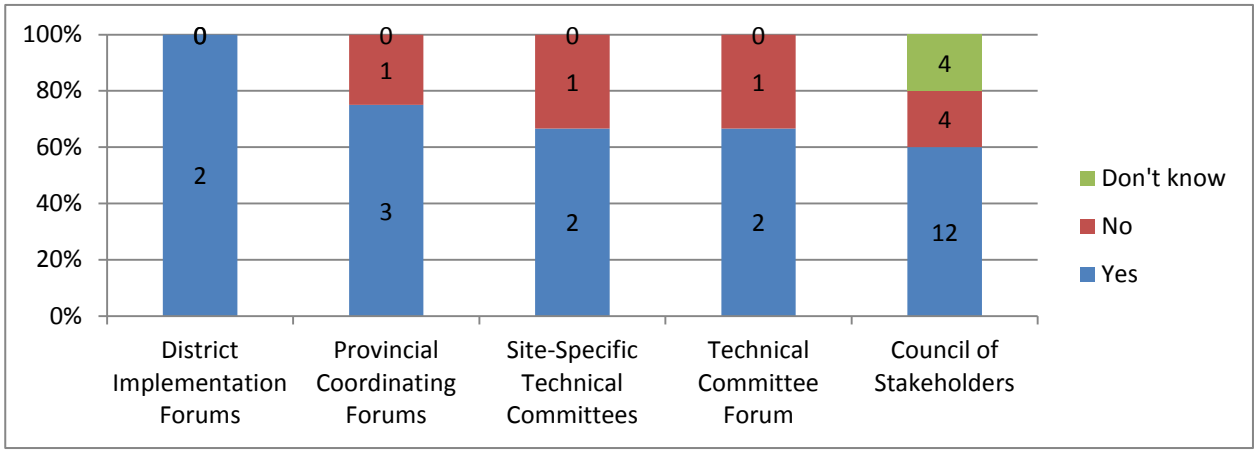
Table 11 CRDP Survey: Main Weaknesses of Council of Stakeholders

- Poor attendance of CoS meetings.
- There is a lack of authority in taking implementable decisions.
- No consistency in implementing plans.
- As stated above, most municipalities regards or see the DRDLR as everything and expect everything to be done by the DRDLR and transferred to them on completion.
- Failure to be representative of the constituencies represented at the council.
- Implementing agencies' views usually don't tally with those of the beneficiaries who at times will be seating in these meetings. So there is need to coordinate meetings among implementing agencies and beneficiaries prior to the COS so that there will be one voice from stakeholders from a specific project.
- Commitment from other members including some facilitators.
- In all the meetings some cooperatives participate and push only their interests.
- Departments send different officials without continuity.
- Low commitment and poor representation.
- CRDP Principles not always followed when projects are implemented.
- Municipality not chairing the meeting and attending as expected.
- Municipalities do not budget for Rural Development projects, even in their own IDPs.
- Poor reporting.
- CRDP policies and procurement policy not being followed during project implementation.
- Duplication by departments.
- No proper measures to deal with non-compliance.

- Meetings are only held when politicians are coming. DRDLR STRIF doesn't want other government departments to be part of it. Commitments made by STRIF are not implemented.

Respondents were asked whether there was a written Terms of Reference for selected CRDP structures, with the results in Figure 8 below.

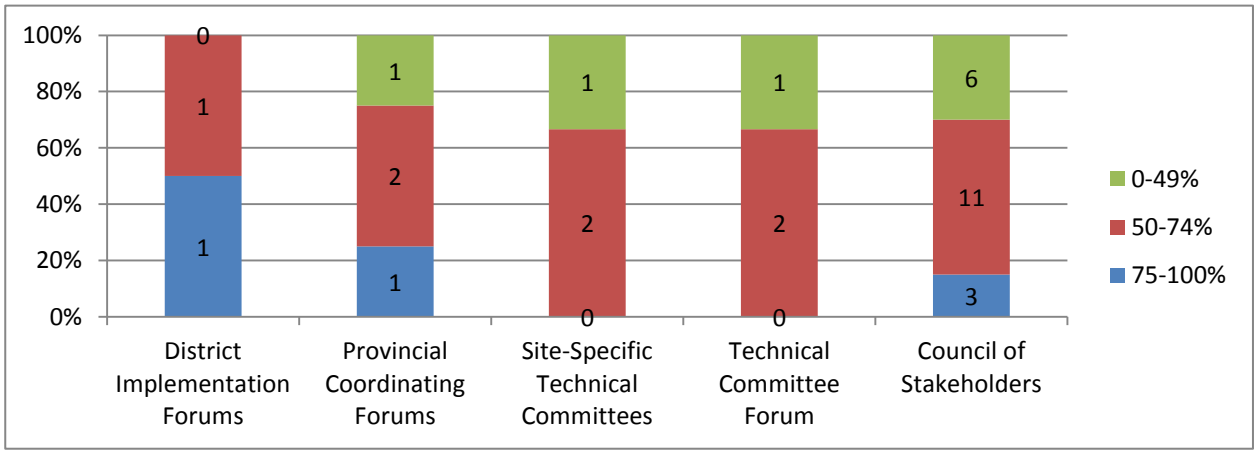
Figure 8: Is there a written TOR that you are aware of for the each of the following



A written Terms of Reference is regarded as a basic building block required for an effective institutional structure in terms of both clarity of roles, as well as clarity of functioning in terms of representation, meetings, reporting etc. The results in Figure 8 must be interpreted with caution due to the low responses rates to this question, however, it appears that the lack of written terms of references may be an issue that needs to be addressed, particularly for Council of Stakeholders in certain provinces.

Respondents were asked about whether selected CRDP structures were attended by the appropriate seniority level of officials required to play an effective role in the structure, with the results contained in Figure 9 below.

Figure 9: The percentage of attendees on average over the past year on each structure that is at the appropriate level of seniority/ experience to play an effective role on the structure?

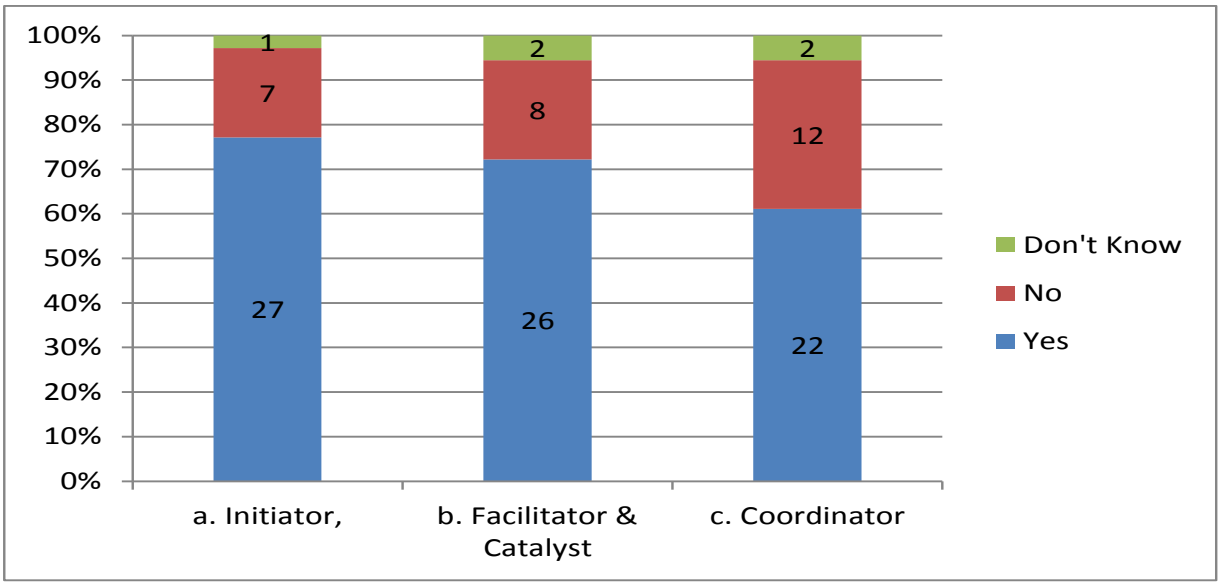


Most respondents felt that less than 75% of the participants in the structures were at the appropriate level of seniority (again the results must be interpreted with caution due to the low response levels to this question).

Another institutional role issue relates to the infrastructure role of the national DRDLR where the 2009 concept identified three infrastructure roles: initiator, facilitator and coordinator.

Survey respondents were questioned on how effective they believe DRDLR is being in fulfilling these three roles, with the results contained in Figure 10 below.

Figure 10: Do you believe the national DRDLR is effective in each of the following infrastructure development roles?



Source: Impact Economix: CRDP Survey (May 2013).

About 75% of respondent felt that DRDLR was effective in playing an initiator role, just over 70% in playing a facilitator/ catalyst role, and just over 60% in playing a coordinating role.

Survey respondents provided the following reasons in Table 12 as to why they felt the DRDLR was not necessarily effective in fulfilling each of these roles

Table 12 CRDP Survey: Respondents reasons why DRDLR may not be effective in fulfilling infrastructure development roles

DRDLR infrastructure development roles?	If No, please explain any changes you believe may be required?
Initiator	• No, the provincial and local government need to take a lead with the guidance of the national department. • Not entirely, capacity is lacking to ensure alignment between the relevant role players at a national level to influence the determination of transversal indicators which are aligned to the outputs of Outcome 7 Rural Development. • My experience is that they have their projects and we have ours and only their project is initiated. • Consultation of beneficiaries at project inception is still lacking. There is a need to consult beneficiaries so that any development to be done will be aligned with their preferences and in certain instances with existing skills which will have been acquired when community members will be employed (e.g. a community

	surrounded by forestry plantations is better equipped with forestry skills acquired when community members were working in plantations, thus they stand to benefit more from a forestry project than poultry one, where they will need training. • DRDLR should receive wish list of projects from Provinces and plan accordingly to support Provinces.
Facilitator & catalyst	• Not entirely, capacity is lacking to ensure alignment between the relevant role players at a national level to influence the determination of transversal indicators which are aligned to the outputs of NO • On the local level they do not even attend meetings or the representation is at a low level. • Current role is just visiting the sites, attend meetings, and writing of reports. I think more can be done like being involved in decision making and for them to produce quality.
Coordinator	• Not entirely, the provincial offices senior officials are not consistently engaging with the coordination structures. Full participation and open communication is needed. DRDLR initiatives are often roll-out without communication via the Provincial Coordination Committees at very short notice leaving communities and other departments at a loose end. • No, the Provincial Government DARDLA is coordinating. • Currently is just visiting the sites, attend meetings, and writing of reports. I think more can be done like being involved in decision making and for them to produce quality. • No, their coordination at municipal site level is not effective • No it is not visible and its role is not clear. • The DRDLR need to improve in coordinating activities and capacity of the various structures on regular basis.

It is clear that DRDLR is not able to effectively fulfil the roles of facilitator, catalyst, and coordinator (probably due to poor capacity).

CRDP survey respondents identified the following cross-cutting issues relevant to changing institutional structure roles to better support the CRDP:

- A clear policy needs to be developed detailing each institutions roles and responsibilities. Currently there is very little co-ordination; mutual support/and or participation from other government departments and municipalities.
- Training (particularly at the local community level) is needed so that role-players can have clear roles and understanding.
- A workshop is needed to address different roles and responsibilities of different departments and spheres of government.
- The CRDP activities should be outline in their [officials] performance agreements so that they take the process seriously.

Finally with regards to improving government coordination to support achievement of the CRDP goals, the results from the 18 CRDP case studies in terms of what was found to be working well, and what was found not to be working well is reported in the table below:

Table 13 CRDP Case Study Evidence Regarding Coordination and Role Clarification of different spheres aligned around the CRDP Goals

Evidence of what is working well	Evidence of what is not working well *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP; ISR refers to CRDP Institutional Survey Results)*
• CRDP institutional arrangement is driven by the MEC for Agriculture, Land Reform and Rural Development (X1 CS) • Putting a government department in charge of CRDP gives the programme political prominence in the province and ensures that there is alignment between the province and local government (X1 CS)	• Due to a limited budget, municipalities are unable to prioritise some of the activities and Departments do not always fulfil their commitments in terms of financing the CRDP projects they put into the 'basket of services' at the beginning of the year (X2 CS; ISR; LR) • Even though coordination efforts of various spheres of the state are in place, the structure of delivery relationships needs further refinement (X4 CS; ISR) • CRDP requires sizeable human capacity and where possible, relationships should be formalised (X1 CS) • Lack of coordination among the various spheres of government as to their responsibilities suggests that some may not be clear about their responsibilities (X3 CS; ISR; LR) • Lack of commitment by various institutions (X2 CS; ISR) • Local government as opposed to the provincial sphere should be responsible for maintenance in order to ensure commitment (X1 CS) • Some institutional structures established to implement CRDP are not clear, effective or strong enough to support CRDP implementation (X3 CS; ISR) • Lack of cooperation between government departments also make it difficult for the beneficiaries to be given sufficient training (X1 CS; LR) • Lack of clarity of roles between provincial, local and COS resulting in tension between local councillor and provincial government officials (X1 CS; LR) • Projects are more effective and successful when started and lead from the grassroots to the national instead of being imposed from the top (ISR)

3.1.4 Analysis and Conclusions Regarding Institutional Arrangements and Service Delivery

The main conclusions which we identify from the previous data are as follows:

The national DRDLR, with Provincial Shared Service Centers, has attempted to manage complex processes of bottom up needs assessment, community mobilisation, project prioritisation, funding, and ensure project implementation in contexts with generally weak municipal capacity. The original CRDP Concept document of 2009 identified a range of

national, provincial and local institutions to support the implementation of the CRDP. Overall, there has been mixed successes.

The institutional arrangements and implementation of the CRDP varies across the Provinces and localities. This is to be expected to a certain extent given both the different approaches that Provinces have taken as well as the different levels of Provincial and municipal capacity for the different CRDP sites.

The main proposed shifts in roles which stakeholders have voiced are:

- A proposed reduction in the implementation role of national DRDLR (although maintain its funding role and national coordination role),
- A strengthening of the coordinating and monitoring roles of Provincial governments, and
- Stronger municipal government and COS roles in facilitating community identification of priorities which can then be channelled for a combination of municipal, provincial, and/or national funding support.

The main institutional mechanisms and planning processes which need to be strengthened include:

- Obtaining greater understanding, buy-in, involvement and commitment from the Provincial and municipal spheres, including strengthening the role of each sphere (esp. the champion and coordination role, monitoring role, and maintenance roles) as well as the participation of appropriate officials in the various CRDP structures;
- A process to strengthen integrated planning (horizontally and vertically) at the site level; and
- Strengthening COS so that they can play a stronger decision-making role regarding project priorities, community input and involvement, and strengthening project implementation.

Assessment of Horizontal Coordination

Coordinating all the relevant actors which contribute to the CRDP is a momentous task however the DRDLR has not been able to live up to its role as the 'coordinating' department. Most key informants asserted that it is not appropriate or realistic to expect the DRDLR to play the role of coordinator because it lacks the authority needed to do so. The absence of a strong coordinator with the authority to mobilise all three spheres of government and the numerous government department's to work together has resulted in stakeholders working in silos which is undermining the programme. Stronger horizontal alignment of all national departments contributing to the CRDP is urgently needed. It is felt that the presidency (DPME) should play a stronger role in ensuring all national departments are involved in integrated planning and budgeting for the CRDP as only it has the authority to act as the coordinator. The DRDLR's other assigned roles as initiator, facilitator and catalyst of the CRDP are agreed to be more appropriate.

Failure to effectively coordinate the various departments has resulted in DRDLR duplicating the work of departments such as DAFF, DHS and DOE (Midterm Review of the DRDLR, 2012). The case studies, survey responses and key informant interviews all strongly support the view that relevant departments are not working together in an integrated manner and that roles and responsibilities in implementing the CRDP are not clearly understood.

The lack of coordinated planning and implementation also impacts negatively on the success of various CRDP projects. For example, chicken and goat farming in Tshidilamolomo, Ratlou was financed by the Rural Development half of the North West Department of Agriculture and Rural Development in partnership with DSD and DWCPD. However, neither of the funding departments had the necessary technical expertise to administer relevant raining and to support the projects sustainable implementation. The result was that no training was provided to the beneficiaries on how to look after the animals and the project failed. Insufficient coordination between departments means that the relevant and available expertise of the different stakeholders are not being utilised to maximise the benefits of the programme for beneficiaries but it is also resulting in a waste of scarce resources which is negatively effecting both the sustainability and the value for money aspects of the programme.

The relationship between the two key departments (DRDLR and DAFF) on the CRDP's Implementation Forum is poor and undermines the potential effectiveness of the CRDP. Failure to effectively coordinate the mandate for agriculture with that of rural development and land reform is undermining the CRDP's role in agrarian transformation. The separation of the mandates into two distinct departments (DAFF and DRDLR) has received a lot of criticism due to concerns that it will reproduce the dualism that has created the so-called first and second economies. Concerns have been raised by many that DAFF will focus on the commercial agricultural sector, whilst the DRDLR will be saddled with addressing rural poverty without reshaping this key sector. The result of this on the CRDP has been that it is confined to being a programme for the former homelands without genuinely supporting agrarian transformation and problematically locating rural development as a problem of the 'second economy'. The separation of DRDLR and DAFF has also undermined the ability of DAFF to provide post-settlement support to new land reform beneficiaries and this was evident in all the CRDP sites where land reform had been implemented (Cousins and Scoones, 2009; Hall, 2010; Mayende, 2010).

The contradiction of separating these two departments in the context of the ANC's policy manifesto (2009) which promised to ensure a much stronger link between land and agrarian reform programmes, needs to addressed. It is therefore imperative that at the very least very close coordination and alignment of all planning, budgeting and implementation between these departments is formalised in the MTSF; if the more radical option of merging them is not practically feasible.

Assessment of Inter-Governmental Coordination and Integrated Planning

The CRDP is also being negatively affected by the challenge of coordination across the three spheres of government. The tactic for overcoming coordination problems is using the 'outcomes-based service delivery agreement approach' however it is clear that significant coordination issues still remain. The funding cycles of the three spheres are not aligned to a CRDP implementation plan which causes serious coordination problems, which needs to be urgently addressed.

The intention was for the CRDP to be a fairly decentralised programme which was to be driven by the local level and not national government. However it was found instead that decision making is too centralised with too much happening in Pretoria and not enough in the provinces and very little ownership of the process by the local sphere. The Provincial and local spheres feel that they are not consulted adequately by national when setting targets, budgets and priorities for the CRDP. The National sphere needs to involve the provincial and

local spheres of government more earnestly in planning and budgeting processes to increase local ownership of the CRDP programme.

The CRDP institutional model in theory relies strongly on the involvement of political champions who are expected to play an integral role in ensuring all stakeholders are committed to the CRDP. However, the majority of key informants emphasised that at Premiers and MECs are not playing their role effectively in the CRDP and are largely absent as champions of the programme. The result has been that there is a political vacuum at the provincial level to drive the CRDP, coordinate relevant actors and departments and critically to ensure that there is stronger local ownership of the programme.

Assessment of Municipal and other Local Level Institutions

The overwhelming perception from key stakeholders is that the municipalities are on the whole not playing their part in the implementation of the CRDP and are not committed to the programme.There are no structures at the local and district municipality level that handle rural development (and by extension the CRDP). As a result, the local government's involvement in the implementation and maintenance of the CRDP project is limited. The CRDP is also not always aligned to the municipal IDP. This is creating a vacuum at the local level and the perception that the CRDP is an 'added burden' to the already existing duties of municipal employees hence the CRDP is not being prioritized. In all of the case studies the issue of lack of budget to accommodate the CRDP and especially to maintain investments funded by other spheres was highlighted as a major constraint.

In many cases the poor involvement of the municipalities is a reflection of the under resourced and poor capacity that characterises much of local government especially in the poor rural localities where the CRDP is operating. The feeling is that unless a broader effort (beyond the mandate of the CRDP) is embarked upon to transform local government, the contribution that this sphere will make to the CRDP will remain very limited. Within the scope of the CRDP however a number of steps should be taken to improve the involvement, commitment and capacity of the municipality to contribute to the programme which will be addressed in the next section of the report.

Each CRDP site is meant to establish a Council of Stakeholders (COS) composed of civil society, government, business, beneficiaries, traditional authorities and other relevant stakeholders. The COS is meant to be a community structure which plays a crucial facilitating, coordinating, oversight and monitoring role at a site level and improves participation and ownership of the beneficiary community in the CRDP. In all of the 18 case studies (as well as in the survey and key informant interviews) the Council of Stakeholders (COS) was believed to not be functioning effectively e.g. In Riemvasmaak the COS had not met for 6 months at the time of fieldwork (May 2013). In several cases members of the COS expressed confusion regarding their roles and responsibilities as representatives. Moreover not all CRDP sites have established a COS. In several cases the wider community (including some ward committee members) was not aware of the existence of the COS and if community members did know about the COS their understanding of its responsibilities was poor. Most community members did not know how to communicate their concerns regarding the CRDP. This is a reflection of the lack of consultation with the community and reflects poorly on the COS status as a community driven institution.

The key factors impact negatively on the functioning of the COS include: not every COS has a clear TOR which is widely circulated and understood; irregular meetings; no permanent offices; poor attendance by departmental representatives at COS meetings; the tendency to

send uninformed junior staff to meetings which impacts on the ability for efficient decision making; the fact that community representatives do not receive stipends; poor consultation with and feedback to the broader community and beneficiaries; a lack of follow up on decisions taken; and conflict between the COS and existing structures such as ward committees and traditional authorities.

The COS also does not have any legal power to enforce compliance to the CRDP by the various departments, strategic partners and service providers which is undermining its capability to play its oversight and monitoring role. The need to consolidate the COS as a legally mandated institution was widely supported by stakeholders. The intention was originally for the COS to be constituted as registered non-profit organisations however this has not been implemented but should still be pursued as one way, among other measures, to improve the COS.

Technical Committees are suffering from similar problems associated with the COS- although they generally are functioning more effectively than the COS. The key challenges were identified as: poor attendance by departmental representatives at meetings; a tendency to send uninformed junior staff to meetings; lack of report back to local structures including the COS; lack of commitment from sector departments; delays in decision making; poor understanding of TOR; and inaccurate and irregular reporting.

The monitoring and evaluation of the CRDP is very weak which has negatively impacted on service delivery. The M&E capacity of the provinces in DRDLR's Provincial Shared Service Centres (PSSCs) is very weak due to inadequate staffing and budget and this needs to be addressed urgently. However what is more problematic is the absence of a central monitoring and evaluation system which requires all implementing departments to submit regular reports to ensure they are meeting their responsibilities to the CRDP. An improved M&E system is needed to guide implementation and project management moving forward.

Assessment of CRDP's Mobilisation of Civil Society as a Strategic Partner

The CRDP was intended not only to be implemented by public sector stakeholders but also by engaging civil society however it was found that very little space has been afforded to nongovernmental actors. The DRDLR has signed a number of MOUs, MOAs and SLAs with various civil society actors however in order to meet the huge demand in the rural areas effectively the DRDLR (and other implementing departments) need to establish a far wider network of partnerships. The DRDLR reports to be struggling to confirm private investors on terms which are favourable to local rural beneficiaries. There was very little evidence to show that the private sector was playing a role in contributing to rural development in the CRDP sites. There is a need to employ stronger incentives (BBBEE and tax incentives) to consolidate the involvement of the private sector in investing in rural areas. This is especially pertinent if the CRDP is to stimulate lasting and sustainable economic development in areas which have very little economic potential and where markets and value chains are unlikely to spontaneously emerge through public sector investment alone.

3.2 Assessment of the Extent to which the CRDP has achieved its Policy Objectives

3.2.1 Introduction

This next section looks at the extent to which the CRDP is achieving/ is likely to achieve in the future, the specific goals which it set for itself. These include the following key objectives:

- CRDP Goal 1: Mobilising and empowering rural communities to take control of their own destinies with the support of government.
- CRDP Goal 2: Stimulating rural job creation and promoting economic livelihoods
- CRDP Goal 3: Improving access to basic needs for beneficiaries in CRDP sites
- CRDP Goal 4: Implementing sustainable land and agrarian reform
- CRDP Goal 5:Targeting vulnerable groups including women, youth, the disabled, child-headed households, people living with HIV/AIDS and the Elderly

The following evidence and findings paint a rich picture of a wide range of CRDP components relevant to the achievement of each objective and show that there is no simple answer as to whether the CRDP is achieving its policy objectives. Instead, each goal has CRDP components which are working well as well as not so well. This analysis will, however, inform the identification of CRDP components which require improvement.

3.2.2 CRDP Goal 1: Is the CRDP Mobilising and Empowering Rural Communities?

Introduction

The three specific mechanisms relevant to community mobilisation and empowerment which are focused on in this section are as follows (it can be argued that meeting basic needs, promoting job creation, and targeting vulnerable groups also promote community empowerment, however those issues are examined separately as they are separate CRDP goals):

- Community Profiling
- Community participation in the COS
- Leadership training

Evidence

The 18 CRDP case studies also obtained evidence and feedback from key informants and focus groups on these CRDP mechanisms institutional in terms of what was found to be working well, and what was found not to be working well in terms of the following table:

Table 14 CRDP Goal 1 (Rural Community Mobilisation & Empowerment) Achievement: Evidence of What is Working Well and What is Not Working Well

CRDP Mechanism	Evidence of what is working well	Evidence of what is not working well *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP).*
General community empowerment	• Community based planning approach used to mobilise stakeholders with communities represented down to village level (X1 CS)	• There has been no comprehensive community empowerment programme, either by government departments or the Joint Trustees (X2 CS)
Participation Community in COS	• Community groups are represented on COS and needs are addressed at COS meetings (X2 CS) • COS elected democratically in presence of DRDLR	• Communities not adequately represented or consulted by COS so programme seen as imposed from the top (X9 CS) • COS never met so communities felt they could not influence decision-making (X1 CS) • COS is not functioning as intended and community

	officials (X1 CS) • Communities participate in meetings on equal basis with DRDLR officials (X1 CS) • Traditional leaders and ward councillors play a key role in disseminating information and educating communities about CRDP projects (X2 CS) • COS is a welcome structure which has facilitated development (X2 CS)	structures set up are ineffective (X2 CS) • COS not well known or understood by the community at large (X3 CS) • Communities do not participate on equal standing with government; feel excluded in decision-making (X4 CS) • Communities are not sure about what COS does; roles and responsibilities and so community organisation and buy in are very low (X7 CS) • No regular updates so limited ability of community to influence decisions at the Council i.e. poor report back mechanism by representatives such as Amakhosi (X5 CS) • Conflict developing due to unequal distribution of projects (X1 CS; X1 KII) • Gender bias – women not participating on equal basis in council meetings with men – men take control of everything (X1 CS) • Communities lack resources such as budget for COS, relevant documents, skills etc. (X1 CS) • Little attention paid to diversity and heterogeneity among members so diverse needs not given sufficient attention (X1 CS)
Leadership Training and other Education/ skills development Programmes	• Some level of empowerment is noted (X1 CS) • 'Character building training' by the military has been very successful with low dropout rates (X1 CS) • CRDP mobilising and empowering communities where projects have been implemented (X1 CS)	• Acquired skills through participation have been minimal (X1 CS) • Lack of leadership and management training as well as adult basic education and skills development (X7 CS) • Lack of clarity and understanding of the process (X1 CS) • Groups formed to carry out projects are not sufficiently capacitated to carry out group activities effectively and there is no evidence to show that sufficient follow-up support is being provided (X2 CS) • There is no mobilising and empowering of communities to take control of their destinies (X2 CS)
Community Profiling	• Projects aligned to community needs due to consultation during conceptualisation and conducting needs analysis (X4 CS) • Community has a good understanding of the CRDP (X1 CS)	• Divisions in community prevent development (X1 CS) • Communities lack capacity to take control of their own destinies (X2 CS) • Communities lack access to land, water, good roads (X2 CS) • Communities have competing needs (X1 CS) • Community profiling report has never been delivered (X1 CS) • Household profiling is a tenuous process (X1 CS)

Analysis and Findings:

Community Profiling:

Where the community profiling process was completed successfully, this has been an effective tool for mobilising and sensitising communities to the CRDP, especially in the pilot sites. Several community beneficiaries reported to appreciate the intensive engagement. However the challenge has been that this seems to be the first and only genuine community engagement aimed to maximise community participation in the CRDP after which mobilisation efforts are weak.

In a number of CRDP sites the implementation cycle of profiling before choosing and implementing projects has not been followed. The result is mixed responses where some communities assert that the projects chosen are aligned with their needs and others where they are not. In Sokhulumi for example there was not much consultation with the community

on the type of projects hence they asserted that the projects do not address their priority needs of housing, electricity, water and sanitation. A HSRC (2010) study of the 8 CRDP pilot sites found that the prevailing process is to implement technologies decided upon from outside the community, with the hope that local people will buy into these ideas in spite of the original intentions of profiling to ensure local ownership of the process. Therefore there seems to be no strong mechanism to ensure that profiling actually informs which projects are chosen.

A key challenge expressed by stakeholders was that community profiling documents are often not made readily available by REID which undermines development planning by other stakeholders e.g. RID, private sector, other departments and NGOs.

Participation of the community in the Council of Stakeholders (COS):

The COS should have representatives from the community to ensure it is a community owned organisation, that community interests are prioritised and to support mobilisation of the community in its own development. However the fact that community representatives are not being paid to participate in the COS is undermining its sustainability. Attending the COS meetings and managing organisational responsibilities imposes unreasonable opportunity costs on community members who are mostly from very poor households.

At many of the sites, the wider community had no idea what a COS is and how to contact community representatives with their concerns. As one informant from Pixley Ka Seme asserts *"Asazi ukuthi siyephi uma sifuna usizo*", literally translated as; "We don't know where to go when we need assistance." In every site case study respondents claimed the COS was not consulting adequately with the wider community. There is a perception among community members that decisions are made from the "top down" and that genuine engagement with community members is not valued. This sentiment is expressed by a female beneficiary in Abaqulusi, *"We have our elected lady attending in the COS but we have challenges hearing about the feedback".*

Among CRDP sites case studied feedback differed regarding whether the community feels they can influence decisions made at the COS with sentiments being expressed along a continuum. During the female-only focus groups women expressed that they were not always participating on an equal standing with men. Women complained that men hold meetings without them and overpower them in COS meetings they do attend. Therefore although the CRDP has made an effort to ensure women participate, more attention needs to be on facilitating genuine versus token participation.

Leadership training and other education/ skills development initiatives:

Low levels of education and skills were identified as key challenges influencing the extent to which rural communities are empowered and mobilised to participate in their own development. SLA's have been signed with AGRISETA, The University of Fort Hare and the Agricultural Research Council among others, which is a positive development. However, according to community members in CRDP sites these opportunities are only available to small proportions of the population. In most sites no empowerment or leadership training is taking place. Those who do receive training are very few and mostly limited to NARYSEC recruits. All communities echoed a desire for further ABET, skills development and career guidance, women in particular felt that exposure to training would enable them to compete with men in the job market.

In many sites it seems that a dependency or entitlement attitude is undermining communities from becoming empowered to lead their own development. There is a general sense that government is responsible for improving their situation and not communities. The view that the government is responsible for development initiatives is not empowering and leads to lack of commitment and ownership of development processes. A much stronger focus on leadership/empowerment training and skills development is needed to reach the whole community and not just a select few. DRDLR should focus on consolidating relationships with further NGOs, universities, FETs and the private sector for training programmes, internships and learnerships to meet the huge demand.

Political mechanism impacting on effective mobilisation and empowerment of communities:

Many community respondents attribute their powerlessness to a lack of proper representation in political structures. In Donkerhoek for example the community explained that the ward councillor is from outside their ward (Driefontein) and therefore favoured people from Driefontein in CRDP job selection processes. Similar tensions with ward councillors were expressed in Witzenberg and Joe Morolong.

The underlying political currents between the COS and the municipalities, the ward committee structures and traditional authorities respectively, are erosive and cripplingly effective co-operation in the delivery of the CRDP in many sites. Most traditional authorities are especially resisting the role of the COS because they believe it is encroaching on their authority. However this is not the case in all sites e.g. Msinga where the Amakhosi attend the COS and reportedly do report back to the community. Infighting between different traditional authorities is also undermining mobilisation and empowerment of the community in some sites e.g. Sokhulumi. The COS must ensure it involves existing community structures at a local level as well as being cognisant of including all political affiliations so as not to isolate certain sectors of the community. All municipal functions (including that of ward committees) should be properly aligned with the established COS.

In many CRDP sites which cover more than one ward it was reported that investment is not being distributed equitably (e.g. Joe Morolong, Mhlonthlo, Moses Kotane, Msinga & Abaqulusi). Complaints of unequal distribution between households were also common. This is causing conflict within the community as well as the perception that investment is politically motivated. During CRDP implementation the issue of equal distribution of benefits between different wards and households needs to be given a sharper focus to avoid creating conflict and division within communities.

3.2.3 CRDP Goal 2: Is the CRDP Stimulating Rural Job Creation and Promoting Economic Livelihoods?

Introduction:

The main CRDP mechanisms which contribute to goal 2 and which are assessed are as follows:

- Co-operative & Enterprise creation and support
- Skills development and job creation through NARYSEC, EPWP and CWP

- Establishment of Food gardens for household food security as well as income generation through selling surplus
- Establishing Smallholder farmers and providing extension support

Evidence/ Results:
The evidence obtained in terms of what is working well and what is not working well in terms of the various jobs and livelihood categories is summarised in the table below:

Table 15 CRDP Goal 2 (Jobs and Livelihoods) Achievement: Evidence of What is Working Well and What is Not Working Well

CRDP Mechanism	**Evidence of what is working well**	**Evidence of what is not working well** *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP).*
Co-operative & Enterprise creation and support	• CRDP assists with the registration of businesses (X1 CS) • Agricultural cooperative enterprises such as chicken farming, lucerne, cattle farming, crop production etc. have been established to support livelihoods (X2 CS) • Some 5 youths received training for one year on the National Qualification level 1 on farming (X1 CS) • Community members were assisted with businesses i.e. to start tuck-shops and hire out tents (X1 CS)	• No capital is provided to start businesses and no support is given to existing businesses (X3 CS) • Businesses lack access to markets, information leading to businesses in the sites being unsustainable (X2 CS; LR) • Outside contractors are used instead of local service providers that will benefit the community (X5 CS) • Favouritism of some sections of the community by DRDLR officials being sucked into local politics (X2 CS) • Conflict among cooperatives (X2 CS) • Communities lack entrepreneurial skills (X2 CS) • No training in leadership, farming and entrepreneurship has taken place (X1 CS; KII) • Registration of some cooperatives has not yet been finalised (X3 CS; LR) • There is a mismatch between the type of cooperatives established and viable economic opportunities in the location (X1 CS) • There is a lack of government support for cooperatives (X1 CS; KII) • No proper governance of cooperatives resulting in inconsistencies across the board (X1 CS) • Cooperatives lack infrastructure and cost of operations is escalating (X2 CS; LR; KII) • Youth have no access due to start-up costs (KII)
Skills development and job creation through	• CRDP has created many short-term job opportunities for community members especially for women and youth (X8 CS) • A small stipend provided to	• Contractors not following specifications to utilise local labour, train and transfer skills to locals (X5 CS; KII) • CRDP projects not making progress towards employment of one person per household (X4 CS)

NARYSEC, EPWP and CWP	NARYSEC recruits (X2 CS; KII) • Training provided through the programme is contributing to capacity building and skills development e.g. ECD (X3 CS; LR; KII) • EPWP skills have provided a sustainable livelihood for young people (X1 CS) • The CWP is the largest source of sustainable jobs (X2 CS) • Number of employment opportunities created through NARYSEC (X1 CS) • CRDP contractors have employed locals thus creating employment (X1 CS) • Youth Centre (ICT project) provide youth with information to enable them to cease employment opportunities even outside their communities (X1 CS) • Selection of youths according to poverty pockets – 1 per household starting with poorest households (KII)	• CRDP employment has been very minimal and sporadic (X3 CS; LR) • NARYSEC and EPWP not making youths employable as training is not hands-on (X5 CS; KII) • Unavailability of industries close to sites and remoteness of sites contribute to unemployment (X3 CS) • Stipend creates a dependency mentality among the youth (X1 CS) • NARYSEC and EPWP target a very limited number of youth (X5 CS) • EPWP work is usually short-term and usually once-off (X9 CS) • Not clear if youths will be successful in getting work elsewhere once projects are completed (X2 CS; LR) • Lack of facilities for the development of youth such as youth centre; skills development and or sports facilities at high schools (X1 CS) • No proper certification for some NARYSEC programmes due to lack of accreditation (X2 CS; LR; KII) • EPWP employees have not been paid since March 2013 (X1 CS) • In some cases. NARYSEC youth do not pitch up for work (KII)
Establishment of Food gardens for household food security as well as income generation through selling surplus	• Food gardens have contributed to household income (X5 CS) • Households have improved access to better nutrition (X2 CS; LR) • Food gardens have contributed to food security and creating self-employment opportunities (X3 CS; LR) • Livelihoods projects assisted people in communities with items such as food parcels and school uniforms for their children (X1 CS)	• Limited access to land undermines increased productivity (X3 CS; LR) • Lack of water affects productivity of food gardens (X6 CS; LR) • Lack of fencing increases risk of animals destroying gardens (X3 CS; LR) • Difficulties to reach markets due to poor terrain (X1 CS) • Limited selling due to small production (X1 CS) • Start-up and operating costs of backyard gardens are high i.e. fuel costs for water pumps (X1 CS; LR)
Establishing Smallholder farmers and providing extension support	• Great improvement in production with improved pump and an established market (X1 CS) • Field cropping projects were welcome by communities (X1 CS) • Late switch of planting dry beans worked better despite limited cropped land due to rockiness (X1 CS) • Farmers now have water for their livestock and actively engaged in farming (X2 CS) • Commercial farming now efficient and employs a lot of labour for the community (X2 CS)	• Lack of land, laziness and stock theft hinder increased and improved crop and cattle production (X4 CS) • Lack of markets mean less is sold and development is curtailed (X2CS; LR) • Need for CRDP to support the community with the development of a clear marketing strategy (X1 CS) • Plans to expand remain weak due to lack of technical support from extension which is critical for growth and providing employment (X3 CS) • Contractors came late to plant even though some fields had been fenced on time and so little if anything was harvested (X3 CS) • Lack of planning, poor decision-making, lack of skills and lack of capacity has meant

		resources given to communities are not fully utilised; i.e. the tractor received by the community has been kept in storage for more than a year; bought abattoirs never function (X3 CS; KII) • Youth and new farmers lack interest in farming and have no passion for agriculture as a career (X2 CS) • Farmers cannot utilise farmland that is available due to lack of skills and funds to buy equipment (X2 CS) • Support in the form of training, technical know-how and subsidies is needed (X3 CS; LR; KII) • Livelihoods projects are not sustainable (X1 CS) • No self-reliance instilled in beneficiaries as they did not even participate in building the chicken and goat enclosures for their livelihoods projects; the department responsible paid for all material and labour (X1 CS) • Currently no black person involved in commercial crop production (X1 CS; LR) • No mass food production as communities still rely on their food gardens on a subsistence basis (X1 CS; LR) • Conflict among beneficiaries as jojo tanks for water reservoir for small scale irrigation were kept at ward councillors' houses (X1 CS) • Some areas selected for piloting CRDP are unproductive and lack essential resources such as good soils and water (LR; KII)

In terms of meaningful statistics on CRDP job creation and training, the following example from the Western Cape can be used to illustrate some of the challenges with obtaining meaningful CRDP job creation figures: The table below contains figures on jobs created and number of people trained for projects in two Western Cape CRDP sites as received from the Western Cape Department of Agriculture and Rural Development.

Table 16: Cost per job created and person trained in Two Western Cape CRDP sites: March 2011-July 2012

Site name	Project Type	Budget (March 2011 - July 2012)	Jobs created (Reported)	People trained	Average cost per Job created	Average cost per person trained created
Dysselsdorp, Oudtshoorn	Upgrade and refurbishment of all schools: St Conrad Primary	R 1 571 945	272	184	R 5 779	R 8 543
Dysselsdorp, Oudtshoorn	Training	R 1 500 000	11	184	R 136 363	R 8 152
Dysselsdorp, Oudtshoorn	Training	R 29 000		134		R 216
Dysselsdorp, Oudtshoorn	Crime prevention programme implementation	R 50 000		120		R 416
Dysselsdorp, Oudtshoorn	Creche construction/refurbishment	R 1 640 000		92		R 17 826
Dysselsdorp, Oudtshoorn	Road Construction/Upgrade	R 7 829 000	60	60	R 130 483	R 130 483
Dysselsdorp, Oudtshoorn	Training	R 15 000		36		R 416
Witzenberg	Road Construction/Upgrade	R 1 700 000	20	10	R 85 000	R 170 000
Dysselsdorp, Oudtshoorn	Sandbag Housing Project	R 678 800		10		R 67 880
Dysselsdorp, Oudtshoorn	Old age home construction/refurbishment	R 46 000	48	3	R 958	R 15 333
Dysselsdorp, Oudtshoorn	Training	R 97 546		3		R 32 515
Witzenberg	Household profiling		100			
Dysselsdorp, Oudtshoorn	Household gardens	R 832 000	24		R 34 666	
Dysselsdorp, Oudtshoorn	Project Viability studies	R 200 000	24		R 8 333	
Dysselsdorp, Oudtshoorn	Farm support DOA	R 3 476	24		R 144	
Dysselsdorp, Oudtshoorn	E-information centre	R 400 000	18		R 22 222	
Witzenburg	Road Construction/Upgrade	R 1 000 000	10		R 100 000	
Dysselsdorp, Oudtshoorn	Road Construction/Upgrade	R 2 400 000	9		R 266 666	

Source: Western Cape Provincial Department of Agriculture (August 2013)

It is clear that there are numerous job opportunities being created as a result primarily of infrastructure projects. Many of these jobs contribute towards improving the household income of local communities, and as such can be seen to be contributing towards at least the temporary empowerment of these communities.

However, it is not clear how sustainable these empowerment benefits are. When looking at project cost and job creation data on CRDP projects, it is difficult to form any clear conclusions regarding these (as a result the VFM section does not analyse job creation VFM and cost issues), however, the following issues need to be taken into consideration:

- The CRDP project lists per site are all incomplete as there is no central and common reporting process for all 3 spheres of government (as well as para-statals) to use to report and collate project information;
- The verification of project cost and actual expenditure information is required. In the Western Cape, the Western Cape department of Agriculture is currently in the process of following up to verify project costs;
- It is not clear if the jobs reported are only for local residents, or if they include all workers employed by contractors for a particular project;
- Most of the jobs reported and created are temporary contract jobs for projects such as road construction, housing, infrastructure repairs. It is not known if jobs are being reported for cooperatives or enterprises?; and
- Much of the jobs claimed for farm support refers to supporting existing jobs and not necessarily the creation of new jobs.

In short, a standardised methodology needs to be developed to measure job opportunities and which takes into account issues related to the duration of the job opportunity and wages received. This issue is much broader than the CRDP and applies to all of government's programmes which are required to report on jobs created as part of monitoring the country's progress towards the job creation targets established in the National Development Plan.

Findings:

Skills development and job creation through NARYSEC, EPWP and CWP:

Where contractors have employed local people through the EPWP, CWP or NARYSEC short-term jobs have been created. For example, a fencing project in Joe Morolong employed over 200 people through the EPWP. In this case skills imparted have reportedly enabled recruits to find self-employment in some cases. In Muyexe around 300 people have also been in employment since 2010 through the CWP in infrastructure projects. The CWP pay its workers R535 for the 8 days they work every month (R67 per day) which is very low taking into account the high dependency ratio in rural area.

The short duration of these jobs, the very low wages and concerns around increasing employability through skills development have been the major concerns raised in all of the case study sites. There is no comprehensive exit strategy in place to ensure that recruits can use skills attained to be self-employed or alternatively to be placed with existing enterprises. Great frustration was also voiced across all case study sites and from several other sources with the fact that outside contractors are being used instead of local businesses and these contractors are not even following specifications to utilise local labour which is a clear breach of CRDP principles.

According to the midterm review of the CRDP (2012) "The original target of one job per household has not as yet been reached, but it is anticipated that the NARYSEC programme

will be the catalyst of the job creation model going forward". NARYSEC reports to be about skills development and not job creation because it does not want to be scrutinised according to a failure to stimulate jobs. However failure to ensure that the skills imparted improve employability will render the programme irrelevant to DRDLR's goal to improve rural livelihoods.

Since NARYSEC's first training was only in February 2011 with an intake of 500 youth and the first group trained in construction was only in August 2011, it is too soon to evaluate the programmes impact. Between September 2010 and May 2013 12 881 rural youth participated in the NARYSEC programme. The Department has invested over R631 million in programmes to train and deploy rural youth up until now. In 2012 R278 million was spent on NARYSEC with R410 million budgeted for 2013 (South African Government Information, 2013; PMG, 2013; Key informant interviews).

There are a number of positive achievements of the programme. The Character Building Phase focused on 'soft qualities/skills' such as life skills, leadership, discipline and patriotism has reportedly rendered a positive response from recruits. It is an important accompaniment to the 'hard skills' as it recognises that personal growth is integral to enable people to be empowered to change their lives and their communities. NARYSEC's Enterprise development/ Employment phase of the programme is very positive especially since it supports cooperative building. However NARYSEC will need to ensure these youth have access to finance as well as long-term mentorship with existing cooperatives to ensure sustainability.

General complaints from NARYSEC recruits in the focus groups held at the 18 case study sites included: skills imparted did not improve their employability; recruits questioned the purpose of a four-year programme without certification; The NARYSEC stipend of R1320 per month is also far too low (considering the dependency ratio of households in rural areas which is between 3-5 additional people); In many sites the low number of youth (generally between 1-5) who are recruited into NARYSEC is highlighted as a limitation as well as a source of conflict in the community (however this is not the case in all sites for example in Muyexe NARYSEC has sent 50 youth to be trained in the paving of roads).

A key challenge for NARYSEC has been persuading employers to take the youth in for job experience. Most recently 20% of the construction recruits were unable to find job placements. An improved approach to finding job placements for recruits needs to be employed which utilises BBBEE incentives strategically. Another challenge has been voiced by RID regarding using NARYSEC labour to build infrastructure. There have been several reports of NARYSEC youth not coming to work diligently which impacts on the progress of infrastructure projects as well as the capacity building of recruits who are not being mentored appropriately.

Establishing food gardens for household food security as well as income generation through selling surplus produce:

According to DPME (March 2012), the CRDP had created 1,300 household gardens.The key finding from the case studies was that household and community food gardens are a good solution to food security and they do improve the livelihoods of beneficiaries where implemented appropriately. There are however areas such as in Joe Morolong in the Northern Cape where food gardens are not an appropriate strategy for food security due to lack of water, poor soil, inhospitable climate and climate change. In sites where food gardens are not a viable strategy alternative food security measures need to be put in place.

In some cases food gardens not only ensured food security but also contributed greatly to household income from the sales of the produce. In Devon for example over 90% of household food gardens were able to sell a portion of their produce. In Dysselsdorp the community food garden established at the clinic provides produce for consumption by clinic patients, the community crèche as well as for the clinic workers. In some cases e.g. Msinga although food gardens were a success it is too difficult to reach markets to sell produce due to the terrain. Although food gardens don't bring in income in cases like this, it is the food that is valued. One women's garden group in Msinga (Ward 15, Buhlebuyeza & Qondokuhle) said "***Once we received potato seeds that yielded so much, we even got fat; it was a great success for us!"***

A common finding in a number of the case studies was that the shortage of water is affecting the production of food in household and community gardens received through the CRDP. It seems in many sites that investment in food gardens went ahead before sorting out access to water. This is impacting on food security in these sites. It is important for the stakeholders (often REID) responsible for the implementation of the CRDP food gardens to ensure there is water availability before investing in food gardens. Water has come up as one of the most critical factors undermining development and productivity in the rural areas.Lack of fencing has also compromised some food gardens as livestock destroy the communities' efforts e.g. Abaqulusi and Sokhulumi. Investment in fencing needs to take place prior to food gardens being planted and this requires better coordination between DRDLR branches; namely RID which is responsible for building fencing and REID which invests in food gardens. Access to land in many cases e.g. Witzenberg and Devon is also undermining increased productivity potential especially to produce surplus to be sold.

Establishing Smallholder farmers and providing comprehensive extension support:

In many sites livestock and crop farming have not improved and subsistence farming is still the order of the day. The literature and evaluation case studies illustrate that the CRDP programme design focuses almost exclusively on subsistence producers largely resident in the communal areas which is in conflict with the ANC Polokwane resolutions which called for broad-based agrarian change. A more radical approach to agrarian transformation by actively supporting the creation of smallholders is needed to achieve the CRDP's agrarian objectives. This may require resettlement out of the communal former homeland areas for beneficiaries who are willing to relocate.

Extension support remains a challenge in most CRDP sites case studied. A lack of inputs and little or no technical support have been reported at many sites. Extension officers were criticised by beneficiaries for never coming into the field. Often it seems that resources are only delivered when available which is highly inappropriate since agriculture relies on seasonal planting. In Msinga for example, one group of farmers complained that the contractor for planting was very late (some fields were planted as late as March), very little if anything is expected to be harvested. Much money was wasted by planting so late. The farmers questioned if the DRDLR simply wanted to demonstrate that something was done.

The appropriateness of crops for certain areas should also be considered more seriously and DRDLR needs to consult more closely with DAFF before deciding what crops to plant and livestock to rear in CRDP sites. There have been concerns raised that blanket' solutions are being applied by the CRDP instead of technologies appropriate to specific region. For example there is a tendency to want to plant maize even where it is not suitable. The planned maize would have been a disaster in Tekwane, Abaqulusi where the soil is not

suitable and there is a large baboon problem so tall crops are not practical. The late switch of planting dry beans, almost by mistake, worked far better.

In some cases smallholder farmers have received equipment but have not been taught how to use it resulting in a waste of capital and the equipment becoming a 'white elephant' investment. This was the case in Makhado where the community received a tractor a year ago however the tractor has been kept in storage and there is no driver and no maintenance plan agreed upon.

One of the reasons for the poor extension support in CRDP sites is the lack of coordination between DRDLR and DAFF but also a lack of capacity and technical knowledge among these departments to meet the need in CRDP sites. Supporting smallholders is a complex challenge which requires focused expertise and the concern is that the DRDLR does not have these skills but is trying to assume the role of implementer anyway. The DRDLR's several MOAs and SLAs with the Agricultural Research Council, other departments and a few other private and non-governmental organisations are a promising development. However more delegation is needed to ensure DRDLR is playing the role of facilitator and not implementer in the sites. A greater investment in agricultural R&D should also be pursued with strategic partners to address alternative technologies suitable to different geographical regions for smallholders.

Cooperative & enterprise support and stimulating the emergence of value-chains:

With respect to co-operatives, it has not been possible to obtain statistics on cooperative registrations, de-registrations, turnover etc. from the dti and Companies and Intellectual Property Commission at a detailed geographic level (data is available on new registrations and de-registrations at a national level only). There is therefore no quantitative data available on cooperatives in CRDP sites.

The Midterm Review of the DRDLR indicated that 658 cooperatives were formed in the CRDP sites across the country. In the 18 CRDP case studies very few coops were functioning effectively. For example in Devon out of 13 coops which were established, only 5 are operational and in Sokhulumi out of 16 coops only 2 were operational as of June 2012. An audit currently being conducted by DBSA to classify cooperatives according to their production, verify the members, their management system and whether they are functional will be helpful to further determine the challenges undermining the functioning of cooperatives.

The key challenge identified in the case studies which is undermining effective functioning of established cooperatives is that support is in most cases limited to assistance in the registration of cooperatives and sometimes facilitating the opening of bank accounts. However there is reportedly little emphasis on capital to cover start-up costs, technical training, mentoring or advice in establishing crucial market linkages. The poor effort to link the creation of cooperatives to surrounding markets and to ensure they are optimising their comparative advantage is especially concerning. Local demand is not sufficient to make rural cooperatives sustainable due to the impoverished nature of most of these localities.

The Western Cape's approach of mobilising Casidra (a public entity) to comprehensively project manage the establishment, registration, training, development and mentoring of cooperatives could be used as a best practice model for other provinces moving forward. The model has however only been active since January 2013 (beyond the scope of this evaluation) and so it is not possible to tell yet whether it has been successfully implemented.

A fundamental design flaw in the CRDP's strategy to support cooperatives is that it promotes 'primary cooperatives' rather than 'marketing cooperatives'. Primary cooperatives are especially ineffective in the context of agriculture because groups of people undertaking agricultural production on a collective basis are rarely successful. Marketing cooperatives which assist individual producers to access inputs, sell their outputs, facilitate agro-processing, and provides various other related services are far more likely to ensure genuine benefits. A clear approach to supporting marketing cooperatives is needed which involves DRDLR, DAFF and DTI. It is also problematic that there seems to be little focus on non-farm products which will help to diversify rural economies. More attention should be focused on non-farm activities such as tourism (as well as arts and crafts) which require less start-up capital and less risk then agriculture or livestock production.

There is no evidence in the case study sites that value chains have been successfully developed. All of the sites seem to still be in phase one of the CRDP programme where meeting basic needs is the priority. Most of the sites have not been able to progress from subsistence level through to the entrepreneurial or enterprise phases of development (three phases proposed by CRDP model). DRDLR has signed some SLAs, MOUs and MOAs which aim to stimulate value chains in CRDP sites, however as of yet these are all in preliminary stages and thus too early to evaluate. Promising agreements are reportedly being established with the National Wool Growers Association and the National Agriculture Marketing Council but progress was not (yet) evident in the 18 case studies.

On the whole it seems that the private sector is not playing the role it should be. The DRDLR reports to be struggling to confirm private investors on terms which are favourable to local rural beneficiaries and local ownership of the value chain process. In the DRDLR's perspective established businesses have not been responsive to sharing their markets. Private businesses want to hold on to some steps in the value chain e.g. An example was provided of a private company who was willing to buy wheat from smallholder farmers in CRDP sites but unwilling to train them in processing it on site and investing in the necessary infrastructure. The entry of new role-players into value chains is thus being undermined by the failure to form meaningful partnerships with the private sector – a process which is complex and requires carefully designed and facilitated value chain development processes.

3.2.4 CRDP Goal 3: Is the CRDP Improving Access to Basic Needs for Beneficiaries in CRDP Sites?

Introduction

Access to basic needs is explored in relation to delivery of the following infrastructure types which support access to basic services as well as potentially access to labour markets, and knowledge and the internet (via ICT):

- Economic
- Social
- Cultural
- ICT

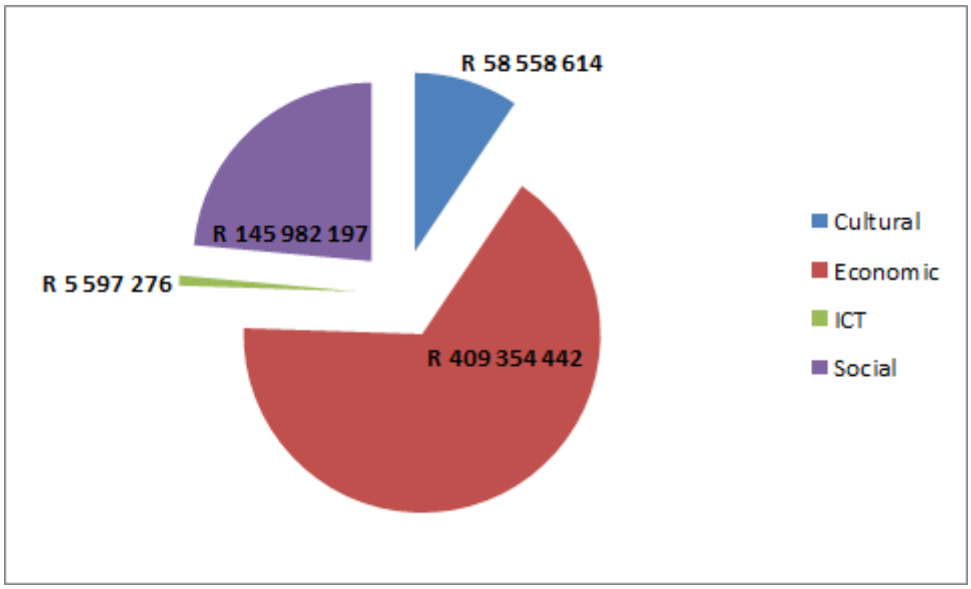
Results/ Evidence

Within the 18 case study sites we obtained project expenditure data by infrastructure category as follows (Table 17):

Table 17 Summary of Infrastructure Expenditure by Category in 18 Case Study Sites: July 2009-June 2012

Category of infrastructure project	Number of projects	Total expenditure 18 sites
Cultural	28	R58 558 614
Economic	150	R409 354 442
ICT	13	R5 597 276
Social	76	R 145 982 197
TOTAL	**267**	**R 619 492 530**

Figure 11 Summary of Infrastructure Expenditure by Category in 18 Case Study Sites: July 2009-June 2012



The above shows that the majority of investment is taking in place in economic and social infrastructure.

The evidence obtained in terms of what is working well and what is not working well in the 18 case studies in terms of meeting basic needs is summarised in the table below:

Table 18 CRDP Goal 3 (Meeting Basic Needs) Achievement: Evidence of What is Working Well and What is Not Working Well from 18 Case Studies

Evidence of what is working well	Evidence of what is not working well *(Note: **CS** refers to the number of case studies where this issue was identified)*
• Basic services have improved across the board and met to a large extent (X3 CS) • Community well supplied with basic services like water, electricity,	• CRDP not fully implemented in all sites and projects have not yet sustainably addressed all communities' basic needs and quality of life; communities still lack water, sanitation etc. (X8 CS)

housing and sanitation (X1 CS) • Investment made into community for development of infrastructure identified by the community (X1 CS) • Employment created for a number of contractors in infrastructure development (X1 CS) • Food gardens set up at identified schools and clinic to improve access to affordable and diverse food(X1 CS) • Building of infrastructure such as clinic, library, houses, Youth Centre (X2 CS) • Electricity provision for some houses (X2 CS) • Improved access to water due to local dam (X1 CS) • Very good housing infrastructure better than RDP (X1 CS • Lots of RDP houses built (X1 CS) • A Sandbag housing project has been initiated (X1 CS) • Provision of sanitation facilities in some parts; a number of toilets built for the poor (X1 CS) • Uniform provision for poor school children (X1 CS) • Shopping and sports complexes have been built (X2 CS)	• CRDP not addressing basic community needs due to design errors and lack of prioritisation (X3 CS) • Not much consultation was done with community on the type of projects that address their needs i.e. housing, electricity, water and sanitation (X2 CS) • Lack of commitment by municipality which is entrusted with maintenance of projects (X2 CS) • Limited use of resources due to lack of basic services; e.g. ICT ineffective as library donated by provincial office has no electricity (X1 CS) • Non-uniformity in provision of services e.g. electricity, housing, water etc. threatening social cohesion (X2 CS) • Challenge of meeting basic service needs is in the new informal settlements that keep coming up (X2 CS) • Community destroyed infrastructure and sold tools provided to address their needs (X3 CS) • Lack of social and economic infrastructure (X3 CS) • No controls in place to restrict and manage use of internet in ICT centres (X1 CS) • Dam providing water resulted in previous areas that had water drying up (X1 CS) • Difficulties to locate outside contractors who have stopped work and are not accountable to communities as there is no effective monitoring of implementation process so need to use local contractors (X5 CS; KII) • Most basic needs projects have stalled due to lack of funding; projects initiated in 2009 have not been completed and are still not operational (X4 CS) • Poor roads make community difficult to access (X3 CS; LR) • Quality of infrastructure implemented is poor, i.e. some community buildings already falling apart soon after construction (X1 CS) • Not enough budget set aside for maintenance and management of infrastructure (X1 CS; KII) • Health services not good enough – restricted clinic operating hours, shortages of drugs and personnel and no ambulance resulting in people dying before getting to clinic (X4 CS)

Findings

The case studies illustrated mixed results regarding the extent to which basic needs are being met through CRDP interventions, mostly related to the construction of infrastructure through RID. The CRDP categorizes types of infrastructure into economic, social, cultural and ICT infrastructure which represents a comprehensive and ambitious set of investments. It is evident that this is the goal where the CRDP is having the most success. It is especially evident in some of the pilot sites where huge investments have been made. In successful cases this has managed to transform the lives of communities and living standards greatly. However, the sheer need in the piloted wards also makes it challenging to comprehensively address. In many cases not all that was planned has been delivered in the expected timeframes set. The infrastructure development has come at a huge expense, with pilot sites like Diyatalawa (comprising 50 households) where investments amounted to as much as 200, 000 per household (DPME, 2012). It is unlikely that the CRDP will be able to sustain

this level of investment moving forward especially in the context of rolling out the programme to 2920 rural wards.

A common concern raised by municipalities is that the budget for maintenance has not kept pace with the level of infrastructure development. This was evident at the project level, for instance in Riemvasmaak where flood damage to water supply infrastructure which occurred in late 2012 has not yet been repaired. Electric power is still dangerously exposed where the irrigation control board was damaged. Complaints about contractors not being monitored have come out from some of the case studies where construction sometimes stops before completion with no explanation provided to the community e.g. Moses Kotane, Msinga and Mhlontlo. There are also several reports of very poor quality infrastructure being built by some contractors e.g. Muyexe and Abaqulusi.

Economic Infrastructure:

Adequate water supply remains the key challenge in most of the sites. In Mhlontlo for example only one village (Mqobiso) has a functioning water project - the Gxelesha water scheme. In the other villages there is existing infrastructure for water however no water provided. In Msinga water remains the gravest challenge although the 'bulk water supply' by Umzinyathi Municipality has improved under the CRDP it has also left some areas that previously had water now dry e.g. Nxamalala. In Makhado there are water taps that have been installed but which rarely have water. In Moses Kotane a Water Tank has been constructed but is not connected to the local supply system because the municipality allegedly has no funds to pay for it.

In Muyexe the pumps from 5 boreholes were stolen and others are no longer working. Community members explained that they were not consulted adequately with regard to where the boreholes were installed. Consequently contractors put boreholes at the edge of the village which exposed them to thieves. At the time of fieldwork (May 2013) only two boreholes were providing the community with water however water is bought by the bucket (25 litre bucket of water is sold for R1) in Muyexe which is a great strain on poor households and is undermining productivity of food gardens. Sanitation projects are also undermined by the lack of water.

The quality of roads remains in very poor condition in many of the sites which is evidentially undermining the growth of rural economies and local enterprises. The state of the roads and difficult terrain e.g. Msinga, Muyexe and Mhlontlo in some areas is such that it will be a huge investment to develop tarred roads. Electrification has improved the lives of beneficiaries immensely however there are concerns raised of uneven distribution which is negatively affecting social cohesion in many of the communities.

Social Infrastructure:

It is clear in several sites that the CRDP has had a positive influence on speeding up the delivery of RDP houses. This was especially notable in Diyatalawa, Makgolokweng , Muyexe and Abaqulusi. In Muyexe for example 383 RDP houses were built since 2009. The impact of the CRDP on this need is clear since between 1994 and 2009 the community only received 90 houses.[3] However there are some members of the community whose housing

[3] Without further research it is not possible to distinguish whether this example represents a true acceleration of delivery or rather a shift in who is prioritized for delivery.

needs are not being met. An example is in Riemvasmaak where access to housing for adult male Restitution beneficiaries is not being met as they do not qualify for RDP houses.

Rural clinics are still a severe challenge in many of these sites where reports of lack of medical supplies, inadequate staffing, irregular opening hours, poor ambulance services and long queues were common in the 18 case studies. ABET centres were identified by several of the community members as desperately needed infrastructure that they feel would greatly improve their livelihoods.

Where Early Childhood Development (ECD) centres and Crèches have been established the communities have reported very positive benefits. In Abaqulusi for example the 'Eskhame crèche' and ECD centre were shining example and brought much hope to the community. Some women acquired new qualifications and professions in being trained as ECD Practitioners and received some certificates. Although the stipends linked to the ECD centre and the crèche were beneficial to recipients, this has now stopped and so livelihood benefits were only temporary. This example is one of many where a lack of a long term strategy has undermined the sustainability of initially successful programmes, which needs to be addressed.

Cultural Infrastructure:

A lot of investment has centred on tribal offices however it is unclear whether this impacts on improved livelihoods for community members apart from the short-term job opportunities .For example in Ratlou a EPWP projects took place involving the renovation of the office of the Traditional Authority and the community hall. This work took only eight months which was an insufficient time for any effective training to take place and only10 people were involved which meant that the impact was limited.

There are several examples where investment in cultural infrastructure has improved the quality of life of beneficiaries tremendously. The building of sporting facilities in CRDP sites for example has been a welcome development e.g. beneficiaries in Jacobsdale reported that it improved the well-being of youth and assisted in lowering drug abuse and crime in the community. In some cases design flaws are affecting the productive use of infrastructure for example in Sokhulumi a library was donated by the provincial office however since it doesn't have electricity it is not being adequately utilised by the community.

ICT:

There are some good examples of functioning ICT centres such as the Youth Centre (ICT project) in Pixley Ka Seme, Perdekop. Access to information reportedly enabled youth to seize employment opportunities outside their communities. This example could be considered as a best practice model that can be replicated in other areas where the CRDP is implemented to use access to information to stimulate employment creation. Thorough planning to ensure sufficient funds to maintain the centre has been a critical element setting it apart from other failed interventions. There are a number of cases where ICT centres have become 'white elephants'. The E-RAP (information technology) centre was heavily criticised by the community in Riemvasmaak as it has been dysfunctional for more than 6 months at Vredesvallei and Riemvasmaak. When it was operational no controls were in place to restrict and manage the use of the internet service contributing to its failure.

3.2.5 CRDP Goal: 4: Is the CRDP adding Value to Land Reform Processes in CRDP Sites?

Introduction

This evaluation acknowledges that due to the very complex nature of land reform as an objective on its own, there is very little value that this evaluation process can add to the existing body of literature on land reform. The very comprehensive nature of the CRDP itself which comprises so many different objectives limited the extent to which the evaluation was able to systematically engage with this complex topic to the extent of adding new value to what is already known. Instead the evaluation aimed to capture beneficiary experience of land reform in CRDP sites and to capture specific challenges and suggestions to improve implementation in the context of the CRDP.

