



**rural development  
& land reform**

Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA

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Ref: 2/8/A

Dr Sean Philips

Director-General: Department of Performance Monitoring and Evaluation

Private Bag X 1000

**PRETORIA**

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Dear Dr Phillips

**CRDP Evaluation Management Response and Improvement Plan**

Your letter dated 11 July 2014, regarding the above-mentioned matter, bears reference.

I note progress that has been made regarding the Recapitalisation and Development Programme as well as the Restitution Programme's Implementation Evaluations. I also acknowledge receipt of your request for the Department of Rural Development and Land Reform (DRDLR) to resubmit the CRDP management response and improvement plan, based on the findings of the CRDP Implementation Evaluation.

The CRDP Management response and revised improvement plan are attached.

I would like to thank you and your team for the support and collaboration on the previous evaluations that we have undertaken jointly and look forward to undertaking future evaluations that are included in the National Evaluation Plan.

Kind regards

  
**MR PM SHABANE**

**DIRECTOR GENERAL: RURAL DEVELOPMENT AND LAND REFORM**

DATE: 5/8/2014

# Annex B: IMPROVEMENT PLAN AND QUARTERLY REPORTING TEMPLATE

<b>Title of Evaluation</b>	<b>IMPLEMENTATION EVALUATION OF THE COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME</b>				<b>Date of Publication of Evaluation Report</b>	
<b>Name of lead Department</b>	<b>RURAL DEVELOPMENT AND LAND REFORM</b>				<b>Date of Approval of Improvement Plan</b>	
<b>Contact Person</b>	<b>CLINTON HEIMANN and RIA de VOS</b>				<b>Position</b>	<b>CDS Service Delivery Coordination</b>
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<b>Date of report</b>				
<b>Quarter:</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>mark with an X</b>				

## Improvement Plan for CRDP Implementation Evaluation

- 1) TO STRENGTHEN THE CRDPs INSTITUTIONAL ARRANGEMENTS AND INTEGRATED PLANNING PROCESSES INCLUDING STRENGTHENING LOCAL LEVEL INSTITUTIONS AND THE COUNCIL OF STAKEHOLDERS OPERATING IN EACH SITE.
- 2) TO IMPROVE THE CRDPs ATTAINMENT OF POLICY GOALS AND OBJECTIVES
- 3) TO IMPROVE UP-SCALING THE CRDP AND IMPROVING VFM AND SUSTAINABILITY OF THE PROGRAMME

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TO STRENGTHEN THE CRDPs INSTITUTIONAL ARRANGEMENTS AND INTEGRATED PLANNING PROCESSES INCLUDING STRENGTHENING LOCAL LEVEL INSTITUTIONS AND THE COUNCIL OF STAKEHOLDERS OPERATING IN EACH SITE.								
Improvement Objective 1								
Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
1. Strengthen Inter-Governmental Coordination and Integrated Planning and the Roles of Provincial Government		1.1 National CRDP Review workshop	DRDLR	June 2014	Workshop report	MTSF 2014-2019 Chapter on Rural Development  DRDLR strategic plan and APP and operational plan	Use current DRDLR budget allocation in all programmes	National consultative workshop completed in October 2012 to engage on Rural Economy Transformation framework followed by the establishment of Rural Development National Reference Group (NAREG) and work streams to participate in policy development. These included: <ul style="list-style-type: none"><li>- Rural Financing</li><li>- Institutional Systems</li><li>- Enterprise Development</li><li>- Targeted groups</li><li>- Communal Tenure</li></ul> Subsequent workstream meetings and report back sessions (NAREG) have occurred.
		1.2. Assessment of local IDPs and district municipal plans to ensure alignment of CRDP priorities at the local levels. Priority will be	DRDLR supported by DPME	March 2015	Rural Development Plans for the 27 priority districts	Outcome 7 Delivery Agreement and MTSF 2014-2019		IDPs not in line with CRDP approach and priorities. The report indicated that the CRDP is also not always aligned to the municipal IDPs, and is often perceived as an 'added burden' to the already existing duties of municipal employees. Further,

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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
		vulnerable districts as part of the process of development of rural development plans						<p>has established that the household and community profiling conducted in selected wards does not inform the type of intervention/s, including identification of projects relevant to the needs of targeted communities. Technologies are often identified from outside the community with the hope of securing buy-in from the community, post-implementation. This results in the provision of so called 'white elephant' projects &amp; technologies, standing unutilised by communities.</p> <p>The prevalent use of top down approaches highlighted in the evaluation report is indicative of teething problems when introducing a new approach and a new champion seeking an approach uniquely appropriate to the country. Its application during the pilot phase has provided valuable lessons regarding best practice and failures. These lessons will inform the proposed activity, and adoption of bottom up</p>

