

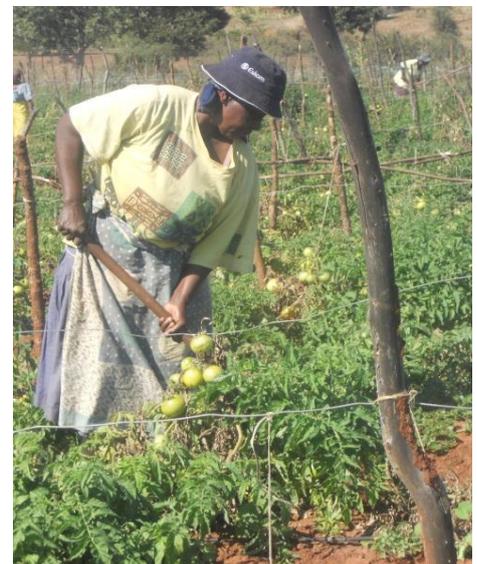
# Implementation Evaluation of the Comprehensive Rural Development Programme (CRDP): June 2009 - June 2012

Final Report: Policy Summary, Executive Summary and Short  
Report



Produced by Impact Economix for the Departments of Rural Development and Land  
Reform and the Presidency: Performance Monitoring and Evaluation

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## LIST OF ABBREVIATIONS

<b>ABET</b>	Adult Basic Education & Training
<b>AKRSP</b>	Aga Khan Rural Support Programme
<b>ARC</b>	Agricultural Research Council
<b>BBBEE</b>	Broad-Based Black Economic Empowerment
<b>CASP</b>	Comprehensive Agricultural Support Programme
<b>COGTA</b>	Cooperative Government and Traditional Affairs
<b>COS</b>	Council of Stakeholders
<b>CRDP</b>	Comprehensive Rural Development Programme
<b>CWP</b>	Community Work Programme
<b>DAFF</b>	Department of Agriculture, Fisheries and Forestry
<b>DED</b>	Department of Economic Development
<b>DHS</b>	Department of Human Settlements
<b>DoCG</b>	Department of Cooperative Governance
<b>DOE</b>	Department of Energy
<b>DPME</b>	Department of Performance Monitoring and Evaluation
<b>DPW</b>	Department of Public Works
<b>DRDLR</b>	Department of Rural Development and Land Reform
<b>DSD</b>	Department of Social Development
<b>DTI</b>	Department of Trade and Industry
<b>DWA</b>	Department of Water Affairs
<b>DWCPD</b>	Department of Women, Children and People with Disabilities
<b>EPWP</b>	Expanded Public Works Programme
<b>ECD</b>	Early Childhood Development
<b>FET</b>	Further Education and Training Colleges
<b>Ha</b>	Hectares
<b>HSRC</b>	Human Sciences Research Council
<b>ICT</b>	Information and Communications Technology
<b>IDF:</b>	Integrated Development Framework (CRDP)
<b>LED</b>	Local Economic Development
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MOA</b>	Memorandum of Agreement
<b>MOU</b>	Memorandum of Understanding
<b>MTSF</b>	Medium-term Strategic Framework
<b>NARYSEC</b>	National Rural Youth Services Corps
<b>NISIS</b>	National Integrated Social Information System
<b>NPO</b>	Non-profit Organisation
<b>NGO</b>	Non-governmental Organisation
<b>PMDS</b>	Performance Management Development System
<b>PRA</b>	Participatory Rural Appraisal
<b>PSSC</b>	Provincial Shared Service Centre (DRDLR)
<b>PPP</b>	Public-private Partnership
<b>RADP</b>	Recapitalisation and Development Programme
<b>REID</b>	Rural Enterprise and Industrial Development (DRDLR)
<b>RID</b>	Rural Infrastructure Development (DRDLR)
<b>SPLUM</b>	Spatial Planning and Land Use Management
<b>SLA</b>	Service Level Agreement
<b>TOR</b>	Terms of Reference
<b>VFM:</b>	Value for Money

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## PREFACE



### rural development & land reform

Department:  
Rural Development and Land Reform  
**REPUBLIC OF SOUTH AFRICA**



THE PRESIDENCY  
REPUBLIC OF SOUTH AFRICA

DEPARTMENT: PERFORMANCE MONITORING AND EVALUATION

The National Evaluation Policy Framework (2011) sets out the basis for government-wide evaluation focussing on governments priority outcomes. It is intended to establish a culture of continuous improvement in service delivery.

The key elements of the framework are the basis of the National Evaluation System (NES) which is implemented as the National Evaluation Plan (NEP) each year. The approach taken in the NES is to use evaluations for learning and improving programme (and policies) performance rather than as a punitive measure.

The purpose of the NES as outlined in the NEPF (2011) is to:

1. Improve policy or programme performance (evaluation for continuous improvement). This aims to provide feedback to programme managers.
2. Evaluate for improving accountability e.g. where is public spending going? Is this spending making a difference?
3. Improve decision-making e.g. should the intervention be continued? Should how it is implemented be changed? Should increased budget be allocated?
4. Evaluate for generating knowledge (for learning): increasing knowledge about what works and what does not with regards to a public policy, programme, function or organisation.

These four purposes are in accordance with the National Development Plan 2030 which emphasises the need for greater professionalization of the civil service, as well as improvement in the quality of service delivery if the main outcomes of the plan namely, eliminating poverty and reducing inequality are to be achieved. Within this context, the South African government recognises the importance of evaluations and supports the active use of evaluation findings to adjust and enhance departmental policies, strategies and work plans.

The evaluations are implemented by the DPME in partnership with the relevant (service delivery) department, in this instance, the Department of Rural Development and Land Reform (DRDLR). This is done through a Steering Committee. Members of the steering committee may not necessarily agree with the results of the evaluation, but approve that an independent, credible evaluation process was followed. Following the evaluation the relevant service delivery department is required to provide a management response indicating their position on the evaluation findings.

The implementation evaluation of the Comprehensive Rural Development Programme is part of the National Evaluation Plan for 2012/13.

## **FORMAT OF THE REPORT**

The report consists of several sections:

- A one page Policy Summary
- A three page Executive Summary
- A twenty five page report including:
  - Policy Context;
  - Methodology;
  - Results and Findings;
  - Recommendations.
- Annexures consisting of:
  - Annexure 1: CRDP Institutional Framework;
  - Annexure 2: Proposed Improved CRDP Institutional Framework;
  - Annexure 3: Proposed Improved High-Level Theory of Change for the CRDP;
  - Annexure 4: Summary of Progress with selected CRDP Mechanisms in 9 CRDP Pilot sites.

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

- Literature Review;
- Evaluation Plan and Data Collection Instruments;
- Fieldwork Report (including 18 Case Study Reports of CRDP sites);
- International Case Studies Report;
- CRDP Full Evaluation Report; and
- Long Report Annexure containing detailed triangulation of findings from key data sources.

This report was prepared has been independently prepared by Impact Economix. The Department of Performance Monitoring and Evaluation (Presidency) and Department of Rural Development and Land Reform were consulted as part of the report finalisation process.

## 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 community interviews and 52 focus group workshops involving over 500 CRDP participants and beneficiaries), interviews with government officials, 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 and sustainable benefits are achieved centre around improving planning and implementation processes of all three spheres of government, strengthening the roles of Provincial and municipal governments, 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 over the next 18 years would cost a minimum of R61.6 billion (based on a total minimum expenditure by all 3 spheres of government per site of R42 mil.- the average found in the 18 sites included in this evaluation). 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 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.
  - 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 (this need exists for many programmes ,not only the CRDP)..
    - viii. The CRDP should continue to vigorously promote the use of alternative energy as cost-effective options to meet the needs of rural communities.
  - c) Improve CRDP targeting of key groups (including: youth, unemployed, women, elderly, people living with HIV/AIDs) through improved guidelines and target setting.
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.

## EXECUTIVE SUMMARY

### 1. INTRODUCTION

The Comprehensive Rural Development Programme (CRDP) was launched by the Department of Rural Development and Land Reform (DRDLR) in July 2009. The CRDP is a whole-of-government programme involving numerous departments and all three spheres of government. It 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:

- a) 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;
- b) whether the CRDP is achieving its policy goals; and
- c) 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 (mainly community members and CRDP structure participants) and 52 focus group workshops involving over 500 CRDP community participants and beneficiaries), interviews with government officials, 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).

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.

An average of 20% 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; about 25% felt that 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, and that there is still not a wide-spread understanding of the CRDP**, there has been insufficient support from Provincial and Local champions, and poor commitment to participating in CRDP structures from many officials has been experienced.

Nationally, the DRDLR has not been able 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 improved 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, including the need for the Provincial Offices of the Premier to take on a more hands-on approach to CRDP coordination and monitoring. 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 are 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 under-serviced rural wards.

The monitoring of the CRDP has also been weak and this has negatively impacted on implementation and delivery.

## **2.2 Is the CRDP achieving its 5 main goals?**

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

**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 farmers; 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 long-term jobs or permanent entry into the labour market. Also, 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 improving household access to food 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. In this regard, there should be a stronger relationship between DRDLR and DAFF to provide support with extension services.

**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 run the risk of not being 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 (mainly where communal land and municipal commonage land was involved) as directly impacting on their food security and ability to secure sustainable livelihoods.

**Goal 5: Is the CRDP reaching the appropriate target populations?** The benefits of the CRDP have successfully reached most members of the target groups, including women, youth, elderly and the unemployed. However, the CRDP has had challenges with targeting the disabled, people living with HIV/AIDS and child-headed households.

### **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 over the next 18 years at a similar level of expenditure found in the 18 case studies (a minimum average of R42 mil. Across the three spheres of government per site), is R61,5 bn. 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 as well as overall sustainability.

## **3. SUMMARY OF KEY RECOMMENDATIONS<sup>1</sup>**

- 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 programme 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 and sustainability.

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).

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<sup>1</sup> 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. The full report indicates what recommendations can begin in the short, medium or long term.

- DRDLR to facilitate and complete a process to ensure that national norms and standards for the delivery of infrastructure in rural areas are developed by all relevant sectors/ departments.
- DRDLR should develop a collaborative CRDP Procurement Strategy to maximise economies of scale for the purchasing of inputs needed by CRDP sites.
- DRDLR to embrace the use of cost-effective technologies 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 (with DAFF); 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 (to ensure that CRDP beneficiaries are aware of land reform processes and procedures); and put in place stronger mechanisms for conflict resolution in rural areas (between lessees/strategic partners/mentors/CPA representatives/traditional authorities and land reform beneficiaries so that beneficiaries are clear about who they can approach to facilitate resolution of conflict).

# 1. POLICY CONTEXT

## 1.1 The Socio-Economic Context

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). In 2011, just over 19 million people were living in rural areas.

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).

The development of rural areas in South Africa has posed challenges for past governments as well as for 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 partially as a result of the way apartheid shaped access to economic opportunities and government services through rigidly enforced tenure, settlement, educational 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; and
- Unexploited opportunities in agriculture, tourism, mining and manufacturing.

## 1.2 The Comprehensive Rural Development Programme (CRDP)

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).

The CRDP is premised on a three-pronged strategy which focuses on agrarian transformation, rural development and land reform. 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. The fact that the CRDP operates in some of the poorest, remote and historically underserved localities in the country means that the programme faces immense challenges in its aim to bring development to these communities.

The wide ranging and ambitious goals / objectives of the 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.

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. 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 (see **Annexure 1** overview of current CRDP institutional arrangements).

### **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 1):

**Table 1 CRDP Evaluation Questions Clustered by Report Section**

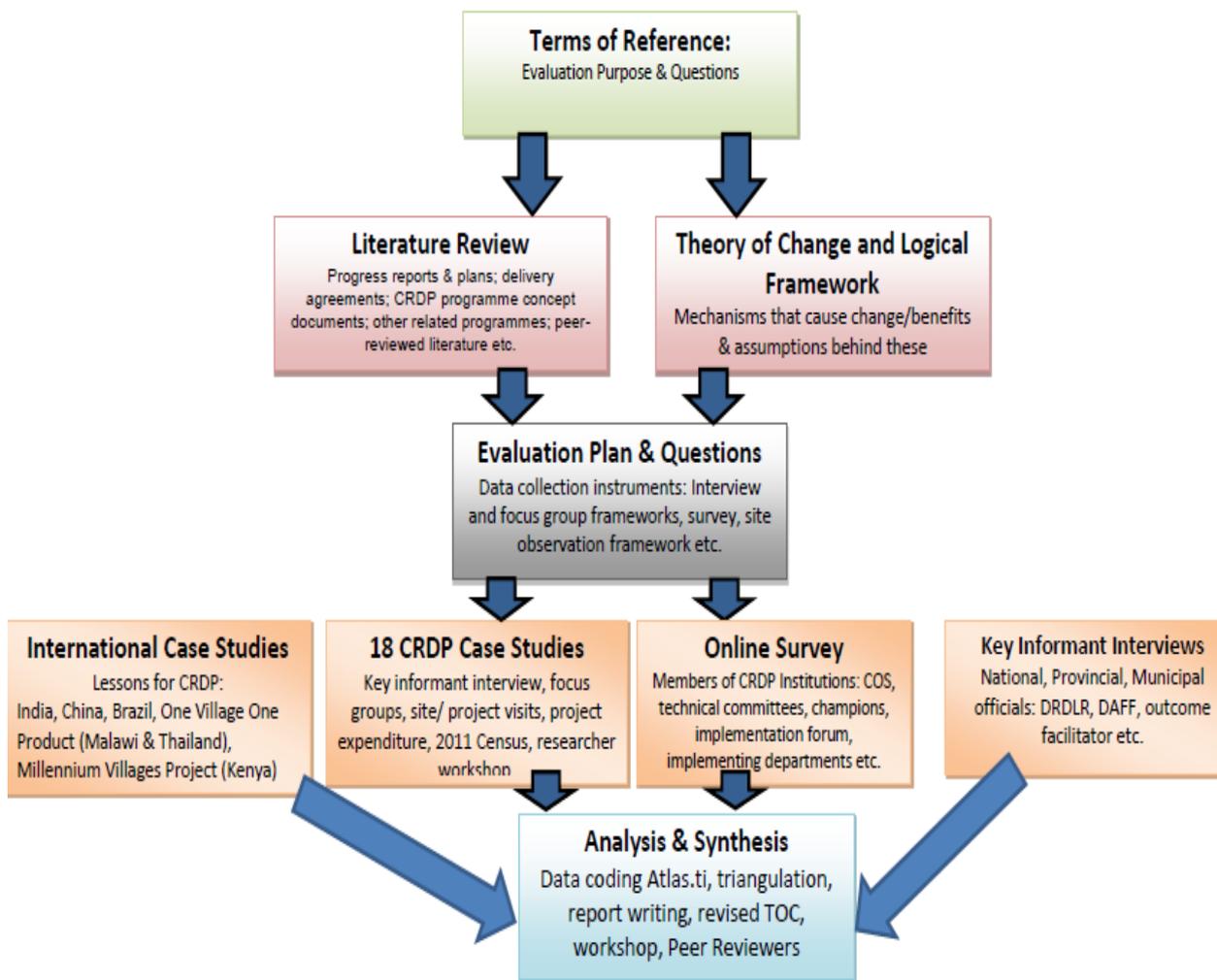
<b>Report Section</b>	<b>Evaluation Questions</b>
3.1 Institutional arrangements for effective CRDP Implementation	<ul style="list-style-type: none"> <li>• Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities?</li> <li>• How well is service delivery organised? Whether or not service delivery is consistent with program design? <ul style="list-style-type: none"> <li>▪ How can the work of different departments and spheres of government be aligned around core priorities of rural development?</li> </ul> </li> </ul>
3.2 Achieving CRDP objectives	<ul style="list-style-type: none"> <li>• To what extent were the objectives set for the CRDP achieved / are likely to be achieved in the future?</li> <li>• What were the major factors influencing the achievement or non-achievement of the objectives?</li> <li>• The extent to which a program is reaching the appropriate target population?</li> <li>• Are communities benefiting from the CRDP intervention?</li> <li>• 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?</li> <li>• Are there particular problems being encountered or specific barriers experienced with the transition from the first phase to the second and third phases?</li> </ul>
3.3 CRDP Value For Money	<ul style="list-style-type: none"> <li>• What resources are being expended?</li> <li>• What are the expenditure rates per capita?</li> <li>• Is value for money being achieved?</li> <li>• How can the programme be strengthened and up-scaled with less expenditure per household?</li> </ul>
3.4 CRDP in relation with international case studies	<ul style="list-style-type: none"> <li>• How well does the CRDP compare with other countries that have implemented similar programmes?</li> </ul>
4. Recommendations	<ul style="list-style-type: none"> <li>• How can the work of different departments and spheres of government be aligned around core priorities of rural development?</li> <li>• How can the programme be strengthened and up-scaled with less expenditure per household?</li> <li>• How can CRDP implementation be improved to improve attainment of the CRDP goals/ objectives?</li> </ul>

## **2. METHODOLOGY**

### **2.1 Research Methodology**

The overall methodology is summarised in the figure 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:** 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:** Conducted with key officials at national level from DRDLR and DAFF. 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 Institutional Survey:** 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 considered adequate.

**5 International Case Studies:** Conducted of rural development programmes in middle income countries including: India, China, Brazil, The One Village One Product (OVOP) model in Malawi and Thailand and the Millennium Village Project (MVP) 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 2 below) which were chosen for case studies covered 30 rural wards. As of the 2011/12 financial year (the scope of this evaluation is between the CRDP's inception in 2009 and June 2012) 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. Each case study involved fieldwork which included site visits, interviews and focus group discussions (see CRDP Evaluation Fieldwork Report containing 18 detailed case study reports).

**Table 2 CRDP Case Study Sites (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)

## 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. Nevertheless, many of the findings were repeated across the CRDP sites and confirmed by other data sources which lends a high level of confidence to the findings.

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 per Province was chosen by the service provider for the 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).

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 (as no CRDP implementation had taken place in that site) besides eliciting process challenges within the DRDLR itself regarding reporting procedures on CRDP sites.

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 regarding what is working well and what is not working well and which were further reinforced by the findings from other sources of data.

### 3. RESULTS AND FINDINGS

This section summarises the key findings of this evaluation (see also Annexure 4 for summary of progress made with key CRDP mechanisms in 9 CRDP pilot sites). 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 three core themes which together address all the various elements of the evaluation questions<sup>2</sup>. The three themes (along with sub-themes) are as follows:

- Assessment of the CRDP's Institutional Arrangements;
- Assessment of the Extent to which the CRDP has Attained its Goals / Objectives; and
- Assessment of the CRDP's Value for Money.

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

One of the key aims of this evaluation is to assess whether the CRDP's institutional arrangements are supporting implementation of the CRDP. The effective functioning of the institutional arrangements of the CRDP is critical if the programme is to achieve its ambitious objectives.

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 widespread understanding of the CRDP, there has been insufficient support from political champions (mainly at**

#### CRDP Institutional Survey (2013) Results

An average of 20% of survey respondents (depending on the relevant 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; About 25% felt they were not, and the remaining respondents were unsure.

<sup>2</sup> Space does not permit inclusion of the comparison of the CRDP to other international rural development programmes in this 1/3/25 report- refer to the full report in this regard.

**provincial and local level), and poor commitment to participating in CRDP structures from many officials has been experienced.**

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

- 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/conference/ process is needed to address different roles and responsibilities of different departments and spