Rural development in South Africa

Meeting the challenge
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What is rural development?

- “Rural Development is a strategy to enable a specific group of people, poor rural women and men, to gain for themselves and their children more of what they want and need.” Chambers (1983)
- “A process leading to sustainable improvement in the quality of life of rural people, especially the poor”. Singh (1999)
- “Sustainable Rural Development can make a powerful contribution to four critical goals of poverty reduction, wider shared growth, household, national, and global food security and sustainable natural resource management.” (World Bank, 1997).
- “Sustainable, equitable and vibrant rural communities”(CRDP, 2009)
What is rural?

- No accepted legal definition of rural
  - In Western Cape using the measure of less than 150 persons per sq km
- Some confusion about scope and focus of CRDP
  - Former Bantustans – Act 9 Areas
  - Farmworkers on commercial farms
  - Land reform projects
  - Rehabilitation of small rural towns
An emerging priority

- The Comprehensive Rural Development Programme (CRDP) is strategic priority number 3 within the government’s current Medium Term Strategic Framework.
- CRDP aims to eliminate rural poverty and food insecurity by maximizing the use and management of natural resources to create vibrant, equitable and sustainable rural communities.
Government’s medium term strategic framework

- A comprehensive rural development strategy linked to land and agrarian reform and food security involving:
  - Aggressive implementation of land reform policies
  - Stimulation of agricultural production
  - Diversification of rural livelihoods and enhanced household food security
  - Improved service delivery and rural infrastructure to ensure quality of life
  - A development programme for rural transport
  - Skills development
  - Revitalisation of rural towns
  - Support for non-farm economic activities
  - Institutional capacity development
  - Cooperative development
CRDP

- A three-pronged strategy based on:
  - a coordinated and integrated broad-based agrarian transformation
  - strategically increasing rural development
  - an improved land reform programme.

- Two year initial piloting process in selected sites to identify lessons and develop approaches and institutional arrangements in different settings
  - Pilots in each province

- Scaling up and out
The challenge of co-ordination

- Primary focus of CRDP to coordinate government interventions across all sectors and agencies.
  - Caution: ISRDP tried this and failed
- CRDP requires a coordinated strategy to meet the diverse needs of the communities and properly harness limited government capacity and budget
  - CRDP takes place in difficult economic context
  - Falling government revenues
  - Low levels of municipal capacity
- Participation vital of
  - various departments across the different spheres of government,
  - non–governmental organizations,
  - private sector
  - research institutions and communities.
Managing complexity and diverse actors

A single land reform project like Schmidtsdrift can involve a wide range of development activities at different scales. Provision of effective development support by various actors – the municipality, provincial and national departments and private sector partners rests on a shared base of information and a process to enable strategic collaboration and management.
The status quo: Institutional fragmentation – scattered data

Multiple actors with different mandates and agendas often working in isolation from one another.

Files, submissions, reports and plans in various locations – a mix of dated and current information.
Developing a shared information base

- Key to the **coordination** of development support is the rollout of a managed land and rural development information system
- Formation of area based teams combining a mix of skills
- Agreed champion, roles, consensus plan, responsibilities and shared performance management framework
- Structured information sharing and improved collaboration ensures that key role players can access real time information
A common planning and implementation framework

- Currently Area based plans are meant to identify and integrate land reform needs and priorities in IDPs.
- Need to broaden focus to address rural development priorities.
- Enable realistic joint programming and budgeting:
  - Determine basket of services and how to best provide these within existing resource constraints.
  - Human and financial.
Project scale front end services

Social
The profile of the participants – age and gender, skills, relative poverty, social cohesion, etc. Data on current livelihoods, assets, capabilities, health, education, vulnerability and risk.

Ensuring social services – access to health services, schools, social grants and information.

Institutional
Clarification of membership.
Allocation of rights to ensure equitable access to land and resources.
Entry, exit and inheritance procedures.
Building of functional land-holding and land rights management institutions.
Building local capacity to engage with external actors – government and non-government.
Development of local associations.

Natural and built environment
Environmental, land capability and sustainability assessment. Clarification of water rights and use; management of natural resources – grazing, biodiversity, invasive aliens, heritage, fire, forests, woodlands and minerals.
Identification and management of environmental risk, rights, obligations and liabilities.
Infrastructure and sustainable service provision, human settlement/township establishment – excising township area, surveying of individual erven, water, sanitation, roads, refuse, electricity.

Economic
Household livelihood support, enterprise planning, development and support at different scales – small production units through to large-scale joint ventures.

Capacity development
Development of structures and systems combined with comprehensive and customised skills development.

Provision of business and technical support services – access to finance, financial management and accounting, tax, labour legislation, levies, etc.
District level support services

Social
Planning and monitoring access to social services, pensions, grants, health and education at district scale.
Alignment with HIV/Aids and TB support programmes. Addressing social dimensions as part of land reform sector plan in IDP.
Gender and quality of life assessment.
Conflict management and dispute resolution.

Institutional
Putting in place local and district support entities. Input into provincial planning process.
Aligning relevant role-players - DLA, CRLR, municipality, together with front-line officials from relevant government departments, organised agriculture and commodity organisations for joint planning and support.
Supporting the development of ward-level associations to represent the interests of land reform participants.

Spatial planning and mapping
Spatial planning with respect to proactive land acquisition and GIS mapping of all land reform projects. Sharing of spatial datasets. Building local government GIS capacity.

Natural and built environment
Strategic environmental assessment to identify environmental risk, biodiversity hotspots, stressed catchments associated with existing and planned land reform projects. Identification of environmental opportunities and grants for rehabilitation, LandCare, etc. Environmental management, infrastructural, human settlement and services needs included in land reform sector plan in IDP.

Economic
Market scoping studies to identify local economic opportunities and linkages between projects. Securing market and finance access. Promotion of marketing and supply co-operatives. Locating land reform within municipal IDP, LED and BEE strategies.

Learning, M&E and policy feedback
Building capacity and sharing knowledge between government and non-government actors. Monitoring, evaluation and area-based programme performance assessment and input into policy formation, procedural review and improved legislation.
Back office support functions

Policy, legislation, regulation, grants and services
Creation of an enabling policy and legislative environment, provision of adequate grants and services to meet constitutional obligations.

Business processes, systems and procedures
Development of clear, efficient decentralised business processes based on an efficient operating platform, cutting-edge technology, fine-tuned systems and procedures.

Internal alignment
Breaking down sub-programme silos, integrating PLRO and regional offices of the CRLR.

HRD
Ensuring competent and motivated staff.

Spatial data mapping, deeds and survey
Spatial planning with respect to proactive land acquisition and GIS mapping of all land reform projects. Sharing of spatial datasets in terms of NSIF. Building local government GIS capacity.

Making co-operative governance work
Negotiating and monitoring implementation of IGRFA agreements to position land reform and SIS as provincial and municipal development priorities and agreeing on performance standards for all participating departments.

Agrarian reform support measures
Trade and tariff negotiations, preferential finance, value chain analysis and measures to improve market access. Extension and business support services.

Land rights management support
Support systems in place and incentives ensuring improved performance of land-holding entities.

Shared performance indicators & M&E, improved information for decision support
Combining quantitative and qualitative measures of programme success. Rigorous internal M&E combined with commissioned research to enable programme performance assessment at different scales. Co-learning and knowledge sharing between government and non-government actors.

Communication
An assertive communications campaign targeting key stakeholders; clear, affirming messages; ‘A grade’ website.
Institutional roles

- 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.
- Department of Agriculture, Land Reform and Rural Development Northern Cape champion
- Council of stakeholders
- CRDP technical committee
Critical stakeholders

- Agriculture, Forestry and Fisheries; extension, Land-care, Comprehensive Agricultural Support Programme, etc.
  - Water and Environmental Affairs– domestic and irrigation water; National Action Plan to combat desertification and land degradation and other environmental initiatives
  - Human Settlements– rural housing and sanitation;
  - Department of Transport– Rural transport strategy (e.g. Shova Kalula programme has already contributed bicycles to the Muyexe pilot)
  - Department of Public Works– Expanded Public Works Programme
  - Department of Trade and Industry– Cooperatives Development
  - Home Affairs, Social Development – Identity documents and Social cohesion
  - Communities – Organizations and leadership;
  - Traditional Institutions – strategic support;
  - Municipalities – Integrated Development Plans and strategic institutional support.
  - Relevant Provincial Departments – improved services for rural areas and strategic institutional support
Santana’s dilemma: Building a winning team

- Who is leading the attack?
  - Responsible for making development happen

- Who sets up the play?
  - Capable of setting up attack and reinforcing defense

- Who provides rock solid defence?

Clarifying who does what
What can be done?

Ideas from different sources
Reinvigorate/redesign failed Land reform projects

- Part of the focus of the CRDP is the delivery of an improved package of settlement and implementation support for land reform projects delivered to date as well as those currently being planned.
- This requires a particular skills mix:
  - Social
  - Institutional
  - Economic
  - NRM
- Two priorities must be contained within the CRDP:
  - Return to existing projects to address institutional, design and production – fix dysfunctional projects, resolve conflict, provide support, ensure that there is equity in access within the 3,500 group projects.
  - Address shortcomings in policy and practice in order to prevent repeating the same mistakes; cannot merely continue with the existing approaches; systemic changes.
Second economy strategy

- Key measures identified include:
  - new technologies for water harvesting and low volume irrigation;
  - access to value chains and markets;
  - expanded and improved quality of jobs, living and working conditions in the commercial farming sector;
  - speedy resolution of outstanding land claims;
  - human capital development;
  - provision of basic services in rural areas;
  - carbon trading opportunities;
  - targeted use of the new Community Work programme which prioritises useful work at local level determined by local planning priorities.
Second economy strategy

- The strategy also identifies the need to strengthen association, organisation and co-operation by marginalised economic actors including producers, commodity groups, street traders and consumers.
- This creates opportunities for forms of business association and co-operative development.
Recognising diverse needs

- Land needs of communities are complex and varied – far beyond what is on offer through existing land reform processes
  - Whole farm options and emphasis on commercial enterprises needs to be just one of these;
    - inappropriate and out of reach for many people (too much land, inappropriate business models)
    - Yet flexibility must also allow for access to larger areas in semi-arid regions, where existing options cannot provide enough land
  - Change in plot sizes and land uses and production regimes requires different and appropriate infrastructure, water and other resources – cannot proceed on a ‘farm by farm’ basis – need to plan at a higher level
Vision

Vision must includes these dimensions:

- To create a more mixed farming sector in which broad-based accumulation by smallholders is the main route to ‘development’ (‘missing middle’ is filled through ‘accumulation from below’) and
- To deconcentrate ownership of key productive resources: land, water, capital and to democratise the agro-food system through regulation and incentives.
- To promote a mix of farming systems
- Water rights allocation must be equitable and must be synchronised with land reform
- Revamping, reorientation and shift of paradigm in extension services; not just technical focus on production but also skilled in the land rights and social dimensions
- Rethink the boundaries between disciplines and how a new generation of multiskilled professionals can be grown through team based work
Key interventions

- Infrastructure: a top priority, cannot be defined in abstract, must be geared to support the changing shape of agriculture, and non-farm economic activities (utilise technical capacity in other ministries – even in SANDF)
- Value-adding activities: create opportunities for people to extend beyond primary production (multiplier effect is not limited to primary production)
- Rural non-farm economy: public investments to support related industries that can provide additional rural incomes, including for investment into part-time farming; provision of goods and services to agriculture, and up- and downstream industries must be rooted in local communities (multiplier effect is not limited to agriculture)
- Market access: Public regulation of private sector downstream industries (including storage, processing, manufacturing, retail) to lower barriers to entry (what about infrastructure built with public funds, now privatised?)
- Information & communication: Information about crops, weather patterns, commodity prices – cellphone-based systems for small farmers
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 sting in the tail?
Where will the money come from?

- In the 2009/10 financial year 25% or R500 million of the land reform budget has been set aside for rural development.
- Currently rural development has no dedicated budget.
- Rural development will require ring fenced and aligned national and provincial budgets earmarked for programme interventions and support at District and Local Municipal scales.
Rural development: The art of the possible

- Keys to effective rural development
  - Meaningful involvement of rural people
  - Understanding current livelihoods
  - Understanding vulnerability and risk
  - The acupuncture principle – what intervention will provide best value for money
  - Systems thinking
    - thinking through the intervention logic
    - What will this look like in 20 years time
  - Harnessing energies and creativity of ordinary people, public, private and civil society partners
  - Innovation and learning
  - Systems to improve and manage collaboration