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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
								approaches, strengthened through the practical use of profiled data for integrated CRD improvements
		1.4. Propose norms and standards for a Transformed Rural Economy, including definition of a rural space and rural infrastructure	DRDLR supported by DPME	March 2015	Proposal captured as part of the hand over report to new government	<ul style="list-style-type: none"> <li>Hand over report, 2014</li> <li>Outcome 7 Delivery Agreement 2014- 2019</li> </ul>	Available budget	The report indicates a glaring gap in Nomenclature of a transformed rural economy. The department has started with the development of differentiated norms and standards, but work needs to be finalised
	H	1.5 Quarterly implementation forums are held with National departments, Provinces and municipalities where feedback and progress on CRDP is shared.	DRDLR Office of the DG	Quarterly	Minutes of meetings	Cluster Coordination in the office of DG	Use current budget	Quarterly sessions are ongoing. Progress report on implementation of the integrated implementation plan to be incorporated as standard item.
	H	1.6 Implementation Protocol Agreements between DRDLR, the Provinces, Municipalities and National departments to clarify and	Office of the DG (Policy and IGR) supported by DDG: RID DDG: REID	October 2014	Signed Implementation Protocol	OPS PLAN ODG	Use current budget	CRDP management system was adopted at Minmec in July 2011, various delivery agreements aligned to outcome 7 have been signed, with implementation challenges consistent with introduction of an outcomes based approach as a new way of doing business in government



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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/Institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
		strengthen roles, responsibilities and coordination mechanisms						In an effort to strengthen the CRDP management system the department has developed the Virtuous Cycle which will now form the basis of the implementation protocol and will clearly identify roles and responsibilities across spheres of government and will strengthen horizontal coordination to support rural development
2. Development of a Guideline for the development of Rural Development Plans for all CRDP sites aligned to the Virtuous cycle	H	2.1 DRDLR to develop a guideline for the development of Rural Development Plans for all CRDP sites.	DRDLR: DDG: SPLUM Supported by DDG: REID and RID	30 March 2015	RDP guideline developed by DRDLR	MTSF 2014-2019 Chapter on Rural Development  DRDLR strategic plan and APP and operational plan of SPLUM	Use current budget	Plan will be aligned to the DRDLR Virtuous Cycle and Governance model The Plan will include, but is not limited to: a. Spatial Targeting b. Household Profiling reports c. Quantify Community needs (backlogs) and prioritisation d. Communication Plan (includes stakeholder identification) e. Budget alignment f. Implementation plan. g. Operations and Maintenance Plans for all funded infrastructure h. Alternative energy as cost-effective options to meet the needs of rural

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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/insti tution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
3. Strengthening CRDP institutions (COS) at local level (implementation level)	H	3.1 Complete the community mobilization and capacity building policy inclusive of the Council of Stakeholders  3.2. Develop a standard operating procedure manual aligned to the policy clarifying the roles and responsibility of the Council of Stakeholders  3.3 establish Councils of Stakeholders in the remaining CRDP sites, and revive non-functional COS's	DRDLR: DDG RID	31 March 2015	community mobilization and capacity building policy developed	MTSF 2014-2019 Chapter on Rural Development  DRDLR strategic plan and APP and operational plan of RID	Current Budget	Plan will be aligned to the DRDLR Virtuous Cycle and Governance model. The Policy will include but is not limited to the following: a. Clarifying roles and responsibilities and legal status b. Operational funding and support model to be considered including stipend (for participating in the various community based structures), office space requirements. c. Social organization in the community, d. constitution of the COS, including street block representatives, Village Sector Committee Representatives, other interest group representation, and communication e. Guidelines for the participation of vulnerable groups in the CRDP sites should be set and monitored

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								<p>The report noted that Not all CRDP sites have established a COS and some have not met for periods in excess of 6 months. COSS do not have legal power to enforce compliance to the CRDP by the various departments and strategic partners, thus undermining its oversight and monitoring role.</p>



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Improvement Objective 2 TO IMPROVE THE CRDPs ATTAINMENT OF POLICY GOALS AND OBJECTIVES									
Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/ins titution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report	
1. Improve the CRDPs strategy for mobilizing and empowering communities	H	1.1 Communication plan developed linked to the community mobilisation and capacity building policy, including communicating the roles and responsibility of local institutions such as CoSs	DRDLR	September 2014	Communication Plan	MTSF 2014-2019 Chapter on Rural Development	Current budget	No communication plan exists currently	
		1.2 Detailed business process mapping			Process map for community mobilisation	DRDLR strategic plan and APP and operational plan		No processes mapped currently	
		2.1 NARYSEC policy to be reviewed to consider alignment of stipend with EPWP and phased escalation of stipend linked to phases	DRDLR:DD G RID	October 2014	Revised Narysec Policy	MTSF 2014-2019 Chapter on Rural Development	Use current Budget	Planning.	
2. Improve the CRDP's Rural Job Creation Model and support for economic livelihoods	H	2.2 Infrastructure Policy to be finalised with clear guideline pertaining to utilisation	DRDLR: DDG RID	September 2014	Rural Infrastructure Policy	MTSF 2014-2019 Chapter on Rural Development	Use current Budget	Draft completed.	

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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/ins titution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
		of local labour and skills.				DRDLR strategic plan and APP and operational plan of RID		
		2.3 SCM and Legal Services to work with branches to develop a standard contract with compulsory clauses dealing with localisation	DRDLR: CFO	October 2014	New SCM Guidelines	Financial Services Ops Plan	Use current Budget	In process
		2.4 Improve market access in CRDP sites through better alignment with strategies adopted by government eg APAP	DRDLR: DDG: REID	September 2014	Value Chain implementation guidelines developed	MTSF 2014-2019 Chapter on Rural Development	Current Budget	Several agreements with research institutions and commodity sectors (NWGA, ARC, NAMC)
		2.5 Finalise Rural Enterprise and Industry Development Policy which will include a funding framework for value chains	DRDLR:DD G REID	December 2014	Rural Enterprise and Industrial Development Strategy developed.	DRDLR strategic plan and APP and operational plan of REID	Use existing budget	In process

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Improvement Objective 3		TO IMPROVE UP-SCALING THE CRDP AND IMPROVING VFM AND SUSTAINABILITY OF THE PROGRAMME						
Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
1. Improved theory of change for the CRDP model		1.1 Review job creation model as part of the CRDP	DRDLR DG with all Executive Programme Managers	September 2014	Enhanced CRDP and Job Creation Model	Strategic Plan of DRDLR, and Ops plan of DDGs linked to Virtuous Cycle	Use current Budget	Rural Development Framework approved in 2013 inclusive of the CRDP and lessons learnt. CRDP Job Creation model approved as part of CRDP Framework in July 2009. Review to be undertaken of the job creation model.
2. Development of CRDP Procurement Strategy		2.1 Developing a CRDP Procurement Strategy i.e. developing a policy approved by National Treasury on how to utilise localised sourcing.	CFO Supported by All DDGs	31 April 2014	Approved Localised Procurement Policy aligned to CRDP	OPS PLAN CFO	Use current budget	Planning and review of current policies has commenced.
3. Improving VFM in CRDP sites		3.1 Institutionalise Virtuous Cycle 3.2 Strengthen implementation of the CRDP Management system	DRDLR	December 2014	Fully functional CRDP Approval Committee  Fully functional COS; district and provincial structures identified in CRDP system	Ops plan of all DDGs	Use Current Budget	CRDP Management system adopted at Mimnec to ensure that CRDP is institutionalised and all sectors participate in planning, implementation and monitoring. This would ensure more effective use of resources across government and will also provide a platform to mobilise private sector resources. However,

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Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	Person/institution responsible	By when? (Deadline)	Target	Embedded where	Budget available	Current situation/ Progress Report
								this has not been fully implemented and work is underway to attempt to bring further integration to ensure value for money. Internally, CRDP Virtuous Cycle Draft Governance Structure has been developed, and is currently being refined to ensure internal integration.
		3.3 Finalise roll out of EPMO  3.4 Improve Monitoring and evaluation of all programmes	DDG: Corporate Support Services	December 2014	EPMO system live Monitoring and Evaluation for impact	Ops Plan CSS	Use current budget	EPMO process currently underway; all department projects have been captured on system; IT system to be finalised. The EPMO system will ensure that all projects are properly tracked so that timelines are met within budget. Improved monitoring and evaluation of projects to check efficiency; response to needs and alignment to policy objectives.

# Annex 1

**Table 1:**

## Recommendations and Management Response

	RECORD OF AGREEMENT OR DISAGREEMENT
<p>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.</p>	<p><b>Agreement</b></p> <p>The Department has identified a weakness in the institutionalization of the CRDP management system as provided for in the CRDP framework.</p> <p>Over the last few months the department has worked on an internal governance system that is aligned to the CRDP management system to ensure improved integration within and externally. This is encapsulated within the Virtuous Cycle (as attached). The detailed process flows and structures are currently being developed.</p> <p>The CRDP management system made allowance for structures at various levels including community level (COS). The proposal within the new governance framework (VC) proposes a greater focus on planning as the lead component within the department and CRDP.</p> <p>Recommendations are made to strengthen the community level structures and the District and Provincial structures by adding departmental capacity to the municipalities; community and Province. This should allow for better alignment, planning, implementation and governance.</p> <p>The Virtuous cycle is to be fully incorporated into the department by end February 2014</p> <p>An additional initiative to capacitate community governance structures is currently being undertaken through the Local and Community Driven Development Initiative which should further enhance our capacity at community level.</p>
<p>2. Improve the CRDP's Attainment of Policy Goals through the following:</p> <p>2.1. Improve the CRDP's strategy for 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.</p>	<p>Agree with the need for improved mobilization and communication. This has been identified by the department as a challenge and initiatives are being pursued to deal with this.</p> <p>At a policy level, a community mobilization and capacity building strategy would have to be developed inclusive of a defined roles and responsibilities including those of the COS.</p> <p>The principles adopted by the CRDP are that communities are the drivers of their own development and should be integrally involved from planning through to implementation and monitoring. Through the testing of the LCDD, systems and processes will be refined to strengthen this component of the programme.</p>



RECORD OF AGREEMENT OR DISAGREEMENT	
2.2. Improve the CRDP's Rural Job Creation Model and support for economic livelihoods:	
2.2.1. DRDLR should initiate a scoping study to investigate the feasibility of creating a job placement agency.	Disagree with the need for establishment of a job placement agency.  The Job Creation Model of the CRDP never intended for the department to become a "direct" employer. The intention was to create an enabling environment through enterprises, industries or infrastructure development that would create opportunities for job creation. The coordination function of the department as regards rural job creation initiatives across the sectors will have to be strengthened and one of the proposals is that this will become part of the functions under the proposed Rural Development Agency. The RDA establishment processes are still at the stage of regulatory impact assessment.  As regards the Narysec Programme, this is fundamentally a skills development programme and upon completion of the skills development phases, these young people will be deployed into the community and enterprises to act as development agents.
2.2.2. Consideration needs to be given to raising the NARYSEC stipend.	Agree, the department has been considering the alignment to EPWP rates utilized as well as a phased scaling up system linked to the phases of the Narysec Programme. The work in this regard will be finalized in the next few months.
2.2.3. Contractor management and monitoring mechanisms and processes must be strengthened.	Agree; currently we are working with SCM to ensure that all contracts include compulsory clauses on the use of local labour and other localization issues. This will include clear monitoring and information management systems linked to the EPMP. This will be finalized by the end of the financial year.
2.2.4. 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.	We agree with the broad principle that we need to ensure improved market access for rural communities across a variety of products and enterprises.  Studies as regards the agricultural component has already begun linked to commodity value chains.
2.2.5. 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.	Agree A Rural Enterprise and Industry Development Policy is currently being developed and includes provision of marketing services which forms part of the secondary cooperative functions. Once completed, formal systems must be completed within the broader rural enterprise and industry development policy prescripts

RECORD OF AGREEMENT OR DISAGREEMENT	
2.2.6. DRDLR should provide funding for value chain pilot projects (possibly in partnership with DAFF and the DTI) to test various value chain development approaches.	Agree, the department has already identified this need and various initiatives began earlier in the current financial year. The following stakeholders (NAMC, ARC, Commodity Groups such as the Milk Producers Association and POULTRY-SA) have been engaged in commodity value chains and implementation protocols have been entered into.
2.2.7. 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 (this need exists for many programmes, not only the CRDP).	Agree, as part of the infrastructure programme, bilaterals have been taking place with municipalities, provincial government and National sector departments. Protocol agreements are entered into with relevant partners as the need arises. A long term maintenance and operations strategy will be developed between with other infrastructure departments within the next financial year.
2.2.8. The CRDP should continue to vigorously promote the use of alternative energy as cost-effective options to meet the needs of rural communities.	Agree, The Department has a component dedicated to technology research and has been implementing alternative models for basic services beyond just energy. We have agreements with different research institutions including CSIR, ARC and HSRC.
2.3. Improve CRDP targeting of key groups (including: youth, employed, women, elderly, people living with HIV/AIDS) through improved guidelines and target setting.	Agree with the understanding that CRDP targets whole communities. The CRDP focuses on the most deprived communities linked to the Poverty index of the country.  However within individual project initiatives in a community, the groups as identified are prioritized.  Guidelines will have to be developed to improve the participation of the targeted groups in rural communities.
3. Up-Scaling the CRDP and improving VFM and sustainability through a range of measures including developing an improved theory of change for the CRDP Job Model, finalising the development of national norms and standards for the delivery of infrastructure in rural areas (where appropriate) in partnership with national departments and key stakeholders, developing a CRDP Procurement Strategy, and embracing the use of cost-effective technologies in rural areas that are simple to maintain. Recommended improved monitoring systems will also improve VFM if implemented effectively.	The household profiling that the Dept. does will contribute to this.  Agree, linked to actions outlined above.  Norms and Standards for rural access are being developed in collaboration with all sector departments and will be completed within the next financial year.  The Department has further established an EPMO component to ensure improved project management and monitoring which should assist oversight and improved efficiencies across all aspects.