Results/ Evidence:

The evidence obtained in terms of what is working well and what is not working well in terms of whether the CRDO is supporting land reform is summarised in Table 19 below:

Table 19 CRDP Goal 4 (Supporting Land Reform) Achievement: Evidence of What is Working Well and What is Not Working Well

Evidence of what is working well	Evidence of what is not working well *(Note: **CS** refers to the number of case studies where this issue was identified, **KII** refers to issue raised in Key Informant Interview, and **LR** refers to issue identified in the Literature review of peer reviewed articles on the CRDP).*
• Evidence that some land reform projects have been fairly successful and are benefitting beneficiaries (X2 CS) • Some beneficiaries have received support such as seeds, bulls, tractors and boreholes (X1 CS) • No reported land reform struggles as some areas are largely under traditional authority (X1 CS) • Long term lease holds are better than title deeds as if in default, the bank cannot take over land as this belongs to the state (KII)	• Lack of access to land as land is owned by either private farmers or chiefs (traditional ownership) has affected land reform under CRDP (X9 CS; KII) • Land reform beneficiaries are not benefitting from the CRDP projects as there is confusion and lack of understanding of agreements and documents signed (X3 CS) • Livestock farming and crop production has not improved due to lack of land, lack of grazing land and stock theft (X2 CS) • Overpopulation leading to frequent establishment of informal settlements, overgrazing has put pressure on the existing land (X2 CS) • Conflict among community members because of chiefs who own most of the land (X1 CS) • Beneficiaries do not have proper business plans of what they want to do with the land; lack they lack farming skills and need a lot of training and guidance (X4 CS; KII) • Tensions and feeling of disempowerment by beneficiaries because of the 'imposition' of 'strategic partners', 'lease holders' (X4 CS) • Little understanding of land reform and its procedures and regulation and new approach of leasing;(X4 CS) • Lack of comprehensive support to be productive and make sustainable enterprises out of the land (X7 CS; KII) • Some farms really run down and need a lot of support as commercial farmers tended to neglect their farms once they were earmarked for land reform; some were

	previously used for mining purposes (X4 CS) • Poor leadership of land reform projects (X2 CS) • No clear information guide on accessing land a perception of poor land distribution (X3 CS; KII) • Some beneficiaries still producing for own consumption and cannot supply the market (X1 CS) • In some areas, restitution claims have been outstanding since the late 1990s (X1 CS) • Lack of clear ownership is a barrier as investors do not want to invest in traditionally owned land and get caught up in internal fights (X1 CS) • No markets to sell produce except amongst themselves, so beneficiaries borrow perpetuating indebtedness (X2 CS) • Jurisdiction is not clear on all the different land reform programmes – RECAP or RID (KII) • Existence of several institutions – CPAs, restitution committees and COS to manage land reform is hampering joint decision making on land use and stream-lined processes (KII) • DRDLR's CRDP approval and implementation processes are not adequately aligned with DAFF's CASP processes (KII)

Findings:

There are numerous challenges regarding achieving synergy between the CRDP and land reform.

Apart from tenure reform, the potential for land reform in the CRDP sites is limited by what available land actually exists. This is due to the fact that most of the CRDP sites are found in the former homelands or on other communally owned land or municipal commonage which are often severely overcrowded. In many of the case study sites the 'tragedy of the commons' was evident with land not being sustainably and productively utilised.

Traditional authorities in many case study sites are undermining the land rights of communities (especially women and single women in particular) and a lot of conflict was evident in case study sites (see also Claassens, 2005). The DRDLR's long-standing and continued policy vacuum regarding communal land tenure policy (see Shabane, 2013: Communal Land Tenure Reform, Proposed Policies) which has not adequately addressed the contradiction of investing single-title land ownership with the undemocratic institution of traditional authorities (Johnson, 2009; Lund, 2013; Ntsebeza, 2003; Turner, 2013), is taking its toll on the land reform goals of the CRDP and on land rights of the programmes beneficiaries. One of many adverse effect of this has been that investment in land is avoided where rights to land are insecure.

There are however cases such as Msinga where communal tenure governed by six different traditional authorities who control 70% of the land seems to be working well. Secure tenure rights (most notably for single women), productive use of land and effective conflict resolution on land rights were reported both during fieldwork for this evaluation (Chitja, 2013) and in studies conducted elsewhere (see Cousins, 2011). Successful cases of mediation between traditional authorities and communities such as in Msinga could be used as case studies for best practice. However the potential for replicating these lessons elsewhere is somewhat limited since the positive outcomes in Msinga seem to result from the fact that the

traditional authorities have personal/character qualities which have resulted in the progressive approach.

The processes governing the role of traditional authorities in communal areas (Traditional Leadership & Governance Framework Act, 2003 & Traditional Courts Bill) and policy governing communal land rights in general are largely out of the scope of the CRDPs influence and therefore one could say also out of the scope of this evaluation. However the fact that the CRDP operates in former homeland areas (with traditional authorities), other communal land or municipal commonage makes it very difficult to speak meaningfully about land reform without addressing these challenges. Ignoring these processes will be resigning the CRDP to patching plasters over gaping wounds whilst ignoring the root cause of the development constraint itself. To ensure the CRDP can contribute meaningfully to sustainable land reform in the future it is essential that an appropriate approach to communal land is finalised through broad community participation and that the current approach of instilling vast powers on the undemocratic and unaccountable institution of traditional authorities is radically revised.

In several of the case studies the community cited lack of access to land as directly impacting on their food security and ability to secure sustainable livelihoods through agricultural and livestock farming e.g. Witzenburg, Devon, Jacobsdale, Muyexe and Donkerhoek. In some cases land is said to be available nearby the community but that DRDLR is not assisting the community to gain access to it e.g. Sokhulumi, Devon, Jacobsdale. Some communities have outstanding restitution claims which have not yet been settled e.g. Ratlou. Many community members who need land are unsure on the processes of applying to access land, are unable to produce the business plans required and are not being assisted to do so by government.

In almost all of the case studies beneficiaries displayed little knowledge of the process and legality of documents they signed which causes much trauma on what is understood to be "theirs". The new approach of leasing land instead of providing private title is especially not understood. One example was in Abaqulusi where there is a poor understanding of the state as the land owner which causes feelings of being "lost" and homeless despite having access to the land. One land reform beneficiary said ***"We first lodged our land request more than 10 years ago. Now when they tell us our land is back, it seems that not all of it is back? We know the land better than anyone, we had plans for it".*** Another land reform beneficiary explained**, *"Although they say we have the land, why are we not benefiting, we can't harvest the trees as we wish. Even the water is now someone else's, what exactly did we get?"***

Another challenge identified in the CRDP sites was the high levels of conflict in CPAs between those elected representatives and the beneficiaries e.g. Diyatalawa, Makgolokweng and Riemvasmaak, High levels of conflict were also expressed between the 'strategic partners' (appointed by DRDLR) and land reform beneficiaries, as was the case in Dysselsdorp's 'Houmoed land reform farm'. The control of the strategic partner over the bank account and profits from the tobacco production has been met with great discontent by the beneficiaries. The CRDP needs to have a more proactive approach to conflict resolution to ensure the success of land reform processes.

3.2.6 CRDP Goal 5: Is the CRDP Reaching the Appropriate Target Population?

Introduction
Key CRDP targets groups include women, youth, elderly and the unemployed and other vulnerable groups include child-headed households and those living with HIV/ AIDS. Each of these target groups have specific needs which the CRDP needs to try and respond to in order to reach them effectively.

Evidence
The evidence obtained in terms of what is working well and what is not working well in terms of whether the CRDP is reaching appropriate target populations is summarised in Table 20 below:

Table 20 CRDP Goal 5 (Reaching Appropriate Target Population) Achievement: Evidence of What is Working Well and What is Not Working Well

Evidence of what is working well	**Evidence of what is not working well** *(Note: **CS** refers to the number of case studies where this issue was identified)*
• Vulnerable populations such as women, child-headed households and elderly included in projects (X5 CS) • Inclusion of women leaders in decision-making increases chances of success (X1 CS) • There are efforts to work with HIV/AIDS NGOs in order to reach people living with HIV/AIDS (X1 CS) • NARYSEC programme focuses on the youth and there are instances of contracts offered to women-owned businesses (X1 CS)	• No projects targeting vulnerable populations ; disabled, people living with HIV/AIDS and child-headed households etc. (X4 CS) • Disabled people are left out and not directly catered for (X3 CS) • Business community gets no support (X1 CS) • Women still need to be empowered through training and access to finance (X1 CS) • Only a few of the youths have been employed (X2 CS)

Findings
The benefits of the CRDP have successfully reached most members of the target groups. In general women, youth, elderly and the unemployed are being targeted in the case study sites successfully. Youth have especially benefited significantly from the CRDP in comparison to other groups through NARYSEC and other short term job opportunities through EPWP and CWP. The CRDP has had challenges with targeting the disabled, people living with HIV/AIDS and child-headed households (in some cases e.g. Pixley ka Seme).

In most cases genuine effort was being made to involve women in CRDP activities and it is evident that in most sites women comprise the majority of beneficiaries. However attention still needs to be paid to meaningful participation versus token participation. For example, participants in a female only focus group in Devon felt that men overpowered them in the COS, talked on their behalf at meetings and also held meetings without inviting them. Female focus groups also expressed a desire for further ABET training, empowerment training and access to finance to ensure they can compete with men for jobs and status in the community.

The most vulnerable of the target groups are not being reached adequately in many sites e.g. child-headed households, people living with disabilities and people living with HIV/AIDS. In some cases programmes were available for these groups but poor information sharing and reporting from the COS meant beneficiaries had not heard about them e.g. In Msinga

there is a Agri-para professional programme for the disabled but respondents had not heard about it. It was not easy to establish if people living with HIV/AIDS were benefiting in the case study sites as respondents emphasised that people don't talk about their status openly due to the attached stigma. However there did not seem to be any CRDP programme to actively target this group. In some cases people living with HIV/AIDS were being reached by NGOs e.g. Devon.

3.3 Assessment of the CRDP's Value for Money

3.3.1 Introduction

This section aims to answer the following questions:

- What resources are being expended?
- What are the expenditure rates per capita?
- Is value for money being achieved?
- How can the programme be strengthened and up-scaled with less expenditure per household?

3.3.2 What Resources are being expended and what are the expenditure rates per capita?

National DRDLR CRDP expenditure was R357 million (2010/11) and R786 million (2011/12). In addition, other national, provincial and municipal departments have spent funds in CRDP sites.

An attempt has been made to comprehensively identify all government expenditure in the 18 case study sites from July 2009-June 2012. We were unable to obtain project expenditure information from national departments (other than DRDLR) and only obtained provincial and municipal departmental expenditure information from the Western Cape and Northern Cape. We were also unable to obtain any expenditure information on two sites (Ingqusa Hill and Abaqulusi). Apparently, no projects had taken place in one of these sites despite DRDLR indicating that it was an active site (Ingqusa Hill). Several of the projects identified did not have budgets linked to them. All the CRDP provincial offices provided databases of projects which had missing information. For instance, most projects did not have costs and some were not clear whether the money had been spent or it had just been budgeted for.

In order to obtain a reasonably accurate estimated cost for the known projects carried out in each provincial CRDP site, average costs were calculated. Firstly, all the projects implemented in the chosen sites for this evaluation were grouped according to project types. For example, this involved putting similar projects such as all those dealing with fencing under one "fencing projects" category or all projects that involved building new houses as "housing projects".

Thereafter, for each project cost available, an average project cost for each project category was calculated by simply dividing the total cost of projects with cost data by the number of projects in that category). The average cost obtained per project category was then added to all similar projects in those project categories in other sites which had no cost estimates to develop a comprehensive project expenditure profile for the 18 case study sites.

After inputting all estimated project costs based on the above criteria, the total cost of projects per each site was calculated.

The total number of households and the population per site obtained in the 2011 census was then used to calculate the cost per capita. Table 21 below shows the result of what was obtained from the calculations above.

Table 21: Total Project Expenditure and Per capita and Household Expenditure for 18 CRDP sites (+-July 2009-June 2012)

Province	CRDP ward	Total Nov. 2011 Population	Total Project Expenditure	Total Per-capita expenditure	Total Households	Total Per-household expenditure
Gauteng	City of Tshwane Metropolitan Municipality: Ward 105	26119	R 14 264 993	R 546	2758	R 5 172
Gauteng	Lesedi: Ward 13	8569	R 17 223 169	R 2 009	7099	R 2 426
Western Cape	Witzenberg: Ward 1 and 6	18090	R 65 717 441	R 3 632	4617	R 14 233
Western Cape	Oudtshoorn: Ward 10 and 12	13095	R 56 630 483	R 4 324	2722	R 20 804
Free State	Maluti a Phofung: Ward 1 and 4	22806	R 74 836 864	R 3 281	6100	R 12 268
Free State	Letsemeng: Ward 2	6735	R 14 794 138	R 2 196	1737	R 8 517
KZN	Abaqulusi: Ward 5,6,7	32042	R 15 620 339	R 487	6257	R 2 496
KZN	Msinga: Ward 6,7,8,9,10,11,12, 13,15	76722	R 41 596 397	R 542	17531	R 2 372
Eastern Cape	Mhlonthlo: Ward 2, 13	14891	R 44 125 354	R 2 963	3679	R 11 993
Eastern Cape	Ingquza Hill: Ward 1	6911	R 22 901 463	R 3 313	1042	R 21 978
Northern Cape	Kai Garib: Ward 1	11408	R 188 814 282	R 16 551	3044	R 62 028
Northern Cape	Joe Morolong: Ward 1 , 2	11420	R 77 328 886	R 6 771	3177	R 24 340
Mpumalanga	Mkhondo: Ward 2	16446	R 9 549 930	R 580	2832	R 3 372.15
Mpumalanga	Pixley ka Seme: Ward 6	9070	R 17 187 439	R 1 894	2062	R 8 335
North West	Moses Kotane: Ward 5, 29	19643	R 30 903 458	R 1 573	5733	R 5 390
North West	Ratlou: Ward 1	7383	R 162 345	R 21	1875	R 86
Limpopo	Greater Giyani: Ward 18	7730	R 57 119 186	R 7 389	2008	R 28 445
Limpopo	Makhado: Ward 8	13421	R 8 399 567	R 625	3767	R 2 229
Total		**322501**	**R757,175,742**		**78,040**	
Average cost			**R 42 065 319**	**R 3 261**		**R 13 138**

To summarise, a minimum total of R757 million was spent between July 2009-June 2012 in the 18 sites which included 322,501 people (October 2011 Census total) at an average expenditure of R42 million/ per site and average per capita expenditure of R3261/ person and per household expenditure of R13,138 across all sites.

Actual expenditures, and per capita expenditure rates, are likely to be significantly higher than we can report here as 14 of the 18 sites expenditure information did not include any

provincial or municipal government expenditure and all 18 sites did not include expenditure from national departments other than DRDLR expenditure or para-statal expenditure.

Previous studies have also indicated that per household expenditure, for example in Diyatalawa in the Free State, was as much as R200,000 in a community of only 50 households thus amounting to a total expenditure of R10 million (DPME, 2012).

Given that the DRDLR's targets for the CRDP include rolling out the CRDP to all 2920 rural wards in South Africa, it is useful to perform some rough calculations to inform an understanding of the potential costs involved in such a roll-out, as follows:

- Total SA rural population from the October 2011 Census was 19,211,230 people, minus 322,501 already covered in the 18 sites, equalling 18,888,729 people
- Multiplied by per capita average from 18 sites (R3261) = R61.596 billion. This is as a rough minimum estimate of the funds required for rolling out the CRDP to all 2920 rural wards in South Africa.

The above is clearly a very crude estimate. The following issues can be highlighted which should also be taken into account in assessing CRDP roll out cost estimates:

a) The above roll out cost includes only a portion of the required on-going infrastructure operations and maintenance costs which result from the delivery of infrastructure in CRDP sites. In other words, the actual operations and maintenance cost which will need to be budgeted for is significant and not fully reflected in this total.
b) It is not clear exactly how many sites the CRDP has currently been rolled out to, but it is estimated that the number is approximately 100 sites.
c) The largest CRDP costs are for infrastructure. It is not clear what amount of time is needed to address infrastructure backlogs in rural areas and whether this will generally extend beyond the three year time period that the expenditure information on the 18 sites is based. It is clear that on-going operational support to CRDP sites is needed for a number of years, in terms of training, business support, support to COS etc. , however, it is unclear how much of this support can be provided from existing programmes/ funding sources.
d) It is not clear how the issue of the on-going migration from rural to urban areas will impact on the changing demand for basic services and infrastructure in rural areas, and hence on the cost of servicing these areas.
e) Enhancing the effectiveness of CRDP expenditure is a major issue in terms of achieving good results with available resources. This is discussed further in the next section on Value for Money.

3.3.3 Is Value For Money (VFM) being achieved and how can the programme be strengthened and up-scaled with less expenditure per household?

Introduction

The purpose of analysing value for money issues is to contribute towards ensuring that funds are being used as effectively as possible. Value for Money (VFM) is understood to include finding a balance between economy, efficiency and effectiveness, defined as follows (OECD. May 2012) (the notion of equity is also sometimes used to reflect the importance of :

- Economy: Reducing the cost of resources used for an activity, with a regard for maintaining quality.

- Efficiency: Increasing output for a given input, or minimising input for a given output, with a regard for maintaining quality.
- Effectiveness: Successfully achieving the intended outcomes from an activity.

VFM is then defined as: the optimum combination of whole-life cost and quality (or fitness for purpose) to meet the user's requirement.

Evidence:

The 18 case studies included site visits (using an observation framework) to projects in each site. The case study research uncovered a number of issues which are negatively impacting on value for money. Before summarising these issues, the following Tables 22-24 provide concrete examples of projects where value for money issues has been identified:

Table 22 VFM: Effectiveness (Successfully achieving the intended outcomes): Project Examples from 18 Case Studies of Inputs being insufficient to produce the desired result:

Site	Examples:
CDRP Site: Pixley ka Seme ward 6	• Clinic only operating for 12hrs • They lacked farming skills and need a lot of training and guidance on land use; e.g. they preferred producing traditional crops such as maize without consideration of land suitability. • They are currently producing for own consumption and cannot supply the market.
CDRP Site: Donkerhoek, Mkhondo ward 2	• According to respondents, community food gardening has not yet succeeded in Donkerhoek. The reason for this is said to be the lack of water supply to these gardens. • Farmers are not able to utilize the farmland that is available due to lack of skills, and lack of funds for buying equipment.
CRDP site: Disake (5) and Mokgalwaneng (29)	• There are cooperatives on paper but none which are functioning.
Devon	• Community says access to land is a serious problem; some have cattle but no land to graze and have to keep them far away from the site.
CRDP site: Msinga	• The lack of fencing undermined the projects.
CRDP site: Muyexe	• Issue of water is affecting other areas of life: e.g. farming, gardens, cooperatives whose activities are being undermined. • 2 ECD centres are under resourced • There is no water for use of in community gardens • The clinic is under-resourced. All the nurses give you when you are in pain are panados. There used to be an ambulance for the community but it's no longer there and the community do not know what happened. • The Council of Stakeholders does not have office equipment to facilitate their work • Lack of accessibility: roads are very bad. This effects the building and linkages of markets to sell goods
CRDP site: Makhado	• Road networks are very poor, no ICT, no clinics (very far away) in all of the villages. • Ambulances can't access these areas.
CRDP Site: Abaqulusi	• The COS itself struggles to hold meetings due to the costs related to travelling to the meeting place and lack of operational equipment to

Wards 5, 6 & 7	perform the required costs. • No leadership training had taken place. Further in all three wards, meeting attended was hampered by lack of finances linked to travel costs often resulting in no quorum for meetings.
CRDP Site: Witzenberg wards 1 & 6	• Clinics are not able to provide Health care not sufficient to address the health care demands • While some equipment had been provided it is not sufficient to enable the COS to be operative. • Not all in the community is able to access all the communication • The police station closed down in Bella Vista and the high rate of crime, drug abuse and domestic violence is hampering social and cultural development
Dysselsdorp, wards 10 &12	• There is a lack of infrastructure for co-operatives really to take up opportunities, for example, retail outlets to provide products to the community from • A number of co-operatives have been registered, but are mostly non-operational, thus no sustainable jobs have been created; • Income from food gardens is not enough so people are supplementing their income.
Moses Kotane, Wards 5 & 29	• A Water Tank has been constructed but is not connected to the local supply system because the Local municipality has no funds to pay for it While most households have stand taps, most have no water due broken borehole pumps.
Tshidilamolomo, Ratlou ward 1	• Vegetable production is affected mainly by unreliable water supply. This makes it difficult for beneficiaries to increase production significantly.

It is clear that there are many CRDP projects which are not effective for a wide variety of reasons.

Table 23 VFM: Efficiency (increasing output for a given input or minimising input for a given output, with regard to maintaining quality): Project Examples from 18 Case Studies of Provided Facilities Not Being Utilised to Deliver Benefits

Site	Examples
CDRP Site: Donkerhoek, Mkhondo ward 2	• The CRDP office is currently not being utilized. The CRDP office site in Donkerhoek needs to be fully utilized. The office should have its own CRDP dedicated human resource, who will promote community participation and fast-track service delivery. • Although employment opportunities have been made available through the CRDP project, some members of the community remain unemployed due to lack of skills and lack of opportunities. However community members complain about the fact that they are being overlooked and jobs are given to outsiders. • CRDP office in Donkerhoek is just an unoccupied structure. Most offices have furniture with air cooling system installed. There is however no running water and electricity in the office site. • Lots of farms acquired by government previously used as mining areas have well equipped buildings not being used.
CRDP site: Disake (5) and Mokgalwaneng (29)	• Brick laying project has become a white elephant because it's not functioning. • Water system is in place but not functioning e.g. Water reservoir with no water in it. This is undermining the community and household gardens. • Clinic building is there but there is no medical personnel and ambulances and there is poor equipment
CRDP site: Msinga	• Crops planted in March: and done because it had to be done, to be recorded despite it being unsuccessful so it's just for reporting. • The fact that success is evaluated according to money spent and not on outcomes… so whether plants succeed or not is not important afterwards
CRDP site: Muyexe	• Macena community garden is using 13 ha of its 17ha • 2 boreholes working. 10 not working. Some have been stolen.
Dysselsdorp, wards 10 &12	• Sandbag Houses are a great disappointment, a failed experiment at the cost of the house-dwellers. Project incomplete (10 out of 13 houses completed) and contract "ran away". No repairs can be affected to the houses until the houses have been fully completed. General disrepair. Solar panels, gardens, fencing and shower facilities outstanding.
Moses Kotane, Wards 5 & 29	• The Brick making Factory and the Business Centre have been completed but are not operating.
Tshidilamolomo, Ratlou ward 1	• Most of the chicken have died or been eaten. Although not to the same extent goat farming also appears to be affected by lack of sustainability, as a good number of them have also died. Chicken and goat farming has not been successful... resource given to very poor people... chickens were rather eaten then building a business from it or sustainable egg business After initial chicken feed that was given there was no other easy access to feed therefore unsustainable There does not appear to have been proper training of the beneficiaries before the animals were delivered to them. • Community gardens (Masamane) are partially used • Production/ Marketing Stalls (Tshidilamolomo) are not in use • Boreholes in Mmakgori not in good working conditions

Other factors are also negatively impacting on CRDP effectiveness in achieving outcomes, include the following (also see Table 24 below):

- political dynamics (where some communities within one site receive investments and others are marginalised)
- less than ideal participation in CRDP structures (esp. COS) from 3 spheres of government which impacts on the quality of decision-making and implementation processes.

Table 24 VFM: Effectiveness (Successfully achieving the intended outcomes): Other Factors Obstructing Achievement of Results

Site	Examples
CDRP Site: Donkerhoek, Mkhondo ward 2	• The residents feel the councillor is not prioritizing their needs since he comes from another area.
CRDP site: Disake (5) and Mokgalwaneng (29)	• No attendance of meetings for COS from district and local municipality. And not committed to the CRDP... their view is that this is not their baby. they don't attend meeting of council of stakeholders.
CRDP Site: Abaqulusi Wards 5, 6 & 7	• The new Rural Development Department is experiencing space issues to be physically accommodated in its birth home, Land Affairs as space becomes contested.

Figure 12 Photos of Selected Failed CRDP Projects

Findings

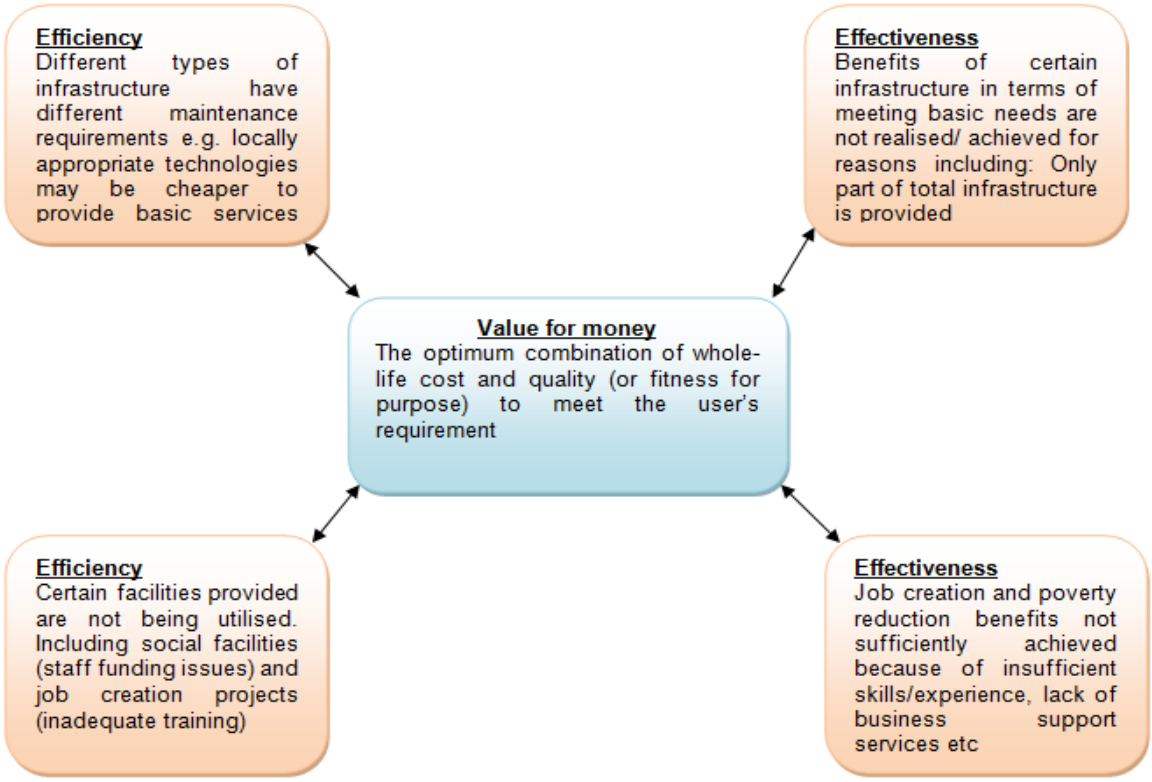
To summarise the findings and conclusions, CRDP key value for money issues identified include those outlined in Table 25 below:

Table 25 Summary of High Level CRDP Value for Money Constraint Issues Identified

Value for money: The optimum combination of whole-life cost and quality (or fitness for purpose) to meet the user's requirement.	
Efficiency: Increasing output for a given input, or minimising input for a given output, with a regard for maintaining quality.	**Effectiveness:** Successfully achieving the intended outcomes from an activity.
Different types of infrastructure have different maintenance requirements, servicing options/ skill requirements and costs. For example, some locally appropriate technologies (e.g. rain tanks) may be cheaper both to provide basic services as well as more appropriate for micro-level household maintenance. Certain facilities provided are not being utilised, including social facilities (staff funding issues have not been resolved) and job creation projects (either training has been inadequate or market access is problematic), theft and vandalism.	Benefits of certain infrastructure investments in terms of meeting basic needs are not realised/ achieved for a range of reasons including: only a part of the required total infrastructure solution has been provided (e.g. a linked piece of infrastructure, or resources to operate or maintain the infrastructure), significant barriers to access the infrastructure exist. Job creation and poverty reduction benefits are not being sufficiently achieved or many reasons including insufficient skills/ experience and provision of effective business support services, lack of facilitated value chain development processes, key basic services bottlenecks (water, electricity), key infrastructure deficits (e.g. lack of fencing), market access costs, lack of agriculture potential/ soil/ rain for specific crop etc.

The above issues are represented diagrammatically as follows (Figure 13):

Figure 13 Selected CRDP Value for Money Constraint Issues



So, while there are numerous challenges in maximising value for money, it must be acknowledged that there have been numerous improvements in the quality of life of significant numbers of people living in rural communities as a result of improved access to services. It is difficult to quantify many of these benefits in terms of, for example, improvement in human capital and life opportunities as a result of improved educational opportunities. What is clear, however, is that if the CRDP is to be upscale then the measures to address the underlying causes of the VFM constraints identified will need to be designed and put in place so that any up scaling takes place achieves better CFM.

Various options can be identified which exist to upscale the programme with less expenditure per household, including the following (and these will inform the recommendations to improve VFM in Section 3):

a) Improve integrated development planning processes to better address issues including the following:

   i. Accurate scoping of agricultural potential of CRDP sites so that support is only provided for feasible crops / projects

   ii. Identification of dependencies between projects and improved sequencing of projects so that projects are not implemented which cannot function effectively until other projects are implemented and that adequate training and operational support plans are in place to ensure infrastructure and business projects can be effectively operated.

   iii. Ensuring that plans exist, and funds have been budgeted for (or at least budgeting processes are in place) to deal with the life cycle management and maintenance of projects

b) Ensure that national norms and standard for the delivery of infrastructure in rural areas are developed by all relevant sectors/ departments where a case exists to differentiate between urban and rural infrastructure norms and standards. This will allow for the quantification and costing involved in meeting infrastructure backlogs in rural areas and ensure that appropriate and affordable levels of service are provided.

c) Develop a collaborative CRDP Procurement Strategy to maximise economies of scale and coordinated bulk purchasing (aggregating demand for common goods from different customers) to obtain more competitive prices across multiple CRDP sites. The scope of this CRDP Procurement Strategy could include different components, such as aggregating procurement across national departments (e.g. DRDLR and DAFF), provincial departments, and municipalities. It might also only focus on a selected number of goods (e.g. fencing, boreholes etc.).

d) Ensure that cost-effective technologies are used in rural areas that are simple to maintain. A key area in this regard is technologies to provide access to water. Wherever possible, large-scale and expensive bulk infrastructure solutions should be avoided unless a clear business case can be provided.

3.3.4 How does the CRDP compare to other Rural Development Programmes? Selected Lessons from International Case Studies

Introduction

The rural development strategies and core programmes of the following countries have been reviewed and analysed (detailed case study reports are available separately with only key findings summarised in this report):

- India;
- China;
- Brazil;
- One product One Village (OVOP) model adapted from Japan and applied in a number of countries in Africa;
- Millennium Village Project applied in a number of countries in Africa.[4]

The analytical framework applied to the case studies focused on using the CRDP goals and identifying evidence of what successes the programmes had achieved with respect to these goals and whether potential lessons could be identified to inform the CRDP.

Evidence

The detailed reports on the 5 international case studies have been synthesized in terms of identifying possible success factors and CRDP implications relevant to the CRDP objectives and selected mechanisms in Tables 26-31 below. These inform the findings which follow the tables. It has to be said that one cannot identify success factors from one country context

[4] The Millennium Village Project (MVP) is a product of the Millennium Summit in September 2000; and spearheaded by, Jeffrey Sachs, of the Earth Institute at Columbia University and overseen by the UN Millennium Project. It is a rural development model which advocates a 'bottom up approach in lifting Africa out of the poverty trap.The model advances a 'big push' paradigm which involves injecting donor funds into selected villages to kick-start development focusing on agriculture, health, education and sanitation. Twelve impoverished villages in 10 countries Kenya, Ethiopia, Ghana, Malawi, Mali, Nigeria, Senegal, Rwanda, Tanzania and Uganda were initially selected.

which apply to another country context with any confidence due to the wide range of contextual issues which impact on what works and does not work.

Table 26 International Rural Development Programme Success Factors & Lessons: Mobilising and empowering rural communities:

CRDP Mechanism	Key International Case Study Success Factor or Lesson	Potential Applicability to, or Implications for, CRDP
General community empowerment	• Structures developed at community level to support and represent communities (X1 CS) • Communities participate in meetings and are consulted on their needs and aspirations and given a chance to shape their own destinies (X4 CS) • Communities contribute to their own on development (X2 CS) • State drives programme (X5 CS) • Foreign donors are the brains behind programme and drive the process (X2 CS) • Programme provides opportunities for participation in community activities (X3 CS) • To offset limited access to credit; communities set up savings and credit groups (X CS)	• Relying on donor funds for budgeting of programme creates dependency tendencies.
Local Community Structures	• Community structures drive the development programme (X14 CS) • Dominance of government in designing, funding and implementation of the program limits autonomy and creativity among OTOP beneficiaries (X2 CS) • Project driven by contributions from the community as well as government structures (X1 CS)	
Leadership Training and other Education/ skills development Programmes	• To be accepted into programme, potential beneficiaries first submit project proposals (X1 CS)	• This is not applicable to the CRDP across the board as many beneficiaries are illiterate and lack the business skills to be able to put together a project/business proposal • This may exclude the most vulnerable and in need of assistance
Community Profiling	• Communities are poor, uneducated and lack adequate health care and have extremely limited access to social services (X5 CS) • Beneficiaries still subsistence farmers • Poor provinces identified in accordance with a certain income standard and support (X1 CS)	

It is clear that community-based structures are key drivers of development in all rural development programmes. As such, it is important to ensure that careful attention is required to ensure that these are able to operate effectively.

Table 27 International Rural Development Programme Success Factors & Lessons: Creating employment opportunities and supporting economic livelihoods

CRDP	Key International Case Study Success Factor or	Potential Applicability to,

Mechanism	Lesson	or Implications for, CRDP
Co-operative & Enterprise creation and support	• Government has created a marketing strategy to assist with market access • Increased access to and guaranteed markets (X7 CS) • Access to credit at interest rates below inflation from state owned banks for beneficiaries and farmers (X6 CS) • Training of beneficiaries and producers by local colleges (X2 CS) • Local leaders such as prefectural governors serve as promoters of locally produced products (X2 CS) • Assurance that increased production of crops will not lead to decreased prices (X3 CS) • Capacity-building at all levels is inherent to the success of programmes (X3 CS)	• Using local authorities such as premiers and MECs to promote locally produced products can be explored – many CRDP sites pointed to a lack of markets as a hindrance to productivity and economic growth • CRDP should have a market development component to support market linkages and access for products produced at CRDP sites • CRDP may allocate some budget to maintaining prices at a certain range for producers even when production increases so that producers do not lose out due to lower prices
Skills development and job creation through public works programmes, youth programmes, community-based programmes	• Selling surplus produce provides a platform for self-employment (X5 CS) • Models are rural based and have thus created rural based job opportunities especially for the youth and women (X7 CS) • Organisations/cooperatives have own buildings and access funds from national rural development bank (X1 CS) • Employment opportunities created resulting in raising of household incomes (X6 CS) • Training centres established to train beneficiaries (X1 CS) • Beneficiaries trained in skills that they can use and apply e.g.	
Establishment of Food gardens for household food security as well as income generation through selling surplus	• Enterprises generate economic surplus by concentrating on products which they have a competitive advantage in (X1 CS) • Use innovative technology to increase food production and ensure food security (X5 CS) • Farmers adapt to suitable products for area; e.g. turning to vegetables which require less water, less land and more labour as well as a good local market (X2 CS)	• CRDP could draw lessons from this. A lot of land reform beneficiaries keep planting maize even when it is not suitable; also cooperatives cite lack of markets and support
Establishing Smallholder farmers and providing extension support	• Farmers and beneficiaries of programmes receive financial and technical support (X3 CS) • Research institutes assess and recommend suitable crops and enterprises for certain areas (X4 CS) • Buy-in from community before introduction of new crop varieties (X3 CS) • State provides extension support and makes arrangements to ensure supply of quality seed,	• CRDP can use local distributors and suppliers to distribute fertilisers, quality seeds etc. and in the process create employment for locals • A huge network of extension agents can be

	fertilisers and adequate storage space (X3 CS) • To offset land shortages; farmers plant creeper vegetables to protect the soil and produce food (X5 CS) • Develop mechanisms to link farmers to the markets (X4 CS) • Infrastructure provision such as irrigation equipment (X2 CS) • Use of technologically enhanced innovations leading to increased production. (X1 CS)	trained and deployed to impart the necessary training to farmers so that they cultivate correctly. • Establish trade fairs and monthly stalls in order to promote local produce

Table 28 International Rural Development Programme Success Factors & Lessons: Meeting basic needs of rural communities

CRDP Mechanism	Key International Case Study Success Factor or Lesson	Potential Applicability to, or Implications for, CRDP
Social, Economic, Cultural and ICT Infrastructure Development and Improved Service Delivery to Rural Areas	• Primary goal is not basic service provision but generating economic surplus (X2 CS) • Success of some international rural development programmes is achieved due to the availability of transport infrastructure and ICT services • Water tanks, dams and water harvesting have been employed in semi-arid regions to provide water for beneficiaries (X3 CS) • Basic service provision starting from education, livelihoods, basic healthcare and energy (X7 CS) • Education compulsory up to Grade 9	• Basic service provision is still a challenge under CRDP • Some CRDP sites are not accessible due to bad roads. A lesson for the CRDP will be to ensure transport infrastructure is well developed and in place to aid development.

Table 29 International Rural Development Programme Success Factors & Lessons: Reaching appropriate target populations

CRDP Mechanism	Key International Case Study Success Factor or Lesson	Potential Applicability to, or Implications for, CRDP
Are projects targeting the vulnerable?	• Project set quota for women beneficiaries (X2 CS) • Social welfare assistance extended to elderly (X2 CS) • Most activities geared towards supporting women (X3 CS) • Projects targeted at poor, excluded populations found in remote areas including women, socially excluded tribal and caste groups (X3 CS) • Under-privileged women and youth targeted for ICT training	

Table 30 International Rural Development Programme Success Factors & Lessons: Supporting Land Reform

CRDP Mechanism	Key International Case Study Success Factor or Lesson	Potential Applicability to, or Implications for, CRDP

Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	• Provide security of tenure to tenants and beneficiaries • Land reform is carried out to increase farm size as most farms were less than 3 ha and increase access to land (X5 CS) • Project sets limit on the amount of land that can be owned by few rich land owners (X3 CS) • Support funding to beneficiaries of agrarian reform	• A land record management system is a pre-condition for an effective land reform programming

Table 31 International Rural Development Programme Success Factors & Lessons: Institutional arrangements to support rural development programme implementation

CRDP Mechanism	Key International Case Study Success Factor or Lesson	Potential Applicability to, or Implications for, CRDP
Cross-cutting government issues	• Planning and awareness exhibited in the project helped create a higher level of organisation that could effectively harness the energy of farmers (X3 CS) • Success possible because of a comprehensive and well-coordinated programme involving multiple changes in the way society managed the production of food (X3 CS) • Huge sustainable budget provided by the state (X5 CS) • Rich provinces assist poorer provinces by donating; funds for schooling; technical know-how; management skills and exchange of technical personnel (X1 CS)	• More coordination and laying out of roles is needed in the CRDP
Clarity, appropriateness, and Implementation of Provincial Roles	• The village council is responsible for recommending works to be built under programme and the village government is responsible for the planning of the works (X2 CS) • Village councils also responsible for social audits and M&E of the program at village level (X1 CS)	
Clarity, appropriateness, and Implementation of Local Roles	• Formation of a range of organisations at the village, sub-village and multi-village level that are responsive to the needs of their communities (X1 CS)	• CRDP institutions should be more inclusive and respond to communities' needs and concerns
Clear coordination of **different spheres** aligned around the goals of rural development	• A state council established to provide coherence to the large number of programmes (X1 CS) • Full functions and responsibilities of implementing programme given to industrial departments (X1 CS) • One institution – Leading Group established at province and village level responsible for the design, allocation of funds, coordination of the relationships among different ministries, department and agencies (X1 CS)	

Findings

Key issues which can be highlighted in terms of how the CRDP compares to other rural development programmes include the following:

- Rural development is a long term process and many countries have implemented rural development programmes over decades (e.g. in China it has taken more than 50 years and it is still on-going) . The CRDP is still relatively new/ young and the key is to learn from what is not working well and strengthen the programme on an on-going basis.
- The CRDP does not suffer from donor dependency and autonomy issues as it is not reliant on donor funding (such as the MVP)
- The CRDP is weak and undeveloped with respect to its approach to enterprise development and value chain development and addition. The Japan OVOP is very strong in this regard. Strong training support programmes are critical for value addition and need to be strengthened in the CRDP. For example, Bunda College in Malawi provides training to OVOP beneficiaries.
- The CRDP is not as strong as it could be with regard to the strength of participation of the local communities in the programme. In the Japan OVOP community members themselves are actually the drivers and implementers of the programme.
- Coordinated planning and implementation of the CRDP is more complex in South African, given the decentralised responsibilities of Provincial and municipal governments, than in some other more centralised countries where the national government plays the key role in both planning and implementation (the State in Thailand and China plays a very central role and is in control right down to villages).

1. Mobilising and Empowering Communities:

India Agha Khan Rural Support Programme (AKRSP): Community Technology Learning Centres, assisted by Microsoft, enabled over 18000 people in these communities to obtain certification and be eligible for placement services. Of these nearly 1000 people were placed with well-known corporate entities and MOUs are being signed with neighbouring industrial estates to expand these numbers. The CRDP has also made an effort to establish ICT facilities however many of these are still struggling to be utilised to full effect with issues such as no access to electricity exposing design flaws and rendering them 'white elephants'. The CRDP could learn from the AKRSP by engaging the private sector more effectively to contribute to skills development (with an emphasis on obtaining certification), invest in ICT centres as well as providing desperately needed job placements. The CRDP could incentivise the private sector by providing BEE certificates to compliant companies. AKRSP also has Learning Support Centres, which focused on children ages 6-11, as well as 42 early childhood development centres that trained mother-teachers to impart education to 3-6 year olds.

2. Stimulating Rural Job Creation and Promoting Economic Livelihoods: Co-operatives

One Village One Project: Inadequate transport infrastructure obstructs OVOP producers' successful participation in national and global value chains in much of Sub-Saharan Africa. Much of the success of the Thai OTOP programme is due to the highly developed road networks and the availability of pickup trucks to villagers. Japanese OVOPs also benefit from the development of highway networks and motorisation. For OVOP programmes to succeed in Sub-Saharan Africa, nationwide delivery services and transportation networks need to be expanded and improved quickly. As for external marketing, ICT may serve as a competitive

tool for African countries especially mobile phones which are easily accessed by many South Africans.

The OVOP model illustrates the effectiveness of mobilising communities, into community based co-operatives. OVOP model has been successful in empowering poor communities by facilitating them to participate in the rural economy through the establishment of community based enterprises.

'OTOP Village Champion' (OVC) scheme was introduced in 2006 in Thailand in order to promote the local tourism industry in Thai rural villages by integrating with various OTOP related elements including unique OTOP products, nature, agriculture, health, culture, and craftwork. The Thai government established matching buyers so as to provide market for products developed under the OTOP projects. The Thai government placed emphasis on export linkages by creating a brand marketing strategy, which led participants to manufacture more value added products to enhance OTOP's export capacity. In Thailand it contributed to a 6% rise in country employment figures, this is a remarkable contribution.

In Japan, prefectural governors serve as promoters of local products. The local governments sponsor trade fairs, exhibitions, and antenna shops. They also organize championship events and offer prizes to winners. In Thailand, the championships are national in scope. Championship winners are given opportunities to go abroad for training tours. In addition, brand creation is most notable 11 BAAC later introduced the Asset Capitalization Project, which extended collateral conditions to cover machines, land use rights, and the holding of leases

OVOP model creates jobs through the value chain ranging from production to exporting employment opportunities resulting in a significant employment multiplier effect. The OVOP model promotes rural industrialisation, transforming economies from dependency on primary enterprises (agriculture) to secondary enterprise (agro-processing). OVOP villages have succeeded in producing finished products, potato crisps (Japan), bamboo chairs (China) and cooking oil (Malawi). Based on this, the CRDP model should emulate the OVOP approach by establishing rural based industries especially in agro-processing focussing on milling, meat processing, oil extraction and furniture making among others.

Like the OVOP model CRDP should have a framework for developing secondary economies in South Africa focussing on value addition initiatives. Investment in rural based value addition enterprise should be accompanied by comprehensive value chain linkage programs for creating sustainable markets for goods produced in the CRDP sites. One key component of such s program should be around initiating product labelling to allow for preferential procurement of products produced in the CRDP sites.

Rural Urban Linkages:

Most OVOP/OTOP models are linked to urban areas; such linkages create a captive market for goods produced in the rural areas. The close urban-rural economic links through consumers and tourists creates strong value chains for niche products which have origin or cultural ties. This will bolster rural enterprises as they can generate economic surplus by concentrating on products which they have a competitive advantage (emanating from taste, ethnicity, and areas of origin). The CRDP model should provide a framework in which the CRDP sites have economic linkages with nearby cities or towns in order to create a captive market for product produced from there. An example of such link would be connecting the Muyexe CRDP site with Polokwane City or Msinga CRDP site to Pietermaritzburg or Durban.

India Agha Khan Rural Support Programme (AKRSP): To smooth out the shocks of sudden costs, such as healthcare bills or the purchase of seeds or tools, AKRSP has supported the creation of self-managed community-based savings groups for many years. Typically, groups of 15-20 women are supported through basic financial literacy training. Savings groups have saved over Rupees 35 million. In Gujarat and Madhya Pradesh, these groups are linked to banks and access credit for their members following the Grameen Bank model.

China's "Seven-Year Program to Help 80 Million People Out of Poverty"(1994-2000)

Two strategies that relates to cooperatives include firstly China's decision to introduce tax reduction policies (a refund) for newly established enterprises in revolutionary base areas, minority regions, border areas, and other poor localities in rural areas. Secondly China introduced a 'subsidized loan program', accounting for over 50% of the total poverty funds under the 8-7 Plan, aimed at supporting the production activity and economic development of poor areas and the poor households directly. Subsidized loans could only be used for investment, not consumption. This ensured that newly established cooperatives had start-up costs to fund their new ventures.

Supporting Economic Livelihoods and Job Creation: Lessons for NARYSEC, EPWP & CWP

China's National Training Centre for Cadres of Poor Areas: The Chinese government in 1990 implemented a similar training programme as NARYSEC whereby it carried out large-scale training of 'rural cadres'**.** In 1990, the State Council Leading Group Office of Poverty Alleviation and Development set up the National Training Centre for Cadres of Poor Areas and began to organize the training of poverty alleviation and development for party and government leaders of poor areas across the country, as well as provide guidance on rural cadre training and practical technical training for farmers in poverty-stricken areas.

India's Employment Assurance Scheme (EAS): Launched in 1993 covering 1,778 drought-prone, desert, tribal and hill area blocks; it was later extended to all the blocks in 1997-98. The EAS was designed to provide employment in the form of manual work in the lean agricultural season. The works taken up under the program were expected to lead to the creation of durable economic and social infrastructure and address the felt-needs of the people.

AKRSP was selected as Project Implementation Agency for the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in Madhya Pradesh, which ensures that employment generation schemes lead to productive assets. Distress migration has been reduced by 70-90% for farmers and by 30-50% for agricultural labourers, according to the research study carried out by the international water management institute titled "Agrarian Transformation among Tribals: From Migrants to Farmer Irrigators".

The ACT was renamed the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in October 2009. MGNREGA ("the Act"), is implemented through the Mahatma Gandhi Rural Employment Guarantee Scheme (MGREGS), and gives every individual living in a rural area the right to demand labour from the state government for up to 100 days per household. If the state cannot provide work within 15 days of an individual's demand for work, the state is required to pay an unemployment allowance until the individual receives employment. A wage of no less than the state's minimum wage and no more than 125 rupees a day, which may be higher than the local daily wage for farm labour, is given to the workers. The government provides the funding and oversees the Act's implementation under the MGREGS through the Ministry of Rural Development (MoRD). All rural families are

entitled to apply for participation in the Scheme and to get job cards issued. As per the guidelines of the MGNREGS, those who want employment under the Scheme are required to apply in writing or orally at a gram panchayat. After verification of the application, a job card is issued to the applicant within 14 days. Workers in families that obtain job cards are entitled to guaranteed employment for the stipulated day in a year. The government is obliged to provide employment within 15 days of the demand for it. According to the Ministry of Rural Development (MoRD), 119.8 million rural households were issued MGNREGS job cards in 2010–11 (MoRD 2012a).

The central government pays for the entire cost of wages for unskilled manual workers, 75% of the cost of material and wages for skilled and semi-skilled workers, and all administrative expenses (except for those of the State Employment Guarantee Council). The state government pays for the remaining costs: 25% of the cost for material and wages for skilled and semi-skilled workers, the administrative expenses of the State Employment Guarantee Council, and unemployment allowances when it does not provide employment within 15 days of application. State governments provide an additional contribution, primarily for unemployment benefits.

MGNREGA provides last-resort employment to rural Indians and guarantees beneficiaries one hundred workdays per year, which consist of building and maintaining local infrastructure. The Gram Sabha (village council) is responsible for recommending works to be built under MGNREGA, performing social audits, and working as a forum for information sharing. Eligible projects are primarily in the areas of water conservation and harvesting, irrigation canals, renovation of traditional water bodies, drought proofing, land development, flood-control and protection, and rural connectivity (roads). The Gram Panchayat (village government) is responsible for the planning of works, registering households, executing works, convening the Gram Sabha for social audits, and monitoring the implementation of the program at the village level.

MGNREGA is self-targeting meaning that the government does not determine who is poor and eligible. The program incorporates work requirements as screening devices. The self-targeting model relies on the opportunity cost of showing up to work: those who do not need the money or who can find better-paying jobs will not show up.

Enshrining the right to work in the law and making it a basic right has resulted in improvements in the working conditions of workers. Some prominent Indians claim that the transition to a rights-based framework led to a major decline in labour exploitation in rural public works. Wages are now higher, delays in wage payments are shorter than before, productivity norms set by employers are more reasonable, and complaints of harassment cases are fewer. *The National Rural Employment Guarantee Act (NREGA) denotes a paradigm shift from the earlier wage employment programmes. The Act recognizes the "Right to Work" as a fundamental Right as enshrined in the Constitution of India and provides legal guarantee for work.*

Supporting Economic Livelihoods and Job Creation: Supporting Smallholder farmers

The Brazilian Government's Food Procurement Programme (PAA)

A very important initiative of the second generation of rural development policies in Brazil was the establishment of the Government Food Procurement Programme (PAA) for small-scale family farms. The Food Acquisition Program *(Programa de Aquisição de Alimentos, PAA)* was created in 2003 as a financial and marketing tool to provide links between food

production and public consumption. This programme facilitates and improves access to institutional markets, such as schools and hospitals by purchasing products and foodstuffs directly from family farmers and land reform settlements. This was one of the first new tested markets created in the context of rural development; and has in turn been a significant driver of rural development (Schneder *et al,* 2010).

The PAA, an element of the Zero Hunger program is funded through the Ministry of Social Development and the Ministry of Agrarian Development and is managed by a consortium of Brazilian government agencies. It uses federal funds to make direct purchases of agricultural products in local markets, thus generating income for small farmers. The purchased agricultural goods are then donated to food assistance programs, used to create food reserves or used in schools or other public institutions.

The program complements its purchasing program with a capacity-building component that includes training programs for participating small farmers and cooperatives; the trainings address issues of organisational management and financial planning. The programme's capacity-building component focuses on organisational management and financial planning, as well as collaboration between associations and cooperatives to gain market access. Not only do cooperatives need to be trained in business and organisational skills; they also need to network and collaborate between themselves. The programme teaches business skills such as financial planning which are skills that often lead to the downfall and lack of growth and sustainability of many small farmers. In encouraging networking through collaboration between cooperatives; farmers are taught the skill of seeking and securing market access to sell even more of their produce.

It also supports network building between small producers to share best practices. The *PAA* has multiplier effects beyond the benefits it brings to the participants: other community members indirectly benefit from the more predictable demand and more stable prices that result from government purchasing contracts, as well as from increased skills and knowledge within their communities.

Kenya and Zimbabwe: The dual agrarian structure in South Africa of commercial farmers on the one hand and subsistence farmers on the other is highly inequitable. Many rural development experts have suggested that in-between the subsistence farmers and the large commercial farmers a group of smallholder farmers producing for both household consumption and the market should be promoted by the government (Hall, 2009a; Hall, 2009b). To promote smallholder farmers, some ex-settler countries adopted a geographical focus on strategic locations. For instance, areas with high rainfall or where intensive agriculture can be practiced can be identified for resettlement. Land capability classification schemes can be used as to identify climatic zones and soil types suitable for certain crops. Agricultural markets reforms were used to encourage smallholders in Kenya and Zimbabwe to take up cash crops like cotton, coffee, tea and tobacco, which previously had been the preserve of large estates, and pursued these successfully on redistributed land and in communal areas (Hall, 2009b:45).

In Kenya, the proportion of coffee and tea produced by smallholders after independence rose rapidly to over 50 percent whilst in Zimbabwe, smallholder cotton production rose from zero before 1970 to over 80 percent by 2000 (ibid). Hall noted that the transformation resulted from "training in growing and handling cotton, provided by a dedicated extension programme; the collaboration of the state Cotton Marketing Board, which provided sorting methods and transport arrangements suited to smallholders; mentoring by large-scale

commercial cotton farmers; and a state role in getting smallholders involved in seed production, and providing them with access to pesticides and other input supplies". Hall indicated that unlike in South Africa at independence, in Zimbabwe the old marketing infrastructure was intact and provided an institutional framework to redirect towards new producers with different needs. Subsidies were provided through marketing boards for nationwide pricing allowing marketing agencies to extend into new areas, particularly the resettlement areas but also the communal areas.

China: Agricultural R&D in China also made considerable progress. Total public expenditures on agricultural R&D doubled from 2001 to 2008, and private expenditure on agricultural R&D grew at an even faster rate. China has the world's largest and most decentralized public agricultural research and development (R&D) system. It employs some 43,000 full-time equivalent (FTE) researchers in more than 1,000 research agencies at the national, provincial, and prefectural levels.

China also established agri-technology extension network basically covering the whole country to offer extension advice to farmers to enable them to improve their productivity. The Chinese Government encouraged institutions of higher learning and scientific research institutes to promote advanced practical agro-techniques in poor areas, and organized scientific and technological personnel and research institutions to teach in poor areas or promote agro-techniques in poor townships or villages. These measures effectively changed the backward modes of production in those areas, increased the yield of farmland, and swiftly raised peasants' incomes. Since 1995; the Ministry of Science and Technology has sent, by turnstile count, 30,000 technicians to poor areas, implemented 580 model projects of aiding the poor with technology, set up 1,500 technological demonstration centres, solved over 200 key technological problems, and promoted over 2,000 suitable techniques in poor areas.

India: The government made arrangements to ensure supply of quality seeds, fertilizers; and made provisions for adequate storage space in case of surplus. It also trained a huge network of extension agents to impart the necessary training to farmers so that they could carry out the cultivation correctly. It established an Agricultural Pricing Commission (APC) to ensure a minimum floor price to farmers so that there was no disincentive for increased production.

In areas impacted by drought, agriculture pests or salinity ingress due to climate change and other factors, the Agha Khan Rural Support Programme has worked to introduce alternative crops that are more resilient in the face of these changes. Alternative crops have also helped farmers raise incomes. In saline areas, it has introduced saline-resistant crops, such as sapota. Farmers have also been helped to raise incomes through other sources of incomes, including organic fertiliser production, handicrafts, bamboo furniture, honey production and other non-farm sources of income.

OVOP: The OVOP model seeks to reduce rural communities' dependency on primary agriculture and low value enterprises. In the entire participating countries OVOP model facilitates the establishment of agro-based value addition industries which can generate high incomes. Value addition through agro-processing allows participating communities to generate much higher economic surplus, it discourages export of raw products advocating instead for processed goods which fetch higher prices on the market. OVOP model are transforming rural communities from being price takers for raw goods to price makers for finished products.

Millenium Village Model: The MVP provided subsidies to farmers to stimulate production. The cost of this up-front investment in fertilizer and seeds supplied by the project was $50 per household planting an average of 0.25 ha of maize in 2005. Approximately 11% was paid back through contributions of surplus maize to the school meals program, representing a net subsidy of 89%. For the 2006 maize crop, the subsidy for fertilizer and seed was reduced to $37. Some farmers did buy fertilizer and improved seed from the market. In the third year, seed and fertilizer subsidies were eliminated for the households in the top three income quartiles while still fully subsidizing the poorest and most vulnerable households.

Crop surpluses minimize risks of food shortages in subsequent years but also serve as the entry point for entering the cash economy. Bumper crops also can result in drastic reductions in crop prices, leaving farmers with their surpluses unsold. In Sauri, farmers were offered only $10 per 90-kg bag of dry maize in August 2005 by local middlemen, less than the official price of about $20. In need of cash to buy essentials, farmers normally sell at these prices, later to run out of food and buy back maize for as high as $25 a bag. To buffer such price fluctuations, a cereal bank was established by renting storage space and using project funds to pay farmers the equivalent of $17 per bag. The cereal bank sold the crop at $21 per bag in April 2006, farmers were paid the difference, minus storage and management fees, effectively doubling the price they would have received selling to middlemen.

MVP enables agriculture development through the provision of targeted input subsidies (on seed and fertiliser) to increase agricultural productivity. It also provides assistance with marketing (purchase of truck and construction of grain storage). MVP also facilitates agriculture development through introduction of agribusiness innovations such as micro-insurance and mobile agriculture services (provides prices, extension information etc.). The CRDP model in RSA needs to incorporate this responsibility in conjunction with Department of Agriculture Forestry and Fisheries to kick-start agriculture production in Rural South Africa. The MVP includes innovations such as insurances and warehousing to deal with seasonality and marketing challenges. The CRDP should invest in post harvesting infrastructure as well as the introduction of financial tools (micro-finance) to overcome marketing challenges.

Improving Access to Basic Needs

China's Social Security System for the Rural Poor: To provide basic social security for the poverty-stricken population is the most fundamental way to steadily solve the problem of inadequate food and clothing for such people. In 2007, the state decided to establish a rural subsistence allowance system throughout the rural areas that would cover all rural residents whose per-capita annual net household income was below the prescribed standard, so as to solve the problem of adequate food and clothing for the rural poor in a stable, lasting and effective way. The standards of rural subsistence allowance were determined by local governments above the county level on the basis of the fees needed for such basic necessities as food, clothing, water, electricity and other things throughout the year. By the end of 2010, the system covered 25.287 million rural households, totalling 52.14 million people

The state provides the five guaranteed forms of support (food, clothing, housing, medical care and burial expenses) for old, weak, orphaned, widowed or disabled rural residents who are unable to work and have no family support. During the decade, the government gradually turned these five forms of support from a collective welfare system into a modern social security system financed by the state instead of by the rural people themselves. By

the end of 2010, the five forms of support had been extended to 5.34 million rural households totalling 5.563 million rural residents and basically covering almost all eligible rural residents.

By July 2011, the scheme had extended to 60% of rural China, covering 493 key counties in the national development-oriented poverty reduction programs, accounting for 83% of such counties. Under this new type of social endowment insurance for rural residents, the funds needed are pooled from personal contributions, collective grants and government subsidies, and the pensions are paid from the basic funds and personal accounts; the central finance subsidizes all the basic funds for central and western China for old-age pensions in line with the standards decided by the central government, and subsidizes 50% of such funds for eastern China as this is a relatively well of region. In 2010, the central finance provided a total subsidy of 11.1 billion Yuan for the basic old-age pension funds of the new social endowment insurance for rural residents, while the local finances supplied 11.6 billion Yuan for the same purpose. In 2004, the state introduced a standard minimum wage system, which has played a positive role in guaranteeing the rights and interests of labourers, mainly migrant workers from rural areas, with respect to remuneration for their labour. South Africa already has minimum wages set for various types of jobs. The only shortcoming has been in the implementation and enforcement of the policy so that employers adhere to the correct minimum wages set.

China's East-Support's-West Poverty Reduction Effort: East-Supports-West poverty reduction effort was launched under the 8-7 Plan with the objective to mobilize the developed eastern provinces and cities to contribute to poverty alleviation and to the development of China's poor areas. In 1996, LGPR decided that the 13 relatively well developed provinces and cities in eastern China should help the 10 poor provinces and autonomous regions in western China. Specific pairing arrangements were been formed. The support mainly involved four types of activities: (1) free donations of funds for schooling, health care and infrastructure; (2) donation of supplies to farmers for their production and daily life; (3) economic and technical cooperation, i.e., cooperation between the developed and poor regions in production and management by using the capital funds, technical know-how, management skills and markets of the former and the resources and cheap labour of the latter; (4) personnel exchange, with developed provinces and cities sending technical personnel and young volunteers to provide services in poor provinces and autonomous regions, and the poor provinces and regions sending administrative and technical cadres to the developed provinces and cities for training or sending workers for employment. Data on this program are not easily available but, during 1996-1999, cash and in kind donations from the 13 eastern provinces and cities is suspected to have amounted to RMB1 billion. Some 2600 project agreements had been signed, total investment of RMB4 billion was realized, and 250,000 workers from poor provinces had been employed in sister provinces.

Party and government departments, enterprises and public institutions gave special support to designated poor areas; eastern and western China were paired up and cooperated to reduce poverty. The state organised and guided developed areas and poverty-stricken areas to jointly develop natural resources in poor areas in order to achieve large-span horizontal integration of the east and west. Various other arms of government were called in to assist. They established a framework for East-West counterpart poverty reduction activities, and demand that large cities like Beijing, Tianjin, and Shanghai, and relatively developed coastal provinces, such as Guangdong, Jiangsu, Zhejiang, Shandong, Liaoning, and Fujian, assist one or two poor western provinces or regions.

India's Agha Khan Rural Support Programme: Climatic conditions in AKRSP programme areas had forced it to explore alternative energies - first through biogas projects and more recently through windmills and solar energy. Seeking a solution to the drudgery of rural women who spend two to three hours daily collecting fuel wood, AKRSP first piloted biogas plants in Gujarat. To date AKRSP has constructed over 10,000 household biogas units, many of these attached to household toilets. In Bihar, where the electricity supply is usually not available (despite electric lines being in place), AKRSP piloted solar lanterns that could be charged at a central charging station run by an entrepreneur. This strategy provided a source of energy and at the same time generated non-farm employment for the entrepreneur. To address the destruction of the Gir Forest because of fire-wood collection, AKRSP piloted biogas plants, solar cookers and windmills, including a low-cost windmill for water pumping. As of 2010, AKRSP had supported the installation of nearly 14,000 biogas, solar or wind systems. The ultimate aim of the programme is to reduce the consumption of biomass and non-renewable sources such as kerosene and reduce the drudgery and indoor pollution affecting rural women.

AKRSP built and rejuvenated 125 drinking water schemes, 200 percolation wells and over 10,000 roof rainwater harvesting structures. As a result of these efforts, over 40,000 women have access to potable drinking water saving them a lot of time previously spent fetching water. Where practicable, water is piped to the home; in other locations, water harvesting systems for the home have been introduced. One of the most important impacts of these systems has been the reduction of labour for women and girls. The Nirmala water testing lab in Surendranagar in Gujarat, set up by AKRSP, tests water samples and trained villagers in ways of improving water quality. AKRSP promoted a Coastal Salinity Prevention Cell which partnered with the government to provide drinking water access to over 250 coastal villages. In Bihar, AKRSP tested water quality and supported low cost interventions which reduce bacterial content substantially.

AKRSP incorporated forest conservation and management with activities including motivating communities to raise and protect common land (forest land and village commons), tree planting campaigns and watershed-related reforestation. Based on its pilots, it collaborated with other NGOs to draft a Joint Forest Management policy, which was eventually adopted by 19 states of the country and benefited thousands of forest users in the country. AKRSP has planted over 12 million trees in the past 25 years. Over the years it has also introduced a range of alternatives to biomass consumption, including biogas plants and solar lanterns. It's agricultural and farm forestry measures have covered over 11,000 hectares.

3. Reaching the Appropriate Target Population

China: China's experience shows that geographical targeting needs to be carefully designed and complemented by household targeting. During the period of the 8-7 Plan, the majority of severely poverty-stricken counties belonged to the officially designated "poor" counties. The proportion of poverty reduction funds reaching poor villages and poor households within the officially designated "poor" counties, however, was relatively low. This was partly because the poor (and particularly poor women) did not actively participate in the process of fund allocation, program identification, and impact evaluation, because the needs of the poor villages were not correctly understood by county-level poverty officials, and because some local governments diverted poverty funds for activities generating their fiscal revenue. The CRDP may wish to consider the smallest unit possible such as villages as the basic targeting unit, include all inhabitants by using participatory approaches to poverty reduction.

4. Institutional Goals: Mobilising Civil Society, NGOs and Private Sector to contribute to the CRDP

China: Non-governmental organisations (NGO) were required to complement government plans in the 8-7 Plan as their activities tended to be relatively more creative and efficient. This is because compared with government poverty reduction programs; the scales of non-governmental organisations (NGO) poverty reduction activities were usually small, specialized and focused on a few areas of the respective NGO's comparative advantage. For instance, in selected poor areas, Project Hope mainly focused on supporting the development of primary education, while the Happiness Project concentrated on providing microcredit services for women. Similarly, international NGOs such as United Nations entities were all prompted to expand in scale, scope and coverage their poverty reduction activities in the 8-7 Plan. Usually their poverty reduction activities were relatively small and diverse and emphasised the combination of environmental protection and poverty reduction, while others focused on community development and local capacity building.

The CRDP could replicate China's policy of introducing tax reduction policies (a refund) for enterprises which move into poor rural areas to stimulate the local economy and encourage the creation of value chains.

OVOP Model: Partnership with research institutes belonging to local governments played an important role in Japan, while in Thailand, local research institutes such as Thai Sericulture Institutes and universities helped OTOP groups. Collaboration and coordination should also be sought from local research institutions, including universities, which can contribute to the training of OVOP producers as shown by the example of Bunda College of Malawi. Private companies and civil society organisations should also be invited to join the OVOP network. Since they usually keep close collaborative relations with foreign companies or international NGOs, private actors can serve to integrate modalities like Corporate Social Responsibility and Fair Trade into OVOP activities.

3.4 Overall Conclusions

THE CRDP is a highly ambitious programme with a number of very broad goals. At a high level, the logic of the CRDP makes sense: mobilise the community, consult locally on priority needs, strengthen community empowerment and involvement, address basic needs, and provide a range of support for livelihoods and economic opportunities- all of which leads to improved incomes and poverty reduction.

This evaluation has shown that there is mixed evidence regarding the various CRDP mechanisms and how well these are working and delivering benefits. A brief summary of this mixed evidence and the elements that are working well, or not, is captured in the summarised evidence from the original CRDP pilot sites, and which can reasonably be generalised across the CRDP, in Table 32 below:

Table 32 Summary of CRDP Mechanisms Working Well, Not Well, and Mixed Results

Note: (Green= working well; Orange= some progress made; Red= not working well)

CRDP Pilot Sites	Community and Household Profiling	Community Mobilisation and Empowerment	Council of Stakeholders (including other local institutions)	Provincial Institutional Arrangements	Meeting Basic Needs & Infrastructure Development	CRDP Job Model	Land Reform & Agrarian Transformation
Gauteng: Devon, Lesedi (ward 13)							
Western Cape: Dysselsdorp, Oudtshoorn (ward 10 & 12)							
Free State: Maluti a Phofung (ward 1 & 4)							
KwaZulu-Natal: Msinga (wards 10,11,12,13,15)							
Eastern Cape: Mhlontlo (ward 2,13)							
Northern Cape: Riemvasmaak, Kai Garib (ward 1)							
Mpumalanga: Donkerhoek, Mkhondo (ward 2)							
North West: Moses Kotane (ward 5, 29)							
Limpopo: Muyexe, Greater Giyani (ward 18)							

The major challenges in ensuring that meaningful benefits are achieved in terms of improved quality of life and poverty reduction centre around improving the wide range of planning and implementation processes of a wide range of relevant role-players so that the various initiatives support and complement each other at a site or local level. Much more attention is required to refining the roles and coordinating planning and implementation processes between the 3 spheres of government, as well as strengthening partnerships with communities and the private sector.

While the key focus has been on meeting basic needs, the approach taken has not been sufficiently informed by an economic development perspective on first identifying meaningful economic opportunities and then identifying what is needed to unlock these economic opportunities. Insufficient attention has been paid to processes to identify the full set of issues which need to be addressed to unlock meaningful economic opportunities. This is the major area where the CRDP needs to be significantly strengthened if the sustainability of its infrastructure investments are to be enhanced and if meaningful poverty reduction benefits are to be experienced by rural communities.

Recommendations intended to strengthen CRDP programme design, implementation and VFM are outlined in the next section.

4. RECOMMENDATIONS

The following recommendations have been informed by the results, evidence, and findings contained in Section 3. These recommendations are aimed at strengthening the CRDP's design and implementation in order to improve the impact on CRDP objectives, and ultimately the sustainable development of rural communities and, in particular, the poor.

The four themes which structure the recommendations are as follows:

- Strengthening the CRDP's institutional arrangements;
- Improving the attainment of CRDP' objectives;
- Up-scaling the CRDP and Improving Value for Money; and
- Broader rural development recommendations.

Implementation of these recommendations can begin in the short term and will often require DRDLR to define and agree what the specific process, and next steps, will be to take forward a particular recommendation. In addition, DRDLR may need to prioritise which recommendations will begin to be implemented when based on an assessment of available management capacity and existing priorities and work-load. Finally, the time-frames to realise the ultimate impacts of these recommendations will vary from the short, medium, to long term, but if implemented as a comprehensive pack of measures promise to enhance the prospects of the CRDP making a meaningful and sustainable impact on sustainable improvements in the quality of life of rural communities.

4.1 Strengthen the CRDP's Institutional Arrangements and Integrated Planning Processes

Strengthening institutional arrangements and integrated planning impacts on the extent to which all of the CRDP's goals can be achieved.

1. Strengthen Inter-Governmental Coordination and Integrated Planning and the Roles of Provincial Government:

i. **Implementation Protocol Agreements** need to be negotiated between DRDLR and the Provinces to clarify / strengthen roles and responsibilities of the national, provincial and municipal spheres (in terms of the Intergovernmental Relations Act of 2005 and Implementation Protocol Guidelines published by COGTA in 2007). The Provincial Offices of the Premier should take a hands-on approach to coordination and monitoring to ensure that various stakeholders play their role in the CRDP. These agreements should address:

- Clear coordinating and championship role for the Offices of the Premiers
- Clear championship roles and processes for MECs with a rural development function
- Programme Management Unit arrangements (see below)
- Clear roles and processes for the development of CRDP site Integrated Development Frameworks (IDFs) (see below).
- Clear roles and responsibilities for providing support to Councils of Stakeholders (see below).
- Designation of CRDP Project Managers within all implementing departments.

ii. DRDLR should facilitate a process with Provincial Governments to establish provincial **'Programme Management Units' (PMU)** to improve CRDP project management and streamlined CRDP monitoring and reporting systems.

- The Office of the Premier should take the leading role in facilitating the establishment of the PMU and ensuring that all contributing departments submit progress reports regularly.
- The PMU would then be responsible for consolidating reports received from implementing departments and for producing integrated CRDP site reports as well as provincial reports which would be discussed at technical committee, COS and other relevant meetings.

iii. DRDLR to develop a Guideline for the development of **"Integrated Development Frameworks"** for all CRDP sites as a planning process and instrument to coordinate, sequence and align government plans and expenditure and to phase in IDFs for CRDP sites. IDFs need to be developed based on input from all three spheres of government as well as key partners (e.g. DBSA). The process for establishing IDFs needs to be driven by the offices of the premiers to ensure wide involvement of all actors across the spheres.

The scope of the IDF should ideally include at least the following:

a. Economic Potential (incl. Agriculture) Analysis: at a site level to ensure that identified interventions are informed by what relevant economic opportunities exist. This process should occur along with the profiling process organised by REID. The economic assessment of CRDP sites should be undertaken by experienced LED development practitioners along with technical experts from all implementing departments.
b. Quantification of infrastructure backlogs and identification of existing budget allocations to address these and the infrastructure investment gap which exists.
c. Clearly stipulate which stakeholders (public and private) are responsible for delivering which investments/projects, including a long-term maintenance plan to ensure investments are sustainable.
d. A training and business support plan for both technical training and business support services (reflecting collaboration with dti, SEDA, FET colleges etc.)

2. Strengthen Local Level Institutions:

i. DRDLR to ensure that each CRDP site should have a **full time 'CRDP project manager'** who should be an experienced rural development practitioner and should be nominated by the technical committee.
   - The CRDP site project manager should also be a member of the COS.
   - The CRDP Project Managers at municipal, departmental and CRDP site level would all be responsible for managing the reporting which would be handed into the PMU.

ii. DRDLR to hold a national consultative conference with representatives of local government (including COGTA, SALGA, and individual municipalities) to discuss the findings of this evaluation and to identify concrete proposals to improve the participation of municipalities in the CRDP. Some of the specific proposals which could be discussed at this conference include the following:

a) At Municipal level, one official needs to be tasked with the responsibility of facilitating the CRDP and working with Provincial and National government and other stakeholders to implement the CRDP.
   - Specific CRDP criteria should be included into their performance targets.
   - The designated official should play an active role in the COS and Technical Committee.

b) CRDP projects and priorities need to be integrated into the municipal **IDP.**
c) Local government could consider establishing **'rural development desks'**, as they have established 'local economic development desks' in the past to solve the issue of there being no institutional structures at a local level to facilitate rural development.

iii. DRDLR, in partnership with Provincial Governments, to put in place stronger support measures to strengthen the COS, including but not necessarily limited to:

a) A standard and improved TOR needs to be developed for the COS including clarifying its roles, responsibilities, rules (including regulations on community feedback and consultation), representation requirements

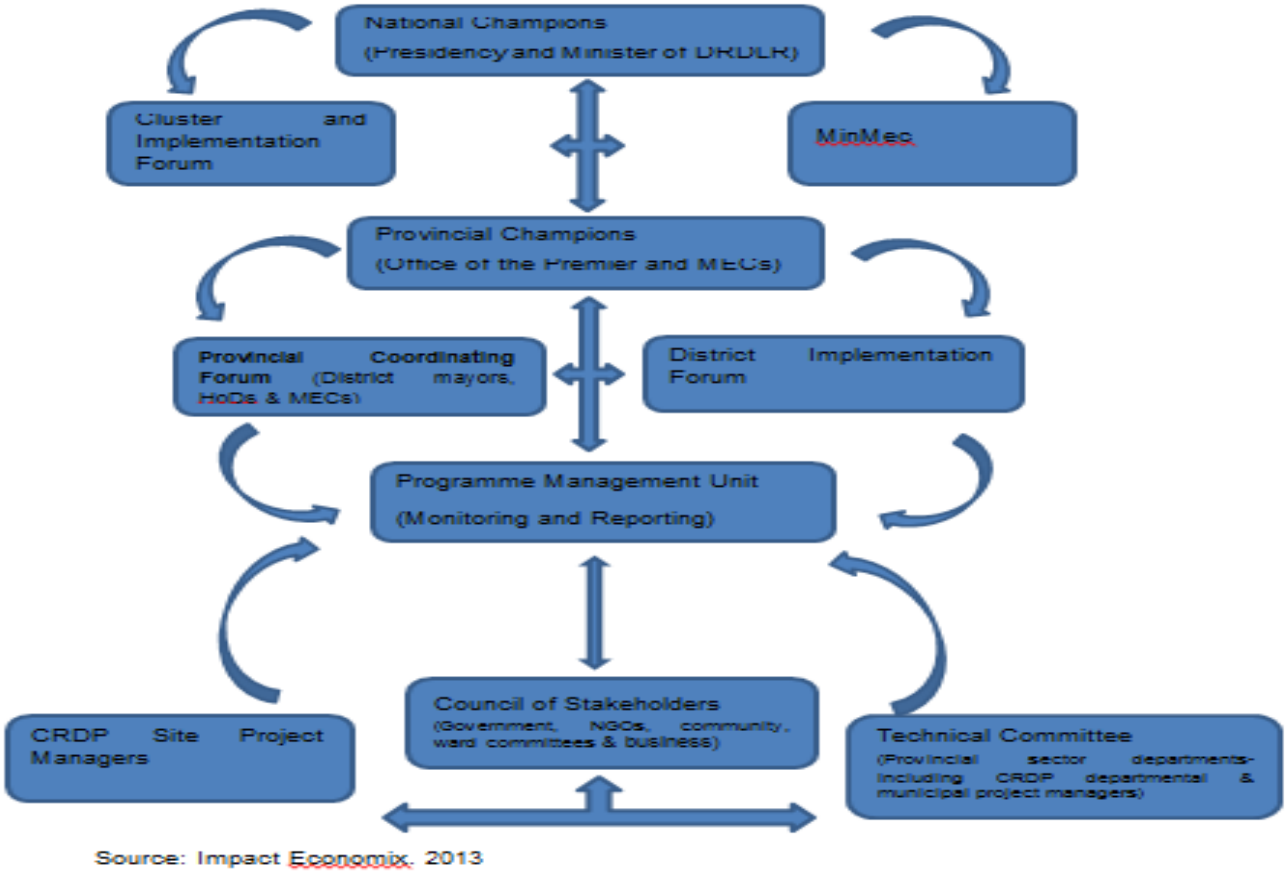
(e.g. to include local business organisations and NGOs as partners) code of conduct and disciplinary measures, obligatory meeting schedule, clarifying its legal mandate and status as a NPO, and clear communication plans. The TOR needs to be widely distributed and COS representatives should be familiarised with the TOR through a series of workshops.

b) Each COS should be allocated operational funding by either national or provincial government
c) Community representatives from the COS need to be provided with a stipend for participating.
d) The COS should be furnished with permanent office space at the site.
e) Members of the COS from government departments should be at a senior managerial level with enough authority to take decisions.
f) The possibility of providing the COS with legal authority to enforce compliance by all stakeholders to CRDP principles should be urgently explored.

iv. A number of measures also need to be employed to improve the functioning of the Technical Committees.
- Attendance at monthly meetings should be compulsory for all representatives and delegation to junior officials should be prohibited.
- CRDP indicators should also be incorporated into the key performance areas of government officials represented on the COS and Technical Committees.

The following Figure 14 contains the key elements of the proposed improved CRDP Institutional Framework:

Figure 14 proposed improved CRDP Institutional Framework



Source: Impact Economix, 2013

4.2 Improve the CRDP's Attainment of CRDP Objectives

1. Improve the CRDP's Strategy to Mobilising and Empowering Communities

i. A communication plan (managed by a designated communication officer) should be developed for each site with clear roles, responsibilities and allocated resources and which should include at least the following elements:
   a) Community profiling documents (which safeguard anonymity) should be made publically available e.g. on the DRDLR website and on the websites of relevant municipalities so that they can be utilised by other stakeholders to maximise development benefits.
   b) Information about the CRDP projects, how to access benefits and how to communicate with the COS has to be made available and ensured by an animated strategy underpinned by social organisation if it is to contribute to change.
   c) CRDP projects should be clearly branded with signage so as to raise community awareness of the CRDP.

ii. A revised Theory of Change must be developed for the CRDP's community mobilisation and empowerment component. And which must reflect a clear logic in terms how community empowerment will be developed at various levels (see more detail under VFM recommendation).

2. Improve the CRDP's Rural Job Creation Model and Support for Economic Livelihoods

i. Skills development and job creation through NARYSEC, EPWP and CWP needs to be enhanced:
   a) DRDLR should initiate a scoping study to investigate the feasibility of creating a job placement agency that focuses on placing NARYSEC recruits and possibly EPWP and CWP recruits from CRDP sites in jobs in the public and private sector once their jobs in the community projects end. The agency can be coordinated with other departments in order to know when vacancies arise in the public sector.
   b) Consideration needs to be given to raising the NARYSEC stipend. The current stipend of R1320 per month is too low (considering the dependency ratio of households in rural areas which is between 3-5 additional people).
   c) Contractor management and monitoring mechanisms and processes must be strengthened and government contracts should be based on compliance with CRDP principles including giving preference to local enterprises and where outside contractors are used they must use local labour .CRDP principles need to be included in the SLAs of all contractors. Contractors need to be closely monitored by the CRDP site project manager.

ii. Establish smallholder farmers and providing comprehensive extension support:
   DRDLR should initiate a scoping study into the possible establishment of a Food Procurement Programme (in partnership with DTI), similar to Brazil's Government Food Procurement Programme (PAA) which facilitates and improves access to institutional markets, such as schools, prisons and hospitals by purchasing products and foodstuffs directly from smallholder farmers and land reform settlements. This will assist CRDP farmers have access to markets.

iii. Co-operative & Enterprise creation and support and stimulating the emergence of value-chains:
   a) DRDLR should facilitate the formalisation of a clear and integrated strategy for supporting marketing cooperatives (rather than primary cooperatives) in partnership with DAFF and DTI.
   b) DRDLR should provide funding for value chain pilot projects (possibly in partnership with DAFF and the dti) to test various value chain development approaches.

3. Improve the CRDP's Support for Basic Needs:

i. ***Implementation Protocol Agreements*** between DRDLR, other national departments, provincial governments, and municipalities need to be entered into and which commit, amongst other issues, responsible organisations to develop ***Operations and Maintenance Plans*** for all funded infrastructure and to make budgetary provision for infrastructure maintenance.
ii. Rural transport projects should focus on improving small roads and tracks that most rural people use for local transportation as well as providing major roads which are far more costly. **Intermediate means of transport** (IMT) such as bicycles and carts, which can be used on rural paths to eliminate the length of travelling time and increase the unit volume of goods transported should be invested in (Chakwizira & Nhemachena, 2012).
iii. The CRDP should explore **alternative energies** as was the case in India's AKRSP which were very effective in cost-effectively meeting the needs of rural communities. Technologies such as biogas, windmills for water pumping, roof rainwater harvesting structures, solar cookers and solar lanterns.

4. Improve the CRDP Approach to Targeting Vulnerable Groups:

i. DRDLR to develop guidelines for the participation of vulnerable groups in the CRDP/ The COS should mobilise and facilitate participation of vulnerable groups in the CRDP.
ii. Targets should be set (probably by Provincial Governments) for the various groups of beneficiaries and be monitored accordingly by the CRDP site project manager. Relevant government departments should assist in developing appropriate targeting processes and guidelines; that is the Department of Women, Children and People with Disabilities and the Department of Health.

4.3. Up-Scaling the CRDP and Improving Value for Money

The CRDP's VFM needs to be improved through a range of measures, which include the following:

1. **Effective development of Integrated Development Frameworks** (as outlined in Recommendation 4.1) should promote improved VFM by for example by:
   - Accurate scoping of agricultural potential of CRDP sites so that support is only provided for feasible crops / projects
   - Identification of dependencies between projects and improved sequencing of projects so that projects are not implemented which cannot function effectively until other projects are implemented and that adequate training and operational support plans are in place to ensure infrastructure and business projects can be effectively operated.

- Ensuring that plans exist, and funds have been budgeted for (or at least budgeting processes are in place) to deal with the life cycle management and maintenance of projects

2. **DRDLR, with possible support from the Presidency, should facilitate the development of revised and more detailed Theories of Change** for the following two key components of the CRDP.
    - Community Mobilisation and Empowerment
    - The CRDP Job Model (including value chain and enterprise development)

    These TOCs should reflect a clear logic in terms of the linkages behind services/ outputs and outcomes and the assumptions behind these and should be improved through a consultative process with key relevant stakeholders. Engaging all stakeholders in this process will facilitate broad buy-in to the CRDP. Clarifying the intervention logic behind the CRDP with input from the relevant technical experts could go a long way in improving the impact of the programme

    This evaluation has attempted to create a very 'high-level' theory of change for the CRDP based on a number of recommendations contained in this report (see Figure 15 on page 92). However, more detailed TOCs are needed to inform the detailed design and improved implementation of the CRDP.

3. **DRDLR should initiate a process to ensure that national norms and standard for the delivery of infrastructure in rural areas are developed** by all relevant sectors/ departments where a case exists to differentiate between urban and rural infrastructure norms and standards.

4. **DRDLR should develop a collaborative CRDP Procurement Strategy** to maximise economies of scale and coordinated bulk purchasing (aggregating demand for common goods from different customers) to obtain more competitive prices across multiple CRDP sites. The scope of this CRDP Procurement Strategy could include different components, such as aggregating procurement across national departments (e.g. DRDLR and DAFF), provincial departments, and municipalities. It might also only focus on a selected number of goods (e.g. fencing, boreholes etc.).

5. DRDLR to encourage the use and adoption of cost-effective technologies are used in rural areas that are simple to maintain, especially with respect to water and energy.

4.4 Broader Recommendations to Promote Rural Development:

The following recommendations have a broader focus than the CRDP but could contribute towards enhanced rural development outcomes:

1. Strengthen government *horizontal coordination* to support rural development:

i. The presidency (DPME) plays a stronger role in ensuring all departments are involved in integrated planning and budgeting for rural development.

ii. The MTSF for 2015-2019 should also require all departments and spheres to identify their rural development priorities and contributions in their 5 year strategic plans and Annual Performance Plans.

iii. A rural development policy white paper and strategy needs to be finalised in consultation with national departments, provincial and local government, and other key stakeholders.

iv. The relationship and alignment between the DRDLR and DAFF programmes and budgets needs to be strengthened. Alignment at national level between DRDLR and DAFF in planning, budgeting, indicator and target determination is needed.

2. Establish smallholder farmers and providing comprehensive extension support:

Extension support to smallholder farmers in CRDP sites. Extension support in CRDP sites needs to be significantly scaled-up if livelihoods from agriculture and livestock farming are to improve. In this respect the CRDP can look to the Brazilian 'Technical Assistance Services and Rural Extension' (Ater) programme which can be remodelled to suit the South African context. DAFF's contribution to extension support in CRDP sites needs to be formalised in its MTSF.

3. Improve the CRDP's Role in Land Reform Processes in CRDP Sites:

In order to address the need for land and to affect agrarian reform and the growth of smallholders it will be necessary to implement a resettlement programme for rural people in CRDP sites who are willing to relocate onto land the state purchases in white commercial farming areas.

- The resettlement programme should target CRDP sites which are heavily overcrowded and which have little potential for agricultural or general economic growth.
- The CRDP should be linked to the DRDLR's existing Decongestion of Communal Areas Programme.
- Land capability classification schemes should be developed by DRDLR and DAFF to identify climatic zones and soil types suitable for certain crops.
- The resettlement programme must be supported by subdivision of land and its allocation to individual households to affect agrarian transformation through the promotion of smallholders.

4. Refine Government's Approach to Traditional Authorities and to Tenure Reform in Communal Areas:

Community members in a number of the CRDP sites raised concerns regarding the above and which is impacting negatively on the CRDP and requested the need for further engagement and a more consultative process if the CRDP is to add any value to its land reform goals.

A broad consultative process involving inputs from civil society and most importantly the voice of those living under traditional leadership in communal areas (some of which are in CRDP sites) should inform a new approach to both traditional authorities and tenure reform in communal areas. This consultative process should be facilitated by a third party (land reform experts from civil society organisations or research institutes) for purpose of maintaining a balanced view. The CRDP's approach to land reform moving forward should be based on the findings of this engagement (see also Claassens, 2003). Current approaches to Communal Land Tenure Reform, as presented by DRDLR: DG Shabane (7 June 2013) will not address the challenges discussed in the findings section of this report.

5. Rural Land Reform Awareness Campaign Needed:

The DRDLR needs to ensure that CRDP beneficiaries are aware of land reform processes and procedures. A rural level awareness campaign on how to access land for the landless needs to be embarked upon using community meetings, local radio and other suitable media outlets.

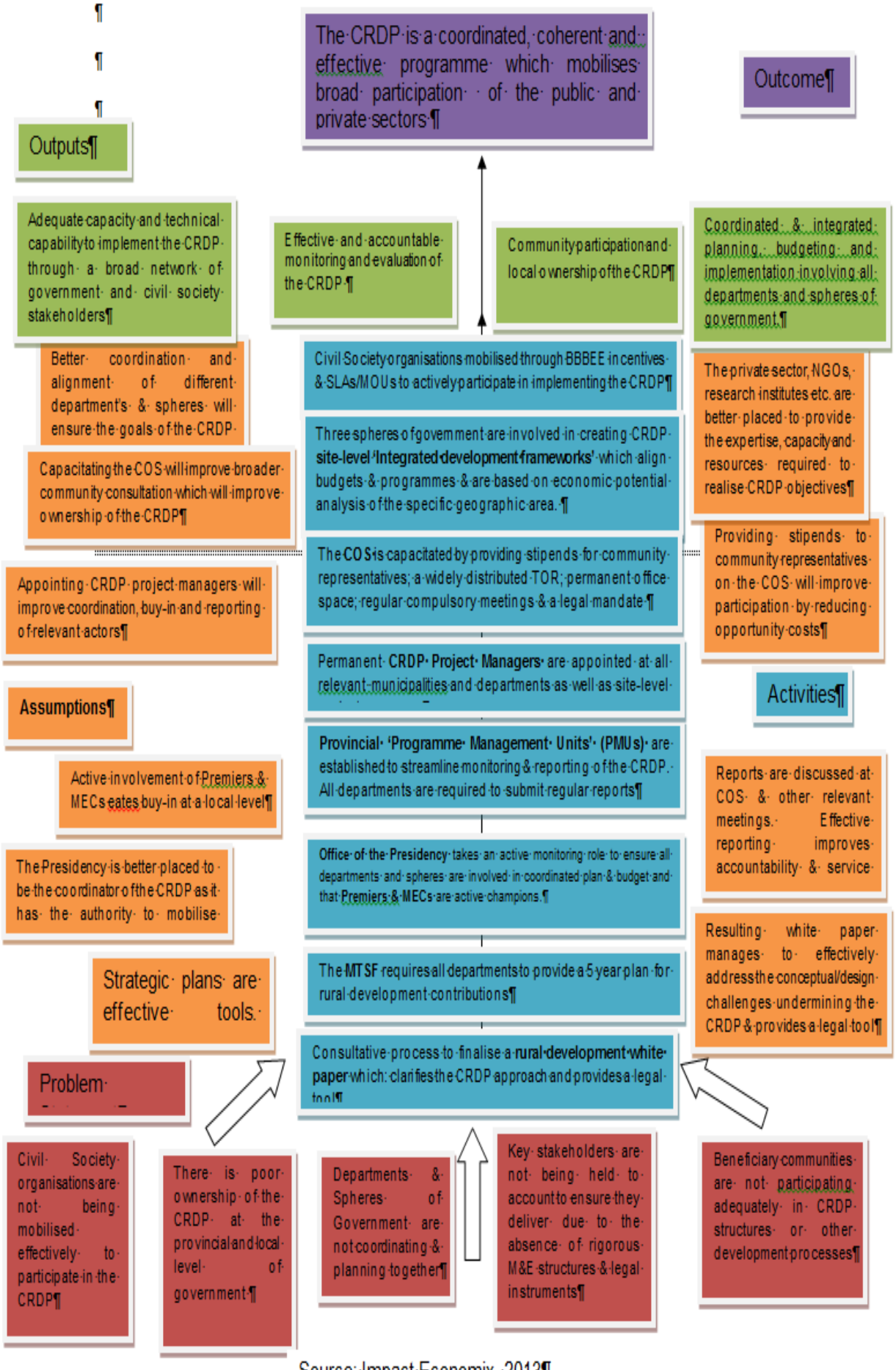
6. Strengthen mechanisms for conflict resolution in rural areas:

Stronger mechanisms for conflict resolution are needed: between lessees/strategic partners/mentors/CPA representatives/traditional authorities and land reform

beneficiaries respectively need to be put in place and beneficiaries should be clear about who they can approach to facilitate resolution of conflict.

The refined CRDP high-level Theory of Change which reflects many of the proposed recommendations is summarised in Figure 15 below over the page. This Theory of Change makes explicit they key assumptions and logic connecting key processes and activities that result in improved CRDP planning and implementation and achievement of CRDP objectives:

Figure 15 High Level Proposed Theory of Change Reflecting Selected Recommendations



Source: Impact Economix. 2013

5. FURTHER RESEARCH

Further research is advised on the following themes to address gaps in knowledge which could contribute towards improvements in the CRDP's design and implementation:

Value-Chains and Markets: Research is needed to suggest a way in which all relevant institutions and organisations at the local level and externally can be brought together in order to create ease of access and participation in markets. 'Best practice' should be developed regarding how to develop rural markets, link rural sites to existing markets and strengthen and develop value chains.

Empowerment and Mobilisation: There is a need to investigate best possible methods of empowering people in rural South Africa (taking into account the history of South Africa). The study should investigate how best to change mind-sets; diminish the role of the state as the main source for personal and community development; and catalyse the agency of people in their own development.

Tenure Reform in the Communal Areas: A study should be chartered that focuses on determining the extent to which tenure reform is desired by those living in communal areas and what form is preferred by the beneficiaries themselves; how to most effectively address women's rights to land; and how best to go about transforming the undemocratic and unaccountable institution of traditional authorities to safeguard community and individual rights to land.

Food Gardens: Clarity is required on the impact food gardens are having on household livelihoods and their appropriateness as a food security measure in the context of South Africa. The study should particularly address their appropriateness in the face of serious water shortages evident in CRDP sites.

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Annexure: Evaluation Evidence and Triangulation of Data

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng	Meaningful participation of the community in the Council of Stakeholders (COS)	All community interest groups are represented on the council of stakeholders and the community feels that even though they are not consulted adequately by the COS, their needs are addressed adequately at council meetings. The Council of stakeholders' chairs are elected democratically, in the presence of DRDLR officials. The community also feels that they participate in the council meetings on equal basis with DRDLR officials. However women are not participating on equal basis in the council meetings with men and feel side-lined as men hold meetings alone and take control of everything.	COS representatives need to consult more frequently and effectively with the community. Gender inequality needs to be addressed on the COS to ensure equal participation of women. CRDP should embark on a massive campaign to change the mind set of communities. The community's view that the government should lead their development initiatives is not empowering and leads to lack of commitment and ownership.
	Leadership Training and other Education/ skills development Programmes	Skills acquired by the community through participation have been minimal.	A stronger focus on skills development and leadership training is needed.
	Community Profiling	Projects are aligned to community needs mainly due to the consultation done during the conceptualisation. The community has a good understanding of CRDP having been sensitized by the DRDLR in 2011 hence CRDP was successful in mobilising the community to participate in CRDP projects. The community has the opportunity to select projects according to their needs and overall, progress has been made towards empowering the community of Devon through training. The respondents identified high expectations from the community, the limited resources from the local government level unsynchronised planning cycles, low levels of commitments from government officials, politics and the lack of capacity in the community as the major obstacles influencing the extent to which the community of Devon is empowered to take control of their own destinies.	
CRDP Case Study: Sokhulumi, City of	Meaningful Participation of the community in the COS	Respondents felt they were not participating on an equal standing with government. All respondents were in agreement that they couldn't influence decision making at the COS as the COS never met and that they never consulted with the community.	Need to ensure COS meets frequently. COS representatives need to consult more frequently and effectively with the community

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
Tshwane Metropolitan Municipality (ward 105), Gauteng	Leadership Training and other Education/ skills development Programmes	Community empowerment needs to be strengthened as currently no training is taking place and community structures set up are ineffective.	
	Community Profiling	All respondents agreed that the major obstacles in influencing the extent to which the Sokhulumi community is empowered and mobilised to take control of their own destinies were lack of access to land, lack of resources (budget) for COS, lack of skills, lack of relevant documents, competing objectives and needs of the community, division in the community (Since 1994, there have been 2 chiefs) and nepotism. Other challenges were identified as empty promises from DRDLR and laziness among community members.	
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape	Meaningful Participation of the community in the COS	There is a perception that decisions are made from the "top down" and that genuine engagement with community members is not valued.	All Sector representatives on the COS must undergo relevant skills training to be able to shoulder the responsibility effectively. Currently, new projects and programmes are communicated by word of mouth. This creates the perception that only certain people have access to information regarding new projects and therefore only a fraction of the community benefit from the CRDP. A recommendation would be to advertise new projects through neutral parties, for example, the local newspaper or the school newspaper.
	Leadership Training and other Education/ skills development Programmes		There is no evidence of CRDP "branding" at any of the sites that have been empowered by this programme and a recommendation would be to strongly brand projects to foster a sense of community pride and evidence that Dysselsdorp has been identified as a CRDP node. The branding could also be extended to the beneficiaries of the programme.
	Community Profiling	An important part of encouraging community participation was the completion of household profiling and conducting a needs analysis within the community which identified and prioritised the needs of the community. This was conducted using local youth. Part of this information served to identify the types of projects to be rolled out in Dysselsdorp	
CRDP Case Study: Bella Vista and Nduli, Witzenberg	Meaningful Participation of the community in the COS	The results reflect community organisation and community buy-in are very low. The case studies highlights the importance of access to knowledge and information but, contrary to received wisdom, information is not power. Many interviewed participants do not have basic information about the process. Participants that are aware of the process are not using information to their own advantage as there is a	Information about the CRDP projects, how to access benefits and how to communicate with the COS has to be made available and ensured by an animated strategy underpinned by social organisation if it is to contribute to change.

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
(wards 1 & 6), Western Cape		lack of clarity and of understanding.	There is a need to develop the awareness amongst communities that active participation and ownership by well-linked stakeholders is a prerequisite to the CRDP. Community engagement needs to be strengthened. If there is greater local control it will assist in a higher level of local ownership Clarifying the roles of the ward committees and the COS is a necessity if community leadership is the champions of the CRDP process.
CRDP Case Study: Msinga (wards 10, 11, 12, 13 & 15), KwaZulu-Natal	Meaningful Participation of the community in the COS	The COS is a welcomed structure which has reportedly facilitated development. However the community at large seems unsure what it does. It seems Amakhosi (the chiefs) who attend the COS does report back to the community. The Amakhosi are clearly still a respected structure and recognised by people.	
	Leadership Training and other Education/ skills development Programmes	There is a definite lack of leadership training	
	Community Profiling	A strong message echoed by many of the participants interviewed is that the CRDP is the first real development they have experienced so close to their households. The profiling process was lauded as important for mobilising mitigation and intervention. However, it was reported that the profiling report has never been delivered making it difficult to intervene properly.	Profiling data should be made easily available for all to use. Profiling should be a constant process as it has a short life span All the wards and all the households should receive the same upliftment since concerns of community disharmony may be fuelled as Msinga is one of the areas where political and possible tribal tensions have a long standing history.
CRDP Case Study: Abaqulusi (wards 5,6 &7) KwaZulu-Natal	Meaningful Participation of the community in the COS	The COS is restricted to only those who participate in it and not well known or understood by the community at large because there is a poor report back mechanisms by representatives. Reporting of issues with an expectation of someone (government) to resolve challenges is strong. The women focus group elicited that their challenges in farming projects such as water, fencing and livestock damaging their crops were not taken seriously as they have been voicing these concerns even before the COS.	
CRDP Case Study: Muyexe, Greater	Meaningful Participation of the community in the COS	Community members do not get regular updates on matters addressed at the council meetings as they only get update when there are general community meetings convened by either the Ward Councillor or the Royal Council. This limits their ability to influence decisions taken at the council.	The council of stakeholders should periodically engage the general community members in meetings to get their feedback and input on developmental issues.

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
Giyani (ward 18), Limpopo	Community Profiling	There are challenges that affect the community's ability to empower itself to improve its livelihoods, most notably lack of water and poor roads. Profiling was thus unsuccessful in ensuring the communities priorities were met.	Need to align the community profiling with what projects get chosen in CRDP sites as there are often discrepancies.
CRDP Case Study: Makhado (ward 8), Limpopo	Meaningful Participation of the community in the COS		Consultations with interactive questions and answers' sessions with COS stakeholders should be held to instill sound stakeholder and change management precept. Develop a communication / management plan to manage stakeholders' expectations needs, and interests
	Leadership Training and other Education/ skills development Programmes	No leadership or management training and skills development is occurring.	
CRDP Case Study: Riemvasmaak , Kai ! Garib (ward 1), Northern Cape	Meaningful Participation of the community in the COS	From the perspective of the CoS Chairperson and a number of CRDP beneficiaries, the CoS is not functioning as intended. No office is in place, and the CoS has not met with stakeholders at a project level for 6 (six) months. It appears that the technical committee (made up mainly of Government departments) is operational.	A dedicated programme must be established to ensure that community based institutions are supported to take their rightful place in the co-management of the CRDP in Riemvasmaak. The Council of Stakeholders should be properly constituted and capacitated. The relationship between CoS and the RDT should be mediated without delay. CRDP needs to ensure it does not undermine existing community structures but rather includes them into its structure.
	Leadership Training and other Education/ skills development Programmes	At this stage of the roll-out of the CRDP, there has been no comprehensive community empowerment programme, either by the government departments, or the Joint Trustees.	
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape	Meaningful Participation of the community in the COS		COS should be trained as soon as possible to take on their responsibilities.
	Community Profiling	It was found that CRDP was mobilising and empowering communities where projects have been implemented. However conflict has arisen as a result of the unequal distribution of projects between ward 1 and ward 2, with ward 1 receiving the bulk of the investment.	
CRDP Case Study: Donkerhoek, Mkhondo	Meaningful Participation of the community in the COS	There is lack of involvement of the local community in the planning and prioritization of the CRDP projects. Community does not know about the COS and its roles and responsibilities.	

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
(ward 2), Mpumalanga	Leadership Training and other Education/ skills development Programmes	Almost all respondents echoed the need for Adult Basic Education and Training, and training for skills development. Women in particular felt that exposure to training for capacity building would enable them to compete with men in the job market.	There is a need for career guidance and career awareness initiatives for the youth of Donkerhoek. Investment in areas such as skills development, ABET, and life skills training should be prioritized for Donkerhoek.
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga	Meaningful Participation of the community in the COS	Findings indicate that community members do not understand the composition, roles and responsibilities of the Council of Stakeholders. The majority of respondents were not aware of the existence of such a structure. They did not know who was representing their interests in such structures. Above all they were unsure of the processes and procedures of channelling their views and recommendations about the CRDP .This sense of powerlessness was articulated in the following statement made during one of the focus groups proceedings; "*Asazi ukuthi siyephi uma sifuna usizo*" Literally translated as "we don't know where to go when we need help".	Each site should be manned by a project officer whose function will be to liaise between the community and the service providers. Such an officer should ensure that community members participate in the decision-making process and that they are kept abreast of all developments in their neighbourhood. The project officer will also coordinate service delivery by various stakeholders at the site level.
CRDP Case Study: Moses Kotane (ward 5, 29), North West	Meaningful Participation of the community in the COS	The CRDP is slow in mobilizing and empowering rural communities to take control of their own destiny with the support of government .As a consequence, CRDP is seen as something that is imposed from above with little ownership by the community involved.	
CRDP Case Study: Tshidilamolomo, Ratlou (ward 1), North West	Meaningful Participation of the community in the COS		COS need to be adequately capacitated through salaries to participating community members, offices and training.
	Leadership Training and other Education/ skills development Programmes	The does not seem to be mobilising and empowering communities to take control of their destinies. Evidence supports that the groups that have been formed to carry out projects are not being sufficiently capacitated to carry out the group activities effectively. There is no evidence to indicate that sufficient follow up support is being provided. As a result, the activities do not seem to be capable of being sustainable. Attempts at sustaining livelihoods through animal and crop farming have therefore not shown any success.	Communities need to be adequately capacitated with skills to ensure that they can create sustainable livelihoods from the assets being transferred (e.g. chicken farming). Need assessment should be done prior to assets being transferred to ensure communities want to partake in the identified livelihood strategy. Emphasis on leadership training within the community will help to develop a cadre of people who can serve as change agents and support self-sustaining development in the community.
CRDP Case Study: Mhlonthlo (ward 2,13)	Meaningful Participation of the community in the COS	The community welcomed the process because it was a participatory initiative however they feel excluded by government in the decision making process.	
	Leadership Training and other	Levels of growing empowerment are noticed but the major obstacle is the low literacy rate. The community gets easily intimidated by not knowing how to express	There is a need for a 'conscientisation' programme' (Freirean adult nonformal education) in CRDP sites to

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
	Education/ skills development Programmes	their views when they have to participate on issues that are directly affecting them like and where to seek help.	genuinely mobilise rural communities from below and empower them to overcome the dependency mentality on government. Adult Literacy has to be obligatory.
	Community Profiling	The Community Based Planning approach was used to mobilise every stakeholder. for purposes of representativity, communities were requested to identify five community representatives from each village selected from official and affected designated groups like youth, women, disabled, elderly and of course men, to be part of a planning session for a ward plan.	
CRDP Case Study: Diyatalawa & Makgolokweng, Maluti a Phofung (wards 1 & 4), Free State	Meaningful Participation of the community in the COS	The most important issue that was raised by the community was the need for more consultation. The feeling was that government could strengthen its participatory model and communication strategies. Traditional leaders and ward councillors play a key role in disseminating information and educating communities about CRDP projects	The whole community should be fully involved in all projects in shaping their own destiny.
	Community Profiling		The planning and implementation CRDP should take cognisance of the geographical location of rural communities and the existing knowledge and expertise of these rural people. Rural development should not create an expectation for urban development. The emphasis should be for government to maximise on the economic comparative advantage that a particular rural area has to offer.
CRDP Case Study: Jacobsdal, Letsemeng (ward 2), Free State		There is inadequate consultation with the community about CRDP projects and the community feels that it does not participate adequately in decision making. Unfulfilled promises are taking toll on COS members who have high hopes that there will be other project around livelihood that will alter change in their daily experience.	Proper channels of consultation have to be created with the municipality and the the COS. Profiling of community needs should be an on-going exercise as communities are not stagnant, their needs are evolving.
Desk-top Literature Review	Meaningful Participation of the community in the COS	Community consultation is of a very limited manner. Little attention is paid to diversity and heterogeneity among community members and thus their diverse needs are not given sufficient attention. The prevailing process is to implement technologies decided upon from outside the community, with the hope that local people will buy into these ideas. Thus local initiatives, on the whole, seem to be largely unacknowledged. Ruhiiga (2013) further stated that, “the DRDLR is so pre-occupied with delivery at all costs that the demand for sober consultation with key stakeholders, local communities and other departments with a role in rural development has not been adequately addressed”.	
Key Informant	Meaningful		People need to realise their future is in their hand. We

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
Interviews	Participation of the community in the COS		have made people to think government can solve all their problem which has created a dependency mentality.
	Leadership Training and other Education/ skills development Programmes	NARYSEC 'character building training' which is run by the military has reportedly had a very good response among recruits. Although the training is voluntary the dropout rates are very low around 0.5%. The training focuses on discipline, medical care, lectures in leadership communication, patriotism, objectives of government, life skills, fire fighting, first aid etc. The youth learn discipline, how to work in a group and understand that they have power in themselves to start to change their lives and their communities.	
	Community Profiling	Household profiling should be done before intervention to inform identified projects however this is not being done in all cases. Key challenges with household profiling: Takes hour-hour and a half per household Household profiling is a tenuous process we were using hard copies before.	
Survey Results	Meaningful Participation of the community in the COS		Optimisation of stakeholders' participation and commitment Ensure the involvement of the community and make them partners to ensure the care and proper maintenance of the resources/assets invested in their community. This is to ensure that sustainability is achieved. Stop focusing on quick wins or projects but develop an integrated plan in the community including social facilitation, community based planning and all others follow to promote sustainability Engage the entire community in the CRDP Projects
International Case study	Meaningful Participation of the community in the COS	One Village One Product Model: The role of local leaders is very prominent as OVOP programs are modelled around endogenous development model and implemented through the community based enterprise concept.	
	Leadership Training and other Education/ skills development Programmes		India Agha Khan Rural Support Programme: Community Technology Learning Centres, assisted by Microsoft, further expanded enabling over 18000 people in these communities to obtain certification and be eligible for placement services. Of these nearly 1000 people were placed with well known corporate entities whilst with MOUs were being signed with neighbouring industrial estate They also have Learning Support Centres, which focused on children ages 6-11, as well as 42 early

Source of data	Strategy/ Activity for Achieving Goal	Findings & Conclusions	Recommendations for improvement
			childhood development centres that trained mother-teachers to impart education to 3-6 year olds.

Is the CRDP Creating employment opportunities and supporting economic livelihoods?

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng	Co-operative & Enterprise creation and support	CRDP had not contributed much in the creation of new businesses. The creation of businesses was limited to assistance in the registration of businesses but no capital to start the businesses. In addition no support has been provided to existing businesses. Lack of access to market and efforts to create market linkages are undermining the establishment and sustainability of new businesses in the site. Some DRDLR officials have been accused of being sucked into the community politics leading to them favouring some sections of the community. Consequently, this led to some cooperatives becoming dysfunctional. Out of 13 cooperatives, only 5 are operational. Some respondents felt that more job opportunities would have been created if outside contractors were not used or their use was minimised. Local service providers that will benefit the community are not being used CRDP had created employment opportunities in the community especially for the women and the youth. Constraints in the establishment and successful operation of new businesses were identified as lack of access to market due to the remoteness of the site, lack of access to information and lack of entrepreneurial skills among the community	There is also need to capitalise on the business community in the area to create jobs and stimulating economic activities among the CRDP projects. The formal businesses could serve as markets.
	Skills development and job creation through NARYSEC, EPWP and CWP	NARYSEC is not making the youths employable as the training is not hands on and when they are done with their training they don't get jobs. Unavailability of big industries close to the site and the remoteness of the site contribute to the unemployment of trained youth. The stipend also makes the youth comfortable and relaxed to seek employment, creating the dependency mentality of youth.	
	Establishment of Food gardens for household food security as well as income generation through selling surplus	The food gardens had contributed greatly in household income from the sales of the produce with 90% of the household food gardens being able to sell a portion of their produce. However access to land undermined increased productivity	
	Establishing Smallholder farmers and providing extension support	Factors hindering the crop and cattle production were identified as lack of land, laziness among community members, lack of markets and stock theft.	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
	The creation of value-chains in CRDP sites to stimulate employment		
CRDP Case Study: Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105), Gauteng	Co-operative & Enterprise support	Overall, CRDP projects are not making progress towards creating employment of one person per household. Very few new businesses have been created mainly due to the use of outside contractors. A successful cooperative supported was the Betjlomolo women group with chicks and structures. In total, there are 16 cooperative projects of which only four are functional currently. Only two cooperatives were functioning by June 2012. Groups have been organised and opened bank accounts but nothing is happening. Little or no training in leadership, farming and entrepreneurship has taken place. Constraints to the successful operation of cooperatives include the use of contractors from outside the communities resulting in local businesses not being supported, contractors not following specifications to utilise local labour and conflict among members of cooperatives.	
	NARYSEC, EPWP, CWP	While CRDP has contributed to creation of jobs, it has been very minimal and sporadic and temporary. Most of unskilled jobs were created during fencing and during the World Food Day celebrations. NARYSEC and EPWP have been unable to improve employability of community members. There were no skills transfers. The use of contractors was identified by all respondents as not contributing to local economic growth, job creation and establishment of new businesses	NARYSEC and EPWP strategy in this community needs a review as they have not contributed directly in the creation of jobs or new businesses
	Food gardens	Only 10% of the household food gardens were able to sell a portion of their produce. The lack of water in section C and lack of fencing throughout the community affects productivity of food gardens.	
	Small farmers, extension support	Livestock and crop farming have not improved due to lack of access to land, water and markets There is need for CRDP support the community with the development of a clear marketing strategy for the farm produce. Lack of market for food gardens produce and livestock has meant not much is sold.	
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape	Co-operative & Enterprise support	A great number of co-operatives have been established, however, the majority of these are not operation. There is a lack of infrastructure for co-operatives to really to take up opportunities, for example, retail outlets to provide products to the community from. There are co-operatives whose registration has not yet been finalised.	The co-operatives must be re-assessed, provided with skills development opportunities, linked to access to start up finance and an interactive mentorship / coaching process put in place for a significant amount of time. A recommendation from a number of key informants and

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		There is a concern that there is a mismatch between the type of co-operatives that have been established and viable economic opportunities in the location. With a poor economy and high unemployment rates, the community cannot afford to pay for services rendered by business entities which have been established.	community members was investment in a commercial venture, a farm complete with packaging facilities and a business or retail hub which would significantly increase the number of job opportunities locally. It is important to engage with the private sector to invest in, for example, retail shopping centre. A portion of the retail hub should be reserved for local businesses.
	NARYSEC, EPWP, CWP	NARYSEC and EPWP target a very limited number of youth. Not all participants of the NARYSEC programme are actively involved in projects, programmes, training or volunteerism on a daily basis. In most instances, key informants have indicated a concern with respect to the high unemployment rate amongst the youth and the lack of facilities for their development. The following have been identified as needs: sports facility at the high school; a youth centre; skills development and social issues impacting on youth.	A recommendation from the NARYSEC focus group to ensure that all young people are assessed prior to training to have an indication of whether this training is what they are interested in and whether this skill can be transferable to the world of work. It is also important that there are enough opportunities for skills development, voluntary work, and participation in community programmes for NARYSEC participants prior to intake. The inclusion of entrepreneurial skills development in the NARYSEC programme is important if the focus of community development includes enterprise development.
	Food gardens	A few community food gardening projects have been fairly sustainable and could be used as a model going forward.	
CRDP Case Study: Bella Vista and Nduli, Witzenberg (wards 1 & 6), Western Cape	Co-operative & Enterprise support	A number of co-ops are in the process of being registered. Whether there is provision to sustainably support existing and newly established co-ops to ensure they remain operational over a longer term is however, unclear.	
	NARYSEC, EPWP, CWP	To address the skills component in the communities training provided through the programme is contributing to capacity building. However, limited opportunities exist to capture skilled persons or employ poor service providers from the communities or provide them with resources to sustain employment. Where opportunities exist, the nature of employment is of such that it provides short-term employment (i.e. via the EPWP).	
	Food gardens	While community food gardens had been established access to land to address food the extent of food insecurity and supporting the establishment of community gardens to achieve food security seems not to be sufficient. Indication is the available food gardens are not accessible to all.	Understanding the extent of the need for food security may require a land needs assessments to establish who needs land and of what kind, identifying accessible land and establish what resources and what support is needed.

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
CRDP Case Study: Msinga (wards 10, 11, 12, 13 & 15), KwaZulu-Natal	NARYSEC, EPWP, CWP	The NARYSEC & EPWP programme helped some number of youth & women although many more need it. There were limited cases known where skills acquired in the EPWP programme have created a livelihood for young team of brothers who now build "suburban looking homes" in Nxamalala. It was felt that the need was so much versus the opportunities available.	
	Food gardens	Difficulties to reach markets were voiced due to the terrain. Even though not much was sold, it was clear that reaching or being reached for collection of produce would be a great challenge. Although the food gardens don't bring in much income, it is the food income that is valued. Households have improved access to better nutrition. One women's garden group (Ward 15, Buhlebuyeza & Qondokuhle) said "**Once we received potato seeds that yielded so much, we even got fat; it was a great success for us!"**	
	Small farmers, extension support	Nxamalala where the farmers have longstanding tradition of producing and established market, there is great improvement with improved pump and thus improved production that was witnessed by the researcher. Extension support is a great challenge voiced by the established irrigation scheme. Plans to expand remand weak due to lack of input from extension that no longer provide technical support but seem to be about delivering resources when available. Technical support was voiced as critical by the scheme. The Scheme members have over the years educated children in nursing, accounting act but much more extension and resource support is critical for growth and providing employment to community members. Participants felt that extension officers of this "new age" no longer come into the field and provide much needed technical support but seem to be spending more time in offices and delivering resources when available. Technical support was voiced as critical by the scheme. Nevertheless, the value of irrigated and market linked production was lauded by the participants. The Scheme members mentioned that they have over the years educated their children in nursing, teaching, accounting etc. but much more extension and resource support is critical for growth and providing employment to community members Although some fields got fenced, the contractor for planting was late, very little if anything is expected to be harvested. Much money was wasted by planting so late. They questioned if the Department simply wanted to demonstrate that something was done. Some fields were planted as late as March. Access to one tractors or more would be beneficial in this largely rain fed system.	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
CRDP Case Study: Abaqulusi (wards 5,6 &7) KwaZulu-Natal	NARYSEC, EPWP, CWP	The infrastructure projects related to construction of houses increases employment, especially for the youth. New skills and professions in ECD were acquired by some. In the Abaqulusi case study, it is clear that the infrastructure projects linked to housing especially were much appreciated for job and new skills for the youth (largely). Although not all who required work were hired (including people from outside the CRDP pilot wards) many were employed and continue to be employed as the RDP housing scheme is continuing. However, once the project is concluded it is not clear how successful the youth will be in getting work elsewhere. The Eskhame crèche (a social infrastructure project) has been a shining example and brought much hope to the community. Some ladies acquired new qualifications and profession in being trained as Early Childhood Development Practitioners EDC and received some certificates. This has changes their lives greatly. However some qualifications linked to the administration qualifications of the crèche were not completed due to a perceived blockage in agreement with an FET College. Although the stipends linked to new ECD and Admin posts at the reach were beneficial to recipients, this has now stopped.	
	Food gardens	Often efforts are thwarted by livestock owners when one has no fencing. Complaining is always difficult and the lack of fencing is often used to defend the animals as the land “belongs to us all”. Inputs in one-food, one-garden, food access and related skills through gardens improved noticeably but limited selling due to small production and limited land.	
	Small farmers, extension support	The field cropping projects were also a great welcome although fraught with challenges. The timing of planting and arrival of inputs was delayed causing poor yields as agriculture is a seasonally bound activity. The appropriateness of crops for certain areas should also be considered. For example, the planned maize would have been a disaster in Tekwane where there is a large baboon problem. The late switch of planting dry beans worked better despite the limited cropped land due to it rockiness. Often efforts are thwarted by livestock owners when one has no fencing.	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
CRDP Case Study: Muyexe, Greater Giyani (ward 18), Limpopo	NARYSEC, EPWP, CWP	The implementation of the projects has created many short term jobs for the community members. The CRDP is not creating jobs for each household at the moment. Most of these jobs are in infrastructure development projects. They depend on the duration of the contractor's work in the community. Once the contractor finishes the task, the local employees lose their jobs. However, there are some groups who have been in employment since 2010. These include those in the CWP, those employed at the two early development centres and the cooperative members. The largest source of jobs, the CWP employs around 300 members whilst the remaining projects employ less than that number combined. The CWP pay its workers R535 for the 8 days they work every month. This translates into R67 per day The main challenge affecting the workers is low wages they get from the jobs. Whilst the youth is benefiting, more effort is needed to make sure that many more get employed through the CRDP. The local municipality is providing learnerships to 20 of them. NARYSEC has sent 50 youth to be trained in the paving of roads. This is a skill they can use even after the projects are no longer there.	The DRDLR should create an agency that focus on placing NARYSEC recruits and other unemployed people skilled through learnerships during the implementation of the CRDP on jobs in the public and private sector once their jobs in the community projects ends. The focus should be on the long term empowerment of the community members after the short term jobs ends. The agency can be coordinated with other departments in order to know when vacancies are created. The DRDLR should create an agency that focus on placing NARYSEC recruits and other unemployed people skilled through learnerships during the implementation of the CRDP on jobs in the public and private sector once their jobs in the community projects ends. The focus should be on the long term empowerment of the community members after the short term jobs ends. The agency can be coordinated with other departments in order to know when vacancies are created. If vacancies arise in the other departments, they will be required to forward the details of the qualifications they require for the job. The agency will then search in its database for people with the required skills. This will ensure that the progress made through the CRDP is not reversed when the short term jobs ends. When infrastructure project ends, the community should be assisted to further develop such skills at FETs or colleges. The goal is to make sure that communities do not go back to the poor state that they were in when the CRDP was implemented.
	Food gardens	The shortage of water is affecting the production of food on household gardens which they received through the CRDP.	
CRDP Case Study: Makhado (ward 8), Limpopo	Co-operative & Enterprise support	Cooperatives have been left unsupported for a very long time resulting in community losing trust in government. • Most of the cooperatives are micro and vulnerable; • There are no support structures designed to enable cooperatives to flourish; • There is no proper governance for cooperatives resulting in diverse inconsistencies across board; • There is no clear leadership, management and roles;	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		• Cooperatives are difficult to establish and form without necessary support; • Basic resources are limited i.e. water, land, road network and ambulance; and • Cooperatives have no infrastructure and the cost of operations is escalating.	
	Food gardens	Water drives socioeconomic development projects. Cost of operation is skyrocketing for backyards gardens project i.e. fuel costs for water pumps and irrigation. Water systems are failing the community.	
	Small farmers, extension support	The community received a tractor about a year ago to support them in their agriculture project however, due to lack of planning, poor decision making and lack of capacity the tractor has been kept in the storage for more than a year, there is no driver and there is no maintenance plan agreed upon.	
CRDP Case Study: Riemvasmaak, Kai ! Garib (ward 1), Northern Cape	NARYSEC, EPWP, CWP	Most of the employment opportunities created during the infrastructure roll-out have been for short periods. Too many of the employment opportunities are once-off. Not enough businesses opportunities are being created by the Riemvasmaak community, despite access to substantial natural resources. Most interviewees felt that all the households benefitted in having access to employment opportunities through the infrastructure projects that were implemented in the CRDP site since 2009. However, it was emphasised that the employment opportunities were limited to a maximum of six months, and that the opportunities were not repeated. Number of employment opportunities created through the NARYSEC: According to figures supplied by DRDLR, there were no permanent opportunities created in Riemvasmaak – although a number (4) have taken up opportunities in the DRDLR.	
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape	Co-operative & Enterprise support	Agricultural cooperative enterprises have been established to support livelihoods.	
	NARYSEC, EPWP, CWP	Fencing projects have been completed. These have enhanced livestock farming and employment creation. On these projects over 200 job opportunities have been created for both youth and elderly. CRDP contractors have employed the locals and therefore created employment. Fencing, and water projects are the main providers of self-employment and income. EPWP employees had not been paid since March 2013.	
	Food gardens	No CRDP food gardens were available due to lack of water, poor soil and climate change.	
	Small farmers, extension support	Farmers now have water for their livestock and actively engaged in farming. Commercial Livestock farming is now efficient and employs a lot of labour	Encourage the unemployed to take up farming, apply for land and provide entrepreneurial assistance.

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		from the community. It has provided almost 200 temporary and 90 permanent jobs in livestock farming.	
CRDP Case Study: Mkhondo (ward 2), Mpumalanga	Co-operative & Enterprise support	Lack of access to funding needed by the cooperatives, and inadequate skills makes them unable to sustain their business initiatives.	The members of the cooperatives need to be equipped with necessary skills to run their enterprises profitably. To address the above issue, certain measures can be in place such as incorporating CRDP principles in the service level agreements of all suppliers doing business with the municipality, provincial and national government. Government should include CRDP principles as part of the staff performance contracts and in the weighting of such outputs.
	Food gardens	Amongst the challenges facing the community is the lack of food security. According to respondents, community food gardening has not yet succeeded in Donkerhoek. The reason for this is lack of water supply to these gardens.	Fast-tracking the water supply to the already existing water tanks provided to households will aid the success of this initiative.
	Small farmers, extension support	Respondents highlighted the youth's lack of interest in Agriculture as a career. It has been reported that the new farmers are not passionate about agriculture. They do not utilize the land productively due to lack of knowledge. Also, farmers are not able to utilize the farmland that is available due to lack of skills, and lack of funds for buying equipment. They also a need support in the form of training and subsidies.	The youth should be exposed to successful agricultural enterprises run by Africans. Bursaries should be made available to encourage locals to pursue agriculture as a career. Support through training and mentoring would be appropriate.
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga	Co-operative & Enterprise support	Contracts are awarded to big businesses from outside communities and local cooperatives are left out. This is a problem of non-compliance by some government departments who were not adhering to the principles of the CRDP more particularly those that emphasize training development and skills transfer by service providers. This was confirmed by both members of the Council of Stakeholders and the focus group on businesses, cooperatives and enterprises.	Acknowledge service providers who adhere to the CRDP principles by using local labour, contracting local cooperatives and imparting skills development with compliance certificates. It is important that adherence to CRDP principles by service providers contracted be enforced. These should be part of the criteria for selecting service providers. A system of rewarding contracts should be based on compliance with CRDP principles. They should also form part of the key performance indicators of the participating entities and be weighted as such for performance rating purposes. It will also be necessary to reward those government departments, municipalities and other entities that comply with the CRDP requirements. Service providers can also be recognised through CRDP compliance certificates.

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
	NARYSEC, EPWP, CWP	The Youth Centre (ICT project) in Perdekop was providing the youth with information enabling to cease employment opportunities even outside their communities. The youth centre model needs to be considered as a best practice model that can be replicated in other areas where the CRDP is implemented. The temporary nature of most jobs provided by the CRDP is a concern among community members.	
CRDP Case Study: Moses Kotane (ward 5, 29), North West	Co-operative & Enterprise support	At the moment it seems the outside contractors are not accountable to the communities and there is ineffective monitoring of the implementation process by the commissioning agency and/or Department. The major problem seem to be a lack of monitoring and supervision by the responsible commissioning agency and/or Department .In order to ensure effective job creation both the Community representatives and the implementing Agency /Department should play an active role in the implementation and monitoring of the projects. In this way, the contractor or services provider will be accountable to the community.	
	NARYSEC, EPWP, CWP	The CRDP has not created employment of one person per household at the pilot site for two years through its job creation model. Most of the projects employed only an insignificant number of beneficiaries (10 -20) and only for a period of time (between 3-6 months).	
CRDP Case Study: Ratlou (ward 1), North West	Co-operative & Enterprise support		Problems related to the market need to be addressed. When the supply of vegetables increases, it will be necessary to coordinate marketing of the produce from the different villages to cut down on costs. This should serve as a catalyst for the development of agricultural cooperatives.
	NARYSEC, EPWP, CWP	There is no significant achievement in the development of skills to enable beneficiaries to be able either to find employment or become self-employed. In some instances skills training is said to have taken place but there is no evidence to substantiate this. Young people are said to have been trained under the NARYSEC programme but no records were made available to show this. Although it was started the reported NARYSEC training is said to have not been completed. This was reportedly due to the fact that the training was not accredited and also that opportunities for work placement were not available. EPWP projects which took place involved the renovation of the office of the Traditional Authority and the community hall. This work took only took eight months which was insufficient time for any effective training to take place. Also only 10 people were involved which meant that the impact was too	RDP housing should also be seen as a priority. Not only will they contribute towards addressing housing needs, they will also help in developing skills especially among youth. They can use these to find employment in the construction industry or to become self-employed.

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		limited.	
	Food gardens	Food gardens appear to be a good basis for creating opportunities for self-employment, and they also help to address food security issues.	Nevertheless the need to address water problems is urgent. Not only will this support vegetable production but it will also contribute towards a more stable water supply for household consumption.
	Small farmers, extension support	People who participated in chicken farming were also given food parcels for six months as well as having their children provided with school uniforms. A few other people were helped to start tuck-shops and tent hire businesses. The livelihoods projects do not seem to be sustainable. Most of the chicken have died or been eaten. Although not to the same extent goat farming also appears to be affected by lack of sustainability, as a good number of them have also died. There does not appear to have been proper training of the beneficiaries before the animals were delivered to them. There also does not seem to have been sufficient steps taken to instil self-reliance on the part of the beneficiaries. For example, the beneficiaries were not required to even contribute their labour in the building of enclosures for the goats and chicken. Material and labour was paid for by the departments responsible.	
CRDP Case Study: Diyatalawa & Makgolokweng, Maluti a Phofung (wards 1 & 4), Free State	Co-operative & Enterprise support	The CPA in Diyatalawa has established a number of cooperatives including chicken farming, lusern, cattle farming, beef project, vegetables, crops production, early childhood development and apple plantation. On my last day of focus group interviews, I was delayed because the DRDLR was donating sixty four cattle's to the CPA. This is on top of 240 cattle's for beef and 120 cattle's for dairy milk. The key challenge facing Diyatalawa is the shortage of water resource. Makgolokweng however only has two operational cooperatives. A challenge facing the cooperatives is the monitory sharing mechanism. Some people who are members but are not active in the cooperatives are receiving the same amount as those who are working full time on these cooperatives. This has brought some dissatisfaction. Contractors undertake work without involving the community.	There is a need to train cooperatives on equitable monitory sharing mechanisms. The people want government to assist them in gaining access to the markets. Selling their products through a middle man, seems to be counter-productive.
	NARYSEC, EPWP, CWP	Complaints were made regarding the selection process for NARYSEC graduates. Respondents asserted that each site had been allocated only one graduates. This has caused tension, amongst other youths who applied but were never selected. Moreover graduates were not able to find work opportunities or intern experience at the local municipality. Even though short term employment has been created, unfortunately CRDP has not been able to create employment of one person per household in Makgolokweng. Twenty six people are employed by Community Works Program (CWP).	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
	Food gardens	Donation of two fruit trees for every household. Plantation of potatoes through Kgolokwe Development Trust,	
	Small farmers, extension support	Beef farming is big at this place, there are about two hundred and forty cattle, mainly for dairy. Theft, I am told is very rife, and the community want government through CRDP to alleviate the problem of cattle theft.	
CRDP Case Study: Jacobsdal, Letsemeng (ward 2), Free State	Co-operative & Enterprise support	There are no cooperative that are functional, many are still to be formalised. Only five youths received training for one year on the National Qualification level 1 on farming. They are still working to formalise their cooperative.	
	NARYSEC, EPWP, CWP	There is only one NARYSEC beneficiary in the area. Jobs that are created such as CWP and EPWP projects are of temporary nature, but they do assist community members employed to put food on their table. These jobs are very short term, as they last from four to six months. During this time participant's situation does improve. However the expectation of people is that jobs should be permanent.	There is a need to create long term employment, which will improve the quality of living amongst community members.
	Small farmers, extension support	Currently there is no black person who is involved in crop production, all these economic activities are in the hands of white commercial farmers. People need to be given a chance to explore opportunities in farming and be provided with technical know-how to be able to take	
CRDP Case Study: Mhlonthlo (ward 2,13)	Co-operative & Enterprise support	Nepotism in the awarding of contracts was raised as a problem as local registered Close Corporations and Cooperatives cannot access job opportunities.	There is need to explore the possibility of opportunities for tourism around these activities. The New Growth Path (NGP) was adopted in 2010 and one of the key issues in the NGP was that employment creation include the creation of 250 000 jobs in tourism and business services. The promotion of rural non-farm economy (RNFE) as a strategy for creating income generating opportunities has gained considerable traction and support from governments and non-state actors in the field of rural development and it should be aggressively supported by CRDP
	NARYSEC, EPWP, CWP	There was a group of five community members, per village who received a stipend of R540.00 per month from DRDLR (NARYSEC), their duties ranged from fencing of fields, planting of crops, cultivating, tilling of soil and harvesting. The other group is the EPWP that receives R450 per month. Even then the stipend has been stopped by the government and no explanation has been furnished. There are absolutely no permanent jobs in this area, only seasonal or temporary jobs are found.	
	Food gardens	The key findings are that household and community food gardens are a good solution to food security and they do improve the livelihoods of	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		beneficiaries. This was evident in that almost all households have gardens and they do plant. The common things they plant are cabbages, potatoes spinach and beans. They use the food mainly for household consumption and then the rest is sold even though there is no big market identified in the villages.	
	Small farmers, extension support	Mass production for food security cannot be a reality when subsistence farming is still the order of the day because the communities still rely on their home gardens. Enough agricultural equipment is needed to sustain mass production, which for now home gardens are substituting for such intervention. It was observed that there were no irrigations structures on site except for Jojo tanks for water reservoir for small scale irrigation purpose; however these created a lot of conflict among the beneficiaries because they were kept at the ward councillors' houses. Yet, investigating further there was an agreement by all concerned to keep the water tanks at their houses so as to monitor how vegetation and crops grow in a controlled environment.	The Tsolo Agricultural College should be upgraded and then attached to a university (Walter Sisulu University) in order to capacitate it to produce the urgently required agricultural knowledge and technical skills at different levels, which is highly lacking as it is.
Desk-top Literature Review	Co-operative & Enterprise support	The Midterm Review of the DRDLR indicated that 658 cooperatives were formed in the CRDP sites across the country. Hall (2010) argued that the CRDP does not consider the role of markets in rural development. This is actually problematic given that many enterprises being supported or established on the sites are engaged in production Hart et al. (2012) have concluded on the basis of their research in 8 CRDP pilot sites that many enterprises were not realizing their financial expectations. The reasons they noted included the lack of markets, lack of sustainability of projects large numbers of participants associated with projects on relatively small land sizes and limited potential for growth. In addition few new technologies have been introduced since the implementation of the CRDP. "Many of the identified technologies/technology projects are common across the pilot sites (for example, home gardens, mechanised agriculture, brick making, and ventilation in pit latrines)". There were 658 cooperatives linked to DRDLR, although only a fraction was registered. Nationally, there were 22 030 registered, with 50% based in the rural areas, but the Department of Trade and Industry assessed only about 2 644 as economically active, and only 132 as compliant with the requirement to submit financial statements. A separate branch is being set up at DRDLR to concentrate on cooperatives. There would be a focus on the value chains of poultry, grain and beef, an emphasis on food security and, as with arts cooperatives,	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		emphasis also on assisting with access to markets. Priority was given to youth cooperatives in the built environment, and agriculture, linked to land reform. (Parliamentary Monitoring Group, 23 April 2013)	
	NARYSEC, EPWP, CWP	Between September 2010 and May 2013 some 13 000 rural youth participated in the Narysec programme. The Department of Rural Development and Land Reform (DRDLR) has partnered with the Agricultural Research Council to train 900 agri-paraprofessionals in smallholder livestock and dairy production, and 750 more in vegetable gardening and soil sampling. The Department has invested over R631 million in programmes to train and deploy rural youth (South African Government Information, 2013). Challenges included the 20% of participants who were not placed, largely due to lack of compliance by local government, lack of discipline in attending courses and doing the work diligently, reported complaints by the youth about lack of proper training and questioning the purpose of a four-year programme without certification. NARYSEC recruits made suggestions that the youth be assisted to register cooperatives, that amakhosi be encouraged to donate land for agricultural cooperatives, and that school buildings be used. In 2012 R278 million was spent on NARYSEC with R410 million budgeted for 2013. Dr Swartz noted that the Agriculture Further Education and Training College at Fort Cox trained 69 youth in animal production. Although ideally the DRDLR would have liked to increase these numbers, it was limited by the constraints at each of the FET Colleges. Here, the youth were taken to National Qualifications Framework (NQF) Level 2, and there would be a follow up, after experiential training and their own work done at home, to raise the level higher. 38 FET colleges trained 5 507 youth in a variety of construction fields, to NQF levels 2 and 3. Other FET colleges were doing training in business administration services, at NQF levels 2 and 4. 300 people were taken to the SA Wildlife College and Wilderness Foundation to train on farm management, at Level 1. Stats SA and Department of Social Development trained 4 000 youth to do household profiling, and the South African National Defence Force (SANDF) had trained 4 700 youth in areas such as character building and life skills. Bytes Technology was doing training in data capturing. The Rural Disaster Centres had taken in 88 youth on various courses relating to risk management and office administration, and they were based at various Thusong Centres. Dr Swartz explained that in the programmes, the youth were supposed to	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		undergo 30% training at college, and then undertake partial work training with a host employer, to complete 70% work experience. However, this caused a difficulty because there were not enough employers to absorb all the students. DRDLR did not have facilities itself to host learners in their particular areas of training. There was a common problem in many departments, and it was on-going, to persuade employers to take in the youth for workplace training. He noted that around 80% of the youth participants who had completed construction training had been placed with employers, and DRDLR was trying to find placements for the others.	
	Food gardens	However food gardens' contribution to household food security and nutrition depends on the availability of water and labour to work in the gardens. Other studies have shown that in the urban areas, the number of households engaging in gardening is declining due to high start-up costs, drought, access to produce from the market, inadequate land for production and lack of fencing (see Baiphethi and Jacobs, 2009). According to the Department of Performance Monitoring and Evaluation (DPME) (2012), the CRDP has created 1 300 household gardens It is not clear from the literature if these food gardens are being used and the impact they are making to household livelihoods. Until more data is made available, it will not be possible to measure their impact. This is so because some studies have shown that some sites face water shortages (Chakwizira and Nhemachena, 2012; Mopani District Municipality, no date).	
	Small farmers, extension support	Mayende (2010:57) concurs with Hall, and argues that "the CRDP document focuses almost exclusively on subsistence producers largely resident in the communal areas", despite the fact that the ANC Polokwane resolutions called for a broad-based agrarian change. The government and private sector can play this role by availing start-up resources, training and linking them with existent markets. Working with smallholders can be made a requirement for Black Economic Empowerment participation for the relevant private sector players (Chakwizira and Nhemachena, 2012:193). It can also be made a corporate social responsibility requirement that organizations working in particular area should contribute to agrarian transformation in the area they benefit from. There has been some concern that some areas selected in for piloting in the CRDP are unproductive and for these there is need to improve land productivity through providing the inadequate resource: if its water in dry regions – then build water harvesting facilities or encourage water conservancy projects as well as encourage dry crop production, stock-breeding and small-scale processing projects. Research and development	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		can assist with identifying profitable enterprises that are suitable for the various areas.	
Key Informant Interviews	Co-operative & Enterprise support	Cooperatives registered but many exist only on paper. DRDLR approached the Development Bank, and asked them to assist in doing a due diligence regarding evaluating the challenges with cooperatives. Key challenges included access to credit and desperate need for training. The audit was being conducted by Development Bank of Southern Africa (DBSA), who had the specialists to deal with social and institutional desktop analysis, who would be looking to whether the cooperatives had been formed and registered in terms of the legislation, would classify the cooperatives according to their production, verify the members, their management system and whether they were functional. Provincial site visits would be held to interact, and due diligence studies would be done. The audit would look to how many cooperatives had viable business plans that would allow them to be classified as functional when the work started. He pointed out that since DRDLR had prioritised construction programmes in the NARYSEC, it would identify the probable construction cooperatives following from that programme. A alternative approach is to force a CIDP contractor to use local labour which is the process they are trying to move towards. In Dysselsdorp there has been a pilot of using local labour and the municipality provided start-up capital. But unfortunately not everyone honoured the agreement and there is still outstanding work and loans.	SETA should be utilised to train people on the basics for example how to run meetings. SETA has a lot of people on their database that could be mobilised to meet the great demand for training. Explore stronger agribusiness involvement where agri-food linkages can be developed. Also internship placements linked to land reform opportunities, etc. This will be supported by industry in terms of BBBEE score card aspects. Coops should be linked to the commercial value chain. Assured markets: Create food production for institutional markets- schools, prisons, hospitals, etc.
	NARYSEC, EPWP, CWP	NARYSEC really started in September 2010 with the first intake of recruits. First training was in February 2011 with 500 youths in a military facility, august 2011 we took in our first group trained in construction. Life skills programmes came first, only recently that there has been a strong focus on technical skills e.g. construction. “NARYSEC is not about job creation it is intended to be a skills development programme”. NARYSEC recruits receive a stipend of R1320 per month. We aim for a gender balance of 50/50. In take is four years but youth can migrate to other employment that offers more money during this period and we don’t see that as a problem. Youth are selected according to poverty pockets approach-1 per household with preference to poorest households. We take 1 per household to distribute widely. There is an impact at an economic level because of the stipend however we are scared of being criticised by how many jobs we have created.	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		NARYSEC has trained 5700 youth since September 2010 up until now. Enterprise development/ Employment is the last phase of the NARYSEC programme but we don't promise them a job at the end. NARYSEC tries to support cooperative building. The enterprise development stage is only just coming into fruition now. NARYSEC youth support 3-5 individuals in the community. Big challenge is the youth not having access to start-up costs. Main challenges come from FET colleges not being efficient in providing training, which takes longer than expected. NARYSEC has been impacted on by the challenges faced by FET colleges but it is a good challenge as we are trying to transform the FET colleges. Through Narysec construction departments have been developed with the help of SETA. Previously only 1 college provided construction training but with Narysec support now 38 colleges provide training. So we are trying to support FET colleges and transform them. Using Narysec labour to build infrastructure has not been a successful approach. The problem with NARYSEC youth is that e.g. Beaufort West where they used NARYSEC youth often the youth just don't pitch up. They had to ask contractors to use skeleton staff because people won't pitch e.g. Mamre where 10-15 NARYSEC youth were recruited to build a foot path but eventually only 4 women remained to finish the project Problems is that when they use NARYSEC to build something there is confusion over who manages them NARYSEC or RID? Management of youth becomes unclear it needs to be sorted out. If there is conflict with the youth who sorts it out NARYSEC or RID? You don't have NARYSEC in all the sites where there is huge unemployment rate and then obviously when you use NARYSEC recruits from outside the village those from the beneficiary village rightfully become angry and this creates tension.	
	Small farmers, extension support	In Muyexe DRDLR said will do ABC and then did things which should not work in that area, for example it told enterprises to grow tomatoes but there was no water and said must rear chickens but temperatures so bad…quality of soils another frequent problem. DAFF never consulted but just asked to invest money with no impact in most area. Bought abattoirs which never function…DAFF must bring technical input to see what makes sense.	
	Value-chains	Recap has been working with grain SA which has been very successful. We are signing this year / a call for proposals for specialists in commodity specialist groups with the wood growers. National agricultural council… we like that they have a foot hold in villages	

Source of data	Strategy/ Activity for achieving Goal	Findings/ Conclusions	Recommendations
		already. We need them to follow value chain process, production, processing in rural areas. We were dissatisfied with the wool growers association initially however we have changes the agreement to make sure they use NARYSEC. Construct everything in the rural areas to stimulate the whole value chain. We want to stimulate all the industries in rural areas. CRDP is going to go for collaborations but to ensure that we have agreements on good terms. Signed with national agri marketing council to deal with issue of rural market connections to meet demand of businesses. The people we want to involve we want to use their markets…. But these people won't share our markets with us. We want the whole value chain but a lot of these organisations want to hold on to some step in the value chain e.g. ROOSGROW who wants to hold on to their expertise e.g. don't want rural people to learn how to grow chicks they want them to still buy from them. Private sector not playing their role. We have been getting so many consultants, but not investors. We are making a call for proposals for co-investment, we will be flexible e.g. market rural products for three years under your label but afterwards we should be able to market our own brand. Businesses don't want us stealing their markets. There is a mechanism to push the private sector into investment… that is using BEE. Incentives to move to rural areas… Collaborate with Premier foods they were willing to take our wheat but we want them to relocate to the rural areas by providing incentives e.g. land free of charge but provide ownership to rural people.	
CRDP Evaluation Survey responses	Cooperatives	Procurement of services from cooperatives and local service providers is easily overshadowed by the national procurement regulations, yet the use of cooperatives and local service providers is part of the CRDP procurement framework, but not regularised. There are processes that do not allow the Department to purchase from Co-operatives unless they are on data base or on contract. CRDP policies and procument policy not being followed during project implementation. Tenders should be given to local people who in turn will employ local people.	

Is the CRDP meeting basic needs of rural communities?

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng	Social, Economic, Cultural and ICT Infrastructure Development and Improved Service Delivery to Rural Areas	Devon is well supplied with of the basic services like water, electricity, housing and sanitation. The challenge remains in the new informal settlements that keep coming up. Another challenge was the lack of support of CRDP by the community itself, manifested through destroying of infrastructure and selling tools that are provided to address their needs.	
CRDP Case Study: Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105), Gauteng	Is the CRDP meeting basic needs of rural communities?	This study also established that CRDP is not addressing the basic community needs due to design errors. There was not much consultation with the community on the type of projects hence the current projects do not address the priority needs of housing, electricity, water and sanitation. This is worsened by the lack of commitment from the local municipality which is entrusted with maintenance of the projects. The social and economic infrastructure has not helped to improve the conditions and quality of life either. ICT has been ineffective and the library donated by the provincial office doesn't have electricity and therefore its usage cannot be maximised.	
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape	Is the CRDP meeting basic needs of rural communities?	A Sandbag Houses project has been initiated. During 2010-2011, an investment of R11 million was made into Dysselsdorp for identified infrastructure development, at the request of the community. During this period, employment was created for a number of contractors for the upgrading of the four schools, the upgrading of certain streets, the erection of a community creche and various other smaller projects. A number of community food gardens were set up at the Dysselsdorp Clinic and identified schools, as well as individual food gardens; in line with the objective improve access to affordable and diverse food. Today the community food garden at the Clinic provides produce for consumption by clinic patients, the community creche as well as for the community workers who work there.	It may be a recommendation that the CRDP works in conjunction with the Municipality in order to assess the current level of delivery of basic services to areas such as Bokkraal (a squatter camp) and how to address this over the long term
CRDP Case Study: Bella Vista and Nduli, Witzenberg (wards 1 & 6), Western Cape	Is the CRDP meeting basic needs of rural communities?	According to participants the focus thus far was on projects for soft infrastructure and the provision of housing and other basic services seems to be overlooked.	

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
CRDP Case Study: Msinga (wards 10, 11, 12, 13 & 15), KwaZulu-Natal	Is the CRDP meeting basic needs of rural communities?	Electricity great improved lives. However not all work was completed and not all households that were included received it. It is not clear where the problem is but delays in starting and new households in the areas may contribute. Social cohesion is emerging as a challenge due to the non-uniformity in the provision of electricity. Msinga is challenged with water provision. Many areas have no water. The bulk water supply by Umzinyathi has improved the situation but also left some area that previously had water now dry (Nxamalala). This issue has been reported to the councillor several times. Unfinished work and difficulties to locate contractors	
CRDP Case Study: Abaqulusi (wards 5,6 &7) KwaZulu-Natal	Is the CRDP meeting basic needs of rural communities?	The CRDP has been able to bring some level of development in the much underdeveloped local municipalities where the pilot wards are. However, the sheer needs in the piloted wards have not been comprehensively addressed and in some cases not all that was planned has been delivered in the timeframe of the CRDP. As a result, it can be said that the CRDP sites have given a "taste" of what development tastes like and yet leaves the "neighbour" wondering when their chance will come. The houses in this area is particularly important not only as shelter but as a provision of a secure place to call home, a first time experience for many recipients for have a generational Labour Tenant roots. Many expressed being at peace knowing that they will "die in a home of their own". Electricity provision was underway and largely linked to the housing projects leaving questions of when the same service will reach other areas and raised concerns on social cohesion. Other basic services such as water remain a challenge. In Vryheid there several buildings from Coronation mines aimed at improving social life (orphanage, community halls, tennis courts etc.) most are in shocking dilapidated state will need serious refurbishment to be restored	

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
CRDP Case Study: Muyexe, Greater Giyani (ward 18), Limpopo	Is the CRDP meeting basic needs of rural communities?	Lack of water (A 25 litre bucket of water is sold for R1) and poor roads (Roads have not been constructed yet, making the community difficult to access when the ground is wet. This affects the community's life). Consequently, other projects like household gardens are being affected as well. Due to lack of water, food security through gardens is not being achieved. Water is a commodity in Muyexe that is bought. 5 boreholes have been stolen and some are not working. There are currently two boreholes that are providing the community with water. The quality of the infrastructure implemented is poor. Some community buildings already have multiple cracks on their floors despite the fact that they have just been constructed. This reflects badly on the quality of monitoring of the projects on the ground. On the positive side, 383 RDP houses were built since 2009. The impact of the CRDP on this need is clear. Between 1994 and 2009 the community got 90 houses. The CRDP has also provided 150 toilets to the poor. Many households are connected to electricity. Those school children who lacked were provided with uniforms.	
CRDP Case Study: Makhado (ward 8), Limpopo	Is the CRDP meeting basic needs of rural communities?	Lack of social and economic infrastructure. The other challenging issue at Makhado ward (08) is the supply of water. No water for Matsila villagers. Although there are taps in the streets, the community say they rarely get water as they access it on certain days per week.	
CRDP Case Study: Riemvasmaak, Kai ! Garib (ward 1), Northern Cape	Is the CRDP meeting basic needs of rural communities?	The overwhelming view is that access to basic services has improved across the board. The only prominent concern was the question of access to housing for adult male Restitution beneficiaries who do not qualify for the new RDP houses in terms of the Housing Policy. A concern is the maintenance and management of the infrastructure which has been established. This was evident at the project level, as well as a concern raised by the Municipality since the budget for maintenance has not kept pace with the level of infrastructure development. For instance, flood damage to water supply which occurred in late 2012 has not yet been repaired. Electric power is still dangerously exposed where the irrigation control board was damaged. (See photos) The E-RAP (information technology) centre was heavily criticised as it has been dysfunctional for more than 6 (six) months at Vredesvallei and Riemvasmaak. When it was operational no controls were in place to restrict and manage use of the internet service.	Investments in economic infrastructure should be complemented by entrepreneurial development, business management training, and access to finance. A long term business development strategy specific to Riemvasmaak should be developed and implemented.

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape	Is the CRDP meeting basic needs of rural communities?	Basic needs provision have been met to a large extent. Residents of ward 1 have water, housing, solar-powered electricity, sanitation and some social infrastructure such as the community halls provided under CRDP. Yet other ward residents lack these. Major projects being undertaking – Darnel Water, Fencing, Housing, Sanitation, Community halls, electrification. Some basic needs have been provided e.g. water, solar powered electricity, sanitation, employment and housing. CRDP has not been implemented fully in all the site and projects have not yet sustainably addressed all communities' basic needs and quality of life Water project created employment for some 220 people linked to agrarian transformation objectives in Heuningvlei. Some projects implemented have not been fully completed with the exception of Sanitation and the building of community halls in Heuningvlei and Loopeng. Other projects such as Water reticulation for domestic and stock use were far advanced and near completion.	Site is an arid zone and efforts should be made to provide sustainable water supply and extended to all communities Efforts should be made to establish sustainable food banks to ensure food security which is a great challenge at this site
CRDP Case Study: Mkhondo (ward 2), Mpumalanga	Is the CRDP meeting basic needs of rural communities?	Remaining gaps identified by respondents were sanitation; the operating hours of the clinic (12 hours instead of 24 hours) and the poor ambulance services resulting in people dying before they could reach the clinic/hospital. There is a need to prioritize communities in remote rural areas when allocating resources.	
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga	Is the CRDP meeting basic needs of rural communities?	The benefits of the programme are evident from the local infrastructure developed such as the clinic, the library, houses, the Youth Centre (ICT project) the fencing of the land reform farm and the construction of the cattle handling facility.	
CRDP Case Study: Moses Kotane (ward 5, 29), North West	Is the CRDP meeting basic needs of rural communities?	Most basic needs projects have been rolled out but seem to have stalled mostly due to challenges of funding. Most of the projects initiated since 2009 have not been completed and are not operational. . Except for ABET, social grants and Early Learning centres (crèches,) most of the projects such as RDP housing, Electricity, Water and Sanitation, Health Centre, Roads, and Street lighting have not been completed and at a standstill. A Water Tank has been constructed but is not connected to the local supply system because the Local municipality has no funds to pay for it The contractors have stopped work at the sites , are not accountable to the communities and there is no effective monitoring of the implementation process.	Since most of the challenges seem to revolve around the issues of funding, in future more resources should be provided and possibly ring fenced to keep these services running. In future there is need to prioritise and focus on a few achievable projects before moving on to implement the next level of projects. More effort should be made to enforce deadlines and ensure that the projects are completed timorously; also ensure that specified target groups are reached by contractors and services providers

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
CRDP Case Study: Ratlou (ward 1), North West	Is the CRDP meeting basic needs of rural communities?	The basic services that are mostly needed are water and health. There are plans to provide reliable water supply to the villages in the ward. As far as health services are concerned, the problem is that the operating times of the clinics in most of the villages except one are too restricted. The clinics are closed at night and over the weekend.	
CRDP Case Study: Mhlonthlo (ward 2,13)	Is the CRDP meeting basic needs of rural communities?	Providing proper road network, clinics, schools, sanitation and irrigation system has major financial implications it should nevertheless be accelerated. Another example that can be cited is the building of a clinic in ward 13. A site was identified within the village but was not built on due to "sabotage" because a site in town was identified. The department of health refused to construct stating that the priority areas is the village not town as a result it was never built. There is only one village- Mqobiso- where water project is functioning very well and that is the Gxelesha water scheme. There is an existing infrastructure for water. Some areas were connected far back as in 1999. However, there is no water coming out. Most of the villages have got no water at all There are long queues every day at the clinic and the people are never served on the same day. Always, there are no medicines and there is only one doctor who services the area/ clinic. Mobile clinics are not consistent and not punctual even though this is more related to bad state of access roads Sanitation The Sanitation project was left unfinished in some villages. The contractors are not monitored and the municipality does not introduce them to the community	
CRDP Case Study: Diyatalawa & Makgolokweng, Free State		The community listed their challenges as follows: • Bad road infrastructure • Skewed planning that is informed by apartheid spatial development framework • Lack of sanitation • Lack of clinics with adequate resources • Recreational facilities • Lack of police/satellite police station • Lack of access to internet	People want government to assist with the distribution of Information and communication tools in order to access the right knowledge that corresponds with their respective expertise.

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
		• Challenges in access to land. There is also a sewer-network project being rolled out currently. However, the constraints facing this place, is water shortage. In terms of roads, there is a gravel road, with poor internal road network. With regard to Housing, there is a mixture of traditional houses and RDP houses with Dry pit latrines toilets, many are hygienically, in poor conditions. The housing infrastructure is better than any RDP sites in South Africa, there are 50 hoses have been built, six rooms and five rooms RDP respectively 50 solar panels installed, including both school and creche. There is are shopping complex and taxis take people to Harrismith twice a day,	
CRDP Case Study: Jacobsdal, Free State		There is a need to provide basic services to two hundred households that live in shacks. A sports complex in the township of Ratanag have been built to be used by youths to be involved in sporting activities such as Rugby and football which has been successful in taking youth away from drugs. A second project is land that has been identified, and it has been fenced with palisade, it will house a number of sporting activities such as Boxing, table tennis and a swimming pool.	
Desk-top Literature Review		Chakwizira and Nhemachena (2012) investigated the linkages between indigenous knowledge systems (IKS), transport and rural development in South Africa in the 8 pilot CRDP sites. They concluded that there was a need for local indigenous knowledge systems to be integrated in solving the transport challenges that were faced. Firstly, they noted that the pilot sites were having problems with roads and transport. It was stated that there was need for improved roads and tracks between homes and farms, grinding mills and forest.	They argued that "rural transport projects often focus on providing major roads rather than improving small roads and tracks that most rural people use for local transportation" (p. 189). Furthermore, they stressed the importance of intermediate means of transport (IMT) such as bicycles and carts, which can be used on rural paths to eliminate the length of travelling time and increase the unit volume of goods transported to meet basic needs. In conclusion, they argued that "indigenous transport knowledge systems can and should be packaged and enhanced to support and promote higher levels of growth and development in the rural landscapes of South Africa" (p. 194).
Key Informant Interviews		Tenders should be given to local people who in turn will employ local people,) Maintenance: is a burden which cannot be on state to maintain as this has failed, so developing a model where community under guidance from municipality can maintain infrastructure for themselves. SO if we build a road what is required to maintain it? How can we link this to NARYSEC recruits who form cooperatives or enterprises to maintain infrastructure. We need to develop a model with Municipality on how to fund cooperatives.	

Source of data	Strategy/ Activity for Achieving Goal	Findings	Recommendations
		Currently working with Narysec on this….work with municipality to build capacity. Put into policy framework now. Should manage all govt infrastructure in general. Community-based development, model is working with other countries…	

Is the CRDP reaching the appropriate target population?

Source of data	Strategy/ Activity for Achieving goal	Findings	Recommendations
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng		there are no projects targeting people with disability, child headed households, the elderly and people living with HIV and the elderly. The respondents were in agreement that it was not easy to establish if people living with HIV/AIDS were benefiting as people didn't talk about their status openly due to stigma. However there are efforts to work with HIV/AIDS NGOs. In most cases men represent the women in projects. During the focus group discussions men talked on behalf of women. The existing business community was not getting support at all. By June 2012, only 5 out 13 cooperatives were operational	
CRDP Case Study: Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105), Gauteng		The women and youth have been supported; the elderly and the child headed families also take part. There was general agreement among the respondents that the CRDP had made efforts to reach the target population except for the disabled. The women, youth, elderly and child headed families were participating in the CRDP projects	
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape		Other than the NARYSEC programme focused on youth and some instances of contracts being awarded to women-owned businesses, there is no evidence of specific programmes targeted to vulnerable groups	
CRDP Case Study: Bella Vista and Nduli, Witzenberg (wards 1 & 6), Western Cape			Rural communities are not homogenous and individual and social capacity of different categories of poor rural people are not the same. It is imperative to balance the divergent needs of the rural population in an equitable manner.
CRDP Case Study: Msinga (wards 10, 11, 12, 13 & 15), KwaZulu-Natal		The disables were not directly catered for. It seems some have not heard of the Agri-para programme yet were active in the CoS. A common issue coming out of poor information sharing and reporting is yet evident. There are many women in the garden projects	

Source of data	Strategy/ Activity for Achieving goal	Findings	Recommendations
CRDP Case Study: Muyexe, Greater Giyani (ward 18), Limpopo		The CRDP projects are reaching all the target groups in the community of Muyexe. However, not all target groups benefit in monetary terms. Groups like the elderly are provided with labour by the Community Works Programme (CWP) recruits. Most women have been recruited by the CWP whereas most cooperative members are women. The staff at the two early childhood development centres in Muyexe are women except one man at Ben Muye xe crèche. This means that the CRDP is playing a role in improving the incomes of households from which these women come from The elderly are participating in the cooperatives like Macena which has 32 elderly members. those who cannot work, they are assisted with labour by the CWP recruits and the home based care group. SASSA provide the elderly with social grants. This applies as well to orphans. The respondents indicated that it is difficult to tell who is HIV positive hence one cannot tell whether they are benefiting or not	
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape		Only a few of the target groups have been employed such as the youth. Some youth and other unemployed have been employed by project contractors	
CRDP Case Study: Mkhondo (ward 2), Mpumalanga		The benefits of the CRDP have successfully have successfully reached most members of the target groups e.g. women, youth, elderly and unemployed. CRDP does reach some of its intended beneficiaries; unfortunately the most vulnerable of this group is still not reached e.g. child-headed households, people living with disabilities, people living with HIV/AIDS. Although women are participating actively in the CRDP programme, they still need to be empowered through training and access to finance. Such training should aim at both boosting their levels of confidence and enabling them to excel in their business initiatives	A water-tight CRDP targeted recruitment process that will ensure the inclusion of people living with AIDS/HIV, people with disability, child headed households should be implemented. This will ensure that the most vulnerable groups are not marginalized when it comes to resource allocation. There is a need to ensure that those living with HIV/AIDS, people with disabilities are also reached by the programme.. Government should work together with community members to develop a system for selecting beneficiaries of the programme.
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga		CRDP excludes some of the deserving groups, more particularly people with disabilities and child-headed households.	Government should develop clear guidelines for including all vulnerable groups during the selection process. Community members should participate actively during the process of developing such guidelines. Targets should be set for the various groups of beneficiaries and be monitored accordingly. Relevant government Departments should assist in the targeting process; that is the department of social welfare for child-headed households and the department of health for people with disabilities and

Source of data	Strategy/ Activity for Achieving goal	Findings	Recommendations
			those living with HIV/AIDS.
CRDP Case Study: Moses Kotane (ward 5, 29), North West		The CRDP is not reaching a significant number of the appropriate target population; only a few people have benefited from the projects. Only a few people have benefited from the projects due to the fact most of the projects initiated since 2009 have not been completed and are not operational.	
CRDP Case Study: Ratlou (ward 1), North West		There is evidence to show that the project is reaching most of the intended target groups. Women, for example, constitute the majority of beneficiaries in projects such as goat farming, food gardens and chicken farming. Other beneficiaries are also being reached. The problem though is that only limited members of groups such as the youth and the unemployed are not reached. Also the benefits are only for a limited period of time. The lack of sustainability also affects the group projects where significant members of people are reached, as already indicated.	
CRDP Case Study: Mhlonthlo (ward 2,13)		The women focus group were happy to declare that ever since the introduction of women traditional leaders, development is improving in terms of influencing decision making.	
CRDP Case Study: Jacobsdal (ward 2), Free State		Respondents felt that there is a need to conduct proper profiling to quantify numbers of targeted groups for CRDP programs.	

Is the CRDP supporting land reform?

Source of data	Sub-Goal	Findings	Findings
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	The main challenge in Devon in regard to the implementation of CRDP is the lack of land as land is owned by private farmers Land reform beneficiaries are not benefiting from the CRDP projects in Devon. Land is privately owned by white farmers although land is available in surrounding rural areas for sale. Livestock farming and crop production has not improved in Devon due to lack of land and theft. No grazing land is available. Overpopulation which leads to frequent establishment of informal settlements has also put pressure on the existing land.	CRDP should think of purchasing land for projects. Access to land is a challenge as land is privately owned by white farmers and therefore no land is available for grazing. However land is available for purchase
CRDP Case Study: Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105), Gauteng	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Access to land needs to be addressed in Sokhulumi if CRDP projects have to be implemented effectively. Land is owned by the chief who hinders development. All respondents except for the community leader said that the land reform beneficiaries were not benefiting from the CRDP projects. However they were all in agreement that access to land had affected the successful implementation of land reform under CRDP as land belonged to the chief. Therefore access to land was an issue in bringing about development and economic growth as it had created division among community members because of the two chiefs who own the land. Major issues were around boundaries. The councillor was of the view that the DRDLR was also unable to follow up on the land that was not being utilised and that beneficiaries also didn't have proper business plans of what they wanted to do with the land.	CRDP should support groups especially women groups with documentation in order to access land for their projects
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	There is evidence of three land reform projects which are fairly successful, namely the LOVTI Food Garden Group, the Houmoed Farm (although there are concerns with respect to the current process they are now undergoing with a strategic partner) and Micro Farms which may in future re-locate from the area to a space which is currently being upgraded. The beneficiaries, Houmoed Farm, are currently in a process whereby they have been appointed a "strategic partner". This is currently a tense relationship and disempowers them; they are unable to provide any feedback on how much profit they made with their tobacco. A bank account has been opened, to which they do not have access and this is of great concern to them.	In this respect, it is recommended that the beneficiaries of processes which link them to a strategic partner be closely monitored by the relevant government department. Those beneficiaries of the land reform process have a direct link to the relevant State Official / implementation agent staff member to be able to communicate any concerns with the process of any programme.

Source of data	Sub-Goal	Findings	Findings
CRDP Case Study: Bella Vista and Nduli, Witzenberg (wards 1 & 6), Western Cape	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	The neglected link remains land reform. In Witzenberg the unemployment rate is high and rate of sustainable employment is low.	At the local level it is important that efforts to improve household food security which is undermined by access to land and the settlement of emerging farmers on land take cognisance.
CRDP Case Study: Msinga (wards 10, 11, 12, 13 & 15), KwaZulu-Natal	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Msinga local municipality is prominently a rural area comprising of 70% of its area being governed under Traditional Authority land. Approximately 99% of the population live in traditional areas with six Traditional Authorities of Qamu, Mchunu, Ngome, Mabaso, Mthembu and Bomvu and four rural towns of Tugela Ferry, Keats Drift and Pomeroy. No reported Land reform struggles, the area is largely under traditional authority	
CRDP Case Study: Abaqulusi (wards 5,6 &7) KwaZulu-Natal	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Little understanding of Land reform and its procedures and regulation and new approach of leasing Beneficiaries displayed little knowledge of process and legality of document they signed which cause much trauma on what was understood to be “theirs” The startling poor capacity of the recipient, in this case 12 families and their chairperson was very concerning to witness. The beneficiaries demonstrated poor understanding of process and changes in the legislation by now comprehending the differences in the “old” way and “new” way of reforming land in South Africa. This led to confusion, resentment and trauma experienced as a result of perceiving the process as abusive and disregarding of their thinking towards their land. The new land reform approach of awarding long-term leases to claimants and the introduction of new leases on the same land was experienced as a cause of great trauma and confusion leading to deep mistrust and animosity towards the new lessee. The leadership of the 12 member beneficiaries was seen as a case of “the blind leading the blind” where the leader displayed confusion and lack of understanding of agreements and documents signed. This left the beneficiaries of the case reviewed seeing themselves as victims. Furthermore, the lack of resources to manage and produce on their portion of the land left the beneficiaries viewing the land as a burden but had hope that should they receive comprehensive support they could make some life out of it. It was strongly evident that much is needed to Great disharmony with lease holder who is viewed as an imposed. Poor understanding of the state as the land owner causing feeling of being “lost” and homeless despite generations living on the	Additional and time-appropriate support for Land reform projects is a much needed urgent need. Due to the agricultural nature of farming, timing of delivery of support is often much more important than just the delivery itself (financial & human expertise). A mechanism to ensure that this takes place is critical

Source of data	Sub-Goal	Findings	Findings
		land. This despite a portion of the farm belonging to the 12 family community Poor leadership and "thin" empowerment support from the Department. It is understood that there is only very few official for land reform project in these wards. The long wait for the land while laws of full title vs. long lease involving a mentor who will be the lessee is perceived as traumatising where the new lessee's role is not well understood and strongly unwelcome. The lessee is viewed as an "outsider" who is imposed by the Department to "harvest" their hard work. *"They say we don't have a title deed, the land was cut in pieces while we buried our child"*	
CRDP Case Study: Muyexe, Greater Giyani (ward 18), Limpopo	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	There are no land reform projects implemented in Muyexe. There is one claim by the community in the Kruger National Park which is still pending. The lack of additional grazing areas is affecting livestock production in the community. The lack of land reform projects in the area is affecting the community's access to grazing for their livestock.	
CRDP Case Study: Makhado (ward 8), Limpopo	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Land reforms paradox: No clear information guide on accessing land and a perception of poor land distribution	DRDLR needs to raise awareness on land reforms, distribution and agrarian transformation Develop and share land reforms and distribution guide
CRDP Case Study: Riemvasmaak, Kai ! Garib (ward 1), Northern Cape	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	The key issue here relates to the question of access to Riemvasmaak Development Trust land for agricultural development. A number of projects are in the planning stage – for instance 80ha of vineyards – and infrastructure has been established to support the project. There is uncertainty amongst beneficiaries as to the legal agreement which will be entered into between the Riemvasmaak Trust, an external investor, and the local agricultural cooperative (Mfuleni Farmers).	A process, based on a comprehensive plan to hand control back to elected Riemvasmaak Development Trustees, must be implemented without further delay. The DRDLR should partner with the RDT to ensure that the Restitution beneficiaries and other members of the Riemvasmaak community are capacitated to manage their resources. A land rights policy should be developed in terms of the Trust Deed, after consultation with affected stakeholders, including potential partners and investors. This will clarify the rights of beneficiaries, land occupiers, and potential investors.
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive	Land reform beneficiaries were not found as no one here claimed any land or applied for land.	Make communities aware of the existence of land reform.

Source of data	Sub-Goal	Findings	Findings
	Post-Settlement Support?		
CRDP Case Study: Mkhondo (ward 2), Mpumalanga	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Although the land they have is currently being under-utilised, the people of Donkerhoek still need more land for farming. Land reform beneficiaries are benefitting from the CRDP. They have received assistance such as seeds, bulls, tractors and boreholes. Respondents feel that while they receive some assistance they are still faced with a lot of challenges in their newly acquired farms. Since their farms are generally run down or need rehabilitation as they were previously utilised for mining purposes, beneficiaries need a lot of support to make turn them into sustainable enterprises. There is also a problem of overcrowding in the newly allocated farms which results in the overgrazing of land.	Farmers who are beneficiaries of land reform need training on sustainable resource management and other agricultural skills. Lack of youth involvement in agricultural activities should be addressed through the provision of bursaries and exposure to successful agri-business initiatives. .
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	There were concerns that resources available to support this group were still inadequate in relation to their needs. It was reported that they had inherited run-down farms (there had been a tendency by farm owners to neglect their farms once they have been identified for land reform). They needed a lot of infrastructure like irrigation schemes to support their farming. They lacked farming skills and need a lot of training and guidance on land use; e.g. they preferred producing traditional crops such as maize without consideration of land suitability. They are currently producing for own consumption and cannot supply the market. The need for post settlement support in the form of funding, training and mentoring cannot be overemphasized.	
CRDP Case Study: Ratlou (ward 1), North West	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	No land reform beneficiaries were identified at this site. There is, however, no evidence to suggest that availability of land is a constraint on the different livelihood projects as people are able to acquire land from the chief. With time, the traditional land tenure system may nevertheless need to be reformed to allow people to full title to the land. They would then be able to gain access to finance to enable them to develop their businesses. The two representatives of the chief suggested that the community has outstanding land restitution claims submitted in 1998. Of the 98 claims they say they submitted, only 3 have been processed. Although none of the other respondents made mention of this issue it is necessary that it should be followed up	

Source of data	Sub-Goal	Findings	Findings
CRDP Case Study: Mhlontlo (ward 2,13), Eastern Cape	Is the CRDP Effectively Implementing Land and Agrarian Reform and Delivering Comprehensive Post-Settlement Support?	Land tenure or ownership is still controlled by the chiefs. Investors as a result don't want to be caught up in the internal fights of chiefs and villagers and they decide not to invest in the villages. Clear ownership is needed and is still a barrier to useful development. There has been a reverse to the subsistence type of farming. A general cry is that even if one gets the land there are no improved farming methods and skills that are sustainable that will last them a lifetime. Capacity building and empowerment is done by government but not enough to turn them into commercial famers. Even more so there is no market to sell the little produce, except amongst them. Even this creates problems because they have to keep on borrowing and indebtedness is perpetuated.	If there is clear ownership land can be used as collateral to borrow money when and if the need arises. Agrarian transformation is at a slow pace but has to vigorously attempt to solve challenges of rural assets in relevant cases, strengthening tenure security and speedy processing of outstanding restitution claims. Title deeds are a process that needs to be slowly introduced.
CRDP Case Study: Diyatalawa and Makgolokweng (ward 1 &4), Free State		The area is presided through Communal Property Association. On the question, Are land reform beneficiaries benefiting from the CRDP? The answer was no, both at Makgolokweng and Diyatalawa.	The CPA must allow cooperatives to have their own banking accounts, rather than being the sole custodian of all monetary matters of financial matters of what accrues from cooperatives.
CRDP Case Study: Jacobsdale, (Ward 2) Free State		There is a need for land, for aspirant farmers and small scale farmers to operate. There are no land beneficiaries in the area; government has to make funding mechanism to allow people for people to access land.	
Key Informant Interviews		Yes I believe we are reaching land reform beneficiaries but there are serious budget constraints. Too much of a piece meal approach. There is not much land in the CRDP sites to buy… we can't buy land from blacks. All CPAs must have a constitution which is why we have them. It's all about educating the traditional leadership. Educate them that they are the custodians. Yes there are problems but hopefully the new policy on communal land can address this. If you look at all of the LRAD properties they are the reason why we have Recap because most of them almost went under. If the state provides a long term lease as a land lord you always manage and take care of your assets. It's not a bad thing to have a lease when you have a title deed you have to fend for yourself. At least the state kills that burden. We assist private farms through the land bank. Using land as collateral the bank can take your land which is the danger. Restitution used to do own post-settlement support. RID doesn't do the work themselves they appoint people so they play project	

Source of data	Sub-Goal	Findings	Findings
		management role. Serious capacity issues for land reform. We had people who were in restitution branch but less than 100 transferred and they weren't adequately skilled. I lack people with skills in my department our best bet is to get involved with other organisations e.g. agrisa. We are stretched between restitution, old LRAD and Recap farms… we need more people who are specialised but we need stronger partnerships with specialised organisations. With all of these land reform related programmes the jurisdiction is not clear e.g. is building houses on the land reform farm the responsibility of Recap or RID. I get requests to build infrastructure all the time on land that we shouldn't be investing in since our mandate was only for state-owned land so it seems there is confusion over whose responsibility it is. Should Rid do all of the building or Recap if RID must then we need more money. There needs to be a focus only on state land I think. There was originally a clear policy: if land reform buys land (land privately owned) they must do the work through RECAP. And Rid must work on state-land however RID is getting requests all the time from restitution programme and land reform programme. RID's opinion is that they should focus on basic infrastructure before other projects because there is still such a huge need for it but the land reform mandate is blurring boundaries between RID and other programmes. Land reform has made their responsibility massive. Government doesn't transfer to beneficiaries any longer they buy land and lease it on long term lease but if my mandate is to do all infrastructure development on land reform then Recap should be closed. There is so much work in restitution in terms of development e.g. District 6 which is a massive project on its own. The expectation is too large on RID. The restitution programme should take the responsibility and employ a separate project management unit for this. The existence of several institutions- CPAs, restitution committees and COS- to manage land reform is hampering joint decision making on land use and stream-lined processes. DRDLR's CRDP approval and implementation processes are not adequately aligned with DAFF's CASP processes. The objective is to say who do you buy land for do you assist to identify smallholder farmers and assist them to graduate to commercial farming.	

Source of data	Sub-Goal	Findings	Findings
		Developing small holder farmers you can't develop them in the rural areas you need to take them and put them on the farms. DRDLR budget has stayed constant over the years regardless of escalating prices of land. The office of the valuer general will help us to buy land at lower prices. There is no proper relationship between DAFF with DRDLR. DRDLR does not consult DAFF before it buys land. Whenever DRDLR buys land it should consult agriculture. There are no clear criteria which informs DRDLR re how they decide what land to purchase- they just go out and buy land. Purchase decisions are not informed by any production criteria or potential. There is land which is purchase which is useless, where farmers will never be able to make any money. It is just bought to give people a place to stay or accommodation. e.g. in Caledon land is too small for small holders less 150 HA.	
Desk-top Literature Review		Mayende argues that additional land should be bought from commercial farmers for allocation to rural people in need of land. He suggested the need for a resettlement programme where rural people will have to relocate and stay on their new farms in the former white commercial areas. It is this approach that he thinks will create employment for a large number of rural households. In addition, the resettlement programme that is supported by subdivision of land and its allocation to individual households is viewed as creating a "genuine integration of the 'white' and 'black' rural populations and contribute towards breaking the seams that presently divide the country's rural landscape into the binary opposites of rural areas for Africans that are poor and marginalised and those for whites that are prosperous and well-serviced". In the 2009/2010 financial year 25 percent or R500 million of the land reform budget was set aside for rural development. As a result, this reduced the annual target of hectares to 776 333 hectares or less 138 417 hectares than the original baseline target of 914 570 hectares. This shows that the budgetary constraints that affected the land reform programme since 1994 are still continuing	

Are the CRDP institutional goals being met?

Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities?

Source of data	Sub-Goal	Findings	Recommendations
CRDP Case Study: Devon, Lesedi (ward 13), Gauteng	Clarity, appropriateness, and Implementation of Provincial Roles	They were of the view that even though the Provincial sphere is held responsible for implementation of CRDP at the site, the National office should as they are the architects of CRDP. They also were of the opinion that the local municipality should be responsible for maintenance as opposed to the provincial sphere.	
	Clarity, appropriateness, and Implementation of Local Roles	Assigning poverty reduction responsibility to the local governments and putting leaders of the provincial and autonomous region governments in charge of poverty reduction activities.	CRDP should align planning cycles to projects cycle.
	Clear coordination of **different spheres** aligned around the goals of rural development	There is need to align CRDP plans with the municipality, national and provincial plans. Due to lack of budget, the municipality is unable to prioritise some of the activities.	
CRDP Case Study: Sokhulumi, City of Tshwane Metropolitan Municipality (ward 105), Gauteng	Clarity, appropriateness, and Implementation of Local Roles	The council of stakeholder's needs resources and their mandate clarified as they are not able to hold meetings and consult with community members due to lack of resources and lack of understanding of their role.	
	Clear coordination of **different spheres** aligned around the goals of rural development	While the Provincial sphere is held with the responsibility of maintenance, the local government should actually be held responsible hence lack of commitment from the local municipality.	
CRDP Case Study: Dysselsdorp, Oudtshoorn (ward 10, 12), Western Cape	Clear coordination of different departments aligned around the goals of rural development		Identification of short, medium and long-term projects: Planning over a three-year period should include short, medium and long-term projects which to prevent a loss in momentum of the roll-out of the programme
CRDP Case Study: Bella Vista and Nduli, Witzenberg (wards 1 & 6), Western Cape	Clarity, appropriateness, and Implementation of Provincial Roles		
	Clear coordination of **different spheres** aligned around the goals of rural development	The coordination of the efforts of various spheres of the state to effect rural development is in place however, the structure of delivery relationships needs further refinement. The implementation of the CRDP requires a sizable human capacity outfit and relationships should be strengthened and where necessary, formalised	The mandates of different institutional stakeholders at all spheres and levels should be revised and properly aligned and should clearly set out how the individual departments and state institutions should accord their functions.
CRDP Case Study: Muyexe, Greater Giyani (ward 18),	Clarity, appropriateness, and Implementation of Provincial Roles		The Office of the Premier should take a hands-on approach to coordination to ensure that various departments integrate

Source of data	Sub-Goal	Findings	Recommendations
Limpopo			around the implementation of the CRDP objectives. It should have an appointed officer who get updates and assist the inter-stakeholder structure to ensure commitment from the various departments involved. There should a provincial inter-stakeholder agency that focuses on monitoring and evaluation of the projects implemented. Various departments involved in projects on the site should be represented and should contribute to the budget of the agency. Its task will be to ensure that plans are properly implemented and monitored.
	Clarity, appropriateness, and Implementation of Local Roles	**T**here are no structures at the local municipality and district municipality that handle rural development issues. As a result, the local government's involvement in the implementation and maintenance of the CRDP projects is limited. This is creating a vacuum at the local level with regards to the monitoring of the projects being implemented.	There should be a rural development structure at district level to fill the vacuum that currently exists. It should have a budget and personnel to make sure it is effective.
	Clear coordination of different departments aligned around the goals of rural development		
	Clear coordination of **different spheres** aligned around the goals of rural development		
CRDP Case Study: Makhado (ward 8), Limpopo	Clear coordination of **different spheres** aligned around the goals of rural development	There is a silo effect among the spheres of government.	Develop MOUs/SLAs between COS, Traditional Leaders, Municipality, Provincial and National governments
CRDP Case Study: Riemvasmaak, Kai ! Garib (ward 1), Northern Cape	Clarity, appropriateness, and Implementation of Provincial Roles	A limited Monitoring and Evaluation (M&E) programme is in place	
	Clarity, appropriateness, and Implementation of Local Roles	It was evident that the CoS does not have regular meetings, has no infrastructure, and that there appears to have been a sidestepping of the need for a functioning CoS. Only the Riemvasmaak Development Trust (as the land-owner) has status as a member of the technical committee which is comprised mainly of the three spheres of government.	
	Clear coordination of different		

Source of data	Sub-Goal	Findings	Recommendations
	departments aligned around the goals of rural development		
	Clear coordination of **different spheres** aligned around the goals of rural development	The CRDP institutional arrangement is driven at this stage by the MEC for Agriculture, Land Reform and Rural Development. This gives the programme political prominence in the province, and ensures that there is alignment between the province and local government	The terms of reference for the institutional arrangements at all levels should be re-stated, refined, and sensitively managed to ensure the smooth flow of information, proper consultation with community level structures, and intra-governmental coordination and budget alignment.
CRDP Case Study: Joe Morolong (ward 1, 2), Northern Cape	Clarity, appropriateness, and Implementation of Provincial Roles	Department of economic affairs has nothing off the ground Department of Agriculture has been the major effective institutional role player effecting project implementation.	
	Involvement of NGO and Private sector	Lack of funding and private sector and NGOs investments. There is poor road linkage between the site's rural villages and nearby urban towns. This has not encouraged any local economic investments there by even NGOs and other development organisations.	
	Clear coordination of **different spheres** aligned around the goals of rural development	Lack of coordination among the various spheres of government as to their responsibilities, suggesting that some may not be clear about their responsibilities Though institutions are clear about their roles there is lack of effective communication between them. There is Lack of commitment by various institutions. Some Institutional structures established to implement CRDP are not strong and effective.	Recommended that effective coordination of all sectors and spheres in charge of CRDP should urgently be undertaken led by DRDLR.

Source of data	Sub-Goal	Findings	Recommendations
CRDP Case Study: Mkhondo (ward 2), Mpumalanga	Clarity, appropriateness, and Implementation of Local Roles	It has been reported that CRDP is viewed as an "after thought" within the municipality and is considered by senior officials as "an audited function." There is a feeling that CRDP duties are an "add on" to the already existing duties of the employees hence they are not prioritized. Some CRDP projects that have been implemented in Donkerhoek have not been compliant to the CRDP principles. Frustrations are created due to inadequate communication flow between community members and the structures driving the CRDP. Most respondents did not know how to communicate their concerns regarding the CRDP. They, including ward committee members did not know about what the Council of Stakeholders (COS) is, and its roles and responsibilities. It has been pointed out that the CRDP is viewed as an "add on" and an "after thought" by some municipal officials. This view indicates that the CRDP is not well incorporated into the key performance areas of government employees. Local community members have not interacted with any CRDP structures beyond the ward committee which includes the ward councillor and some local community members. There is reported lack of regular attendance by some departments to COS. Such lack of commitment is evident in poor attendance of the Council of Stakeholders meetings; the tendency to send uninformed junior staff to such meetings and the lack of follow up on decisions taken. There is also no system for enforcing adherence to the CRDP principles and procedures.	The COS should be granted powers to enforce the implementation of the CRDP. Members of the COS should be at a senior managerial level with enough authority to take decisions, and enforce CRDP implementation across departments. There should be a dedicated manager for CRDP in each of the participating departments and the municipality. Members should be workshopped on their roles and responsibilities CRDP indicators should be incorporated into the key performance areas of staff working on related initiatives. Such performance should be weighted high in the rating scale so that it is given the importance it deserves. A system for rewarding good performance should be designed to encourage compliance with CRDP principles and procedures.
	Clear coordination of different departments aligned around the goals of rural development		Most stakeholders interviewed requested the appointment of permanent CRDP process custodians within all departments and the municipality. Such CRDP employees should be appointed at a senior managerial level, with enough authority to make decisions and sanction non-compliance to CRDP where necessary. The office should have its own CRDP dedicated human resource, who will promote community participation and fast-track service delivery. The integrated service delivery approach is to be encouraged in order to prioritize the budget for CRDP projects. The planning

Source of data	Sub-Goal	Findings	Recommendations
			period for government departments and the local government need to be aligned so as to ensure a seamless process of CRDP prioritization.
	Clear coordination of **different spheres** aligned around the goals of rural development		The differences in financial year ends between government departments and municipalities should be reviewed and adjusted accordingly. The approach will ensure that projects prioritised by the municipality are also integrated into the provincial plans and budgets.
CRDP Case Study: Pixley ka Seme (ward 6), Mpumalanga	Clarity, appropriateness, and Implementation of Local Roles	Some members of the COS also expressed confusion regarding the roles and responsibilities of the structure (COS). This lack of information flow between the CRDP structures and community members is disempowering. However, the COS does not have powers to enforce adherence to the CRDP requirements. Members watch helplessly, as the violation of CRDP principles by government entities and other service providers continues. This tendency was confirmed by researchers during the data collection process when the turnout was so bad that there was a threat of not having a quorum. (Data was collected from members of the COS when they were scheduled to hold their bi-weekly meeting) Some representatives from government departments stated that they were attending for the first time and they did not know much about the CRDP.	Each department and municipality should appoint its own manager for CRDP whose responsibility will be to oversee the implementation of CRDP activities in his/her Department. The CRDP manager ought to also liaise with all other structures and stakeholders involved in the CRDP activities. It should be mandatory for the CRDP manager to attend the Council of Stakeholders meetings, reporting on progress made by his/her department. Each site should have a full time project manager appointed by the DRDLR and a member of the COS whose main responsibility would be to liaise between the community and service delivery entities. The project manager can play a role in mobilising the community to participate actively. The COS should be granted some powers to enforce compliance with the principles and procedures for implementing the CRDP by the various participating entities .e.g. overseeing adherence to CRDP principles by various Departments and contractors during infrastructural projects that are supposed to promote job creation.
	Clear coordination of different departments aligned around the goals of rural	Government Departments were not working in an integrated manner. Roles and responsibilities were not understood by the various participants.	Adherence to the CRDP should form part of the performance indicators of each participating entities and there should be

Source of data	Sub-Goal	Findings	Recommendations
	development		rewards for compliance.
CRDP Case Study: Moses Kotane (ward 5, 29), North West	Clarity, appropriateness, and Implementation of Local Roles	It was also felt that the main structure- the Council of Stake holders is too weak to compel the participating Departments to act and account for their activities and as such it needs to be given more teeth to compel compliance. At the local level, there is confusion about which Agency or Department is responsible for which activities in the CRDP basket of services.	To overcome the challenge of alignment a lead agency the COS should be given more authority or alternately, a lead agency should be created to drive the process of rural development at the district and local level.
CRDP Case Study: Ratlou (ward 1), North West	Clear coordination of different departments aligned around the goals of rural development	The effectiveness of the coordination of the CRDP is being negatively affected by the apparent lack of cooperation between the two halves of the department. As it is the agricultural half of the department appears to be shouldering most of the responsibility for the coordination of the programme. One would have expected the Rural Development half of the department to play the leading role given the mandate of the national Department of Rural Development and Land Reform in relation to the CRDP.	
	Clear coordination of **different spheres** aligned around the goals of rural development	Lack of cooperation between governments departments also make it difficult for the beneficiaries to be given sufficient training. Where the gardens were sponsored by a non-agricultural department, there don't seem to be any arrangements for the department with the necessary skills to provide the training and support. However, within the CRDP, coordination of the different activities and departments does not seem to be pursued diligently. The different departments are not working in a coordinated manner. At the beginning of each financial year a "basket of services" is put together consisting of projects from the different departments and this is intended to form the basis for the CRDP operations. Nevertheless, departments do not always fulfil their commitments in terms of financing the CRDP projects they put into the basket and this could lead to the failure of the CRDP	
CRDP Case Study: Jaconsdale (ward 2), Free State	Clear coordination of **different spheres** aligned around the goals of rural development	Institutional arrangements that are in place to support the CRDP, are not clear nor are they enough to support CRDP implementation as clarity of roles between provincial and local and that of COS are not clearly defined. I was told this has caused tension between local councillor and the provincial government officials, who do not follow proper channels when visiting and talking to CRDP beneficiaries.	

Source of data	Sub-Goal	Findings	Recommendations
CRDP Case Study: Mhlonthlo (ward 2,13)	Clear coordination of different departments aligned around the goals of rural development	The issue of Intergovernmental Relations (IGR): The different government departments do not pull together to adhere to IGR policy. It's only there on paper and is not implemented, hence service delivery is at a painstakingly slow pace. Like everything else policies are only good on paper but do not translate to reality because reality is different from the documents that pile shelves.	
	Clear coordination of **different spheres** aligned around the goals of rural development		All spheres of government should have a dedicated employee to oversee the CRDP so that they are held accountable and evaluated on the progress of the CRDP.
CRDP Case Study: Ingquza Hill (ward 1)	Clear coordination of **different spheres** aligned around the goals of rural development	Findings reveal that there is no collective effort on the part of all spheres of government.	
CRDP Institutional Survey Results	Clarity, appropriateness, and Implementation of **National Roles**	In general it is required that the provinces and their substructures better understand what the CRDP is trying to achieve and that the DRDLR is not only a funder but is also coordinator that is trying to facilitate better coordination in the areas of intervention. At a national level the challenge for the DRDLR is the broad scope of rural development and land reform which is in danger of making the process unmanageable in the long term. Poor integration of services between Department of Agriculture and Rural Development Alignment at national level between DRDLR and DAFF especially in planning for the MTSF, indicator and target determination should guide rollout at provincial level. This should facilitate improved and focused resource allocation and service delivery in the nodes	The presidency office needs to instruct all departments to plan for rural development and promote integration in implementation of such programmes and budget on the ground and reporting done in cabinet/exco etc. Provide adequate ring-fenced budget for projects. Consult local before thumb sucking on targets. Coordination with Municipalities especially on infrastructure development needs to be prioritised.
	Clarity, appropriateness, and Implementation of **Provincial Roles**	Provincial Rural Development model is different so not all structures referred to exists due to efficiency measures. Need rural development specific budgets at provincial level, especially at GDARD that coordinates CRDP activities provincially but does not have funds to hire staff. As long as rural development remains an unfunded mandate at provincial level, especially at institutions such as GDARD that coordinate it, it is going to be difficult to make quick and significant rural development impact. Currently most staff in the GDARD Rural Development Branch have been seconded as there is no budget to hire almost close to 10 positions that should be filled in order to effectively coordinate rural development in Gauteng.	Provincial government be a coordinator/monitor
	Clarity, appropriateness, and Implementation of **Local**	Attend meetings only once, and send junior officials who can't take major decisions.	Local government must establish rural desks, as they have established local

Source of data	Sub-Goal	Findings	Recommendations
	Roles	At a national level capacity is lacking Does not exist. They should coordinate and allocate warm bodies to be part of the Technical committees on site Send senior official on technical committee meeting who will commit. Their role must be visible to the community or its members. The committee does not report back to the local structures Commitment from all departments and Institutions. Need to attend meeting and stop sending different officials on meeting Visibility on the ground is recommended Lack of participation by National Departments No structural weakness but the only problem is poor participation. Inconsistency in attendance and poor participation of sector departments in the CRDP Site Technical Committee which is held on monthly basis. Lack of commitment from Provincial Departments. Delays in decision making. Decision makers don't attend only their subordinate with little information. Changing of participants every meeting programs not aligned to the CRDP and budget is a problem Level of understanding of TOR requires a workshop Reports are not accurate thus defusing the commitments and plans of other sector departments consistency in reporting and attending and implementing projects visibility and support to CRDP sites as opposed to when oversight and public gatherings occur Important that all rural development partners attend monthly CRDP Site Technical Committee meetings as a way of promoting integrated rural development. Training and workshop on CRDP implementation policy, procurement policy and strategy must be done on quarterly basis for all the implementing agents especially DPWRT as they implement infrastructural projects.	economic development desks in the past, and all projects of rural nature should be faulted through these desks in order to ensure alignment principles of the CRDP, and secondly so that funding requests can be filtered by the premiers office and then passed on to the national sector departments who in turn will ensure that projects identified by local municipalities assessed by the provincial government find their way into the funding cycles of national government (the sector departments) National must provide the operational costs of CoS on CRDP's site to operate fulltime based.
	Clarity, appropriateness, and Implementation of **nongovernmental roles**		There is need to use the media as a vehicle to promote rural areas as important investment destinations
	Clear coordination of **different spheres** aligned around the goals of rural development	Until all three spheres of government that is national provincial and local have a common understanding of the conference of rural development programme the effective rollout of the CRDP will always remain challenging Many of the provinces ran parallel rural development programmes without taking into account the national conference of rural	

Source of data	Sub-Goal	Findings	Recommendations
		development programme. Some provinces like Mpumalanga even adopt the conference of rural development programme but do not acknowledge the National Department of rural development and land reforms role in designing this program. A clear policy is developed detailing each institutions roles and responsibilities. Currently there is very little co-ordination; mutual support/and or participation from other government departments and municipalities. When projects are implemented, there is need to adhere to the basic bottom- up approach. Beneficiary preferences are easier adhered to when the project is developed from the beneficiary, to local/ward officers, local municipalities, districts, provinces then finally to National offices. Imposing projects in a reversal of this proposal usually leads to rejection of the project by farmers and associated problems of theft and vandalism. All spheres should have a budget for the implementation of CRDP site projects Bigger projects should be aligned with the IDP programme of the municipalities so that the municipalities are the ones who will consider local content for such projects since at present there is a confusion of who actually is involved with the programme between the National, Provincial and local municipalities	
Desk-top Literature Review	Clarity, appropriateness, and Implementation of National Roles	Ruth Hall (2009:2) has argued that "separating responsibility for agriculture and land reform into separate ministries is a surprising move, apparently at odds with the ANC's manifesto promise to ensure a much stronger link between land and agrarian reform programmes". Therefore some analysts expected agriculture to be more integrated with land reform to avoid the failure to support land beneficiaries with aftercare. However, Hall further argued that even when the two sister departments used to have one Minister, they failed to coordinate their mandates to improve support for the beneficiaries. In addition, she argued that the separation of agriculture from rural development and land reform will reproduce the dualism that has created the so-called first and second economies. Her worry is that the Department of Agriculture, Forestry and Fisheries (DAFF) will focus on the commercial agricultural sectors, whilst the DRDLR will be saddled with addressing rural poverty without reshaping these key sectors (p. 4). Thus the CRDP locates rural development as a problem of the 'second economy' and therefore the former homelands. The effect appears to be perpetuating the dualism of rural development for the second economy and agricultural development for the first economy	

Source of data	Sub-Goal	Findings	Recommendations
		(Hall, 2010). In other words, Hall is arguing that limiting the DRDLR's ability to transform the commercial agricultural sector results in the continuation of the same commercial model of agriculture that has historically reduced jobs and led to evictions of farm workers from the farms (see Marcus, 1989; Atkinson, 2007). Accordingly, this means that efforts should be made to integrate agriculture and land reform more. This would ensure that land beneficiaries are supported to produce, not only for their consumption, but also for the markets, thereby raising household income.	
	Clarity, appropriateness, and Implementation of Local Roles	Ruhiiga (2013:172) has argued that the local municipalities and district municipalities, which are required by law to engage communities in designing the integrated development plans and in allocating budgets are not being afforded enough space to play a central role in the programme.	
	Clarity, appropriateness, and Implementation of **nongovernmental roles**		China introduced tax reduction policies (a refund) for newly established enterprises in revolutionary base areas, minority regions, border areas, and other poor localities. Encourage international and nongovernmental organizations to contribute to poverty reduction
	Clear coordination of different departments aligned around the goals of rural development		stakeholders should plan and budget together through the inter-departmental task team
	Clear coordination of **different spheres** aligned around the goals of rural development	Mayende (2010) criticized the CRDP for its failure to define and explain the proper roles of local government, provincial government and Traditional Councils and non-governmental organizations. He stated that these are just simply mentioned without any analysis or explanation of their roles in agrarian transformation. Another challenge identified in the CRDP is that there is confusion around roles and responsibilities at the national and provincial levels on issues such as the allocation of budgets (Mayende, 2010:63). This is said to affect the implementation of programmes and projects in the identified sites The Intergovernmental Framework Act of 2005 was promulgated to provide a "framework for the national government, provincial governments and local governments, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation…" (RSA, 2005). On the same note, the Midterm Review of the Department of Rural	

Source of data	Sub-Goal	Findings	Recommendations
		Development and Land Reform indicated that the implementation of the CRDP is being affected by the challenge of co-ordination across the three spheres of government. It was stated that this is exacerbated by the fact that the "capacity of the State and the traditional framework of government's work still encourages a silo approach" (DRDLR, 2012). "inter-departmental work must be translated into individual departmental budgets" For the CRDP, the implication is that before its implementation at the community level begins, the various stakeholders must mobilize resources together towards a common CRDP budget. After identification of projects that fall in the mandates of particular departments or spheres, the stakeholders should plan and budget together through the inter-departmental task team. When the implementation starts, all the various stakeholders involved are supposed to have contributed to the common CRDP budget and agreements should be signed between the DRDLR as the coordinating department and its sister departments to make sure that the allocated budget is not diverted to other uses. Such collaborative work should not be in the area of planning and budgeting alone, but also in areas such as coordination, monitoring and evaluation.	
Key Informant Interviews	Clarity, appropriateness, and Implementation of National Roles	Too much centralisation in terms of decision making, with too much happening in Pretoria and not enough in the provinces. Rural development is about other departments and their contribution to rural economies but at the present moment it seems to be about DRDLR and them giving direction sometimes on things which are not the DRDLR mandate. Have just created a new structure consisting of executives from both DAFF and DRDLR to start talking. We discuss issues of strategy at DDG and DG level. The structure does not have a name yet – it's like a Departmental Executive meeting. It is supposed to meet on a regular basis. We also have the Integrated Food and Nutrition Security Programme structure where we meet Provinces about food security. Discuss planning for country…operational issues come from Provinces…Discuss what programmes provinces implement and how much they need etc. Implementation Forum for the Outcome 7 also meets We have no formalised agreements like implementation protocols. Even if they exist no one adheres to them, So we realised that the only way to coordinate is that we have to change funding mechanisms for people to abide by in the form of conditional grants. For concurrent functions	The white paper on rural development to provide a legal instrument for each department to provide a rural development plan. Otherwise we will continue to be held hostage. I have voiced these suggestions however it is not possible. Without authority we don't have any obligatory mechanism to mobilise the departments. Then we have to construct the roads and bridges our selves because we can't mobilise public works etc.

Source of data	Sub-Goal	Findings	Recommendations
		provinces spend how they want, but now we are saying 70% of the grant must go to food security programme so we're looking at design of funding for the food security programme Two departments have different ways of looking at things. DRDLR wanted to do things which are just not possible from an agriculture perspective.	
	Clarity, appropriateness, and Implementation of Provincial Roles	DRDLR struggled to get by-in with MEC and premiers. The MinMEC meetings are helpful. We don't have an authoritative instrument… my DG doesn't have the authority to bring people to meetings. Role of the political champions has not been strong enough. We are meant to be the co-ordinator but we don't have the authority maybe if it came from the presidency… we don't have authority. Perhaps we should get those in the presidency DPME to participate. In the clusters for MINMECS the minister of agri hardly attends… the poor attendance from the MECs but my minister cannot do anything about it. Which is a huge systematic weakness	If I had to redesign I would redesign the service delivery of the minister, premiers and MECs to force them to work together, plan together etc. We need the premiers support and 11 MECs support.
	Clarity, appropriateness, and Implementation of **nongovernmental roles**	Private sector not playing their role. We have been getting so many consultants, but not investors. We are making a call for proposals for co-investment, we will be flexible e.g. market rural products for three years under your label but afterwards we should be able to market our own brand. Businesses don't want us stealing their markets.	
	Clear coordination of different departments aligned around the goals of rural development	We (DRDLR) are trying to share with DAFF so we don't duplicate but there is definitely some duplication	
	Clear coordination of **different spheres** aligned around the goals of rural development	There is a fundamental problem with coordination which is the strong regulatory instrument. The focal point in the success of the CRDP on the ground is the non-availability ward by ward of government departments. This is the fundamental problem CRDP is not meant to work in Pretoria or in provincial offices… it is meant to be in the village but participatory democracy is not being understood on the ground. The communication between national DRDLR and PSSC is there but the implementation is a problem we have delivery forums bi-weekly but the issue is whether they coordinate other departments in the province. We do speak to them where serious decisions are made. Lacking is the framework of linking all the spheres to work together to achieve the success of our programme as a whole. In Dysselsdorp we have encountered political challenges in that the mayor and the COS don't see eye to eye… there is permanent conflict between the two. The Mayor of Oudtshoorn is not an easy person to work with and has said to RID that they can't just visit Dysselsdorp but	Although the CRDP already has a cluster approach established, all spheres need to jointly partake in planning sessions for the CRDP where we identify priorities and budget together. Bring together all government established development Agencies and re organise their institutionalisation for CRDP under the authority of the Presidency Nationally and the Office of The Premier (OTP) Provincially.

Source of data	Sub-Goal	Findings	Recommendations
		must go through her office first. This seriously slows down implementation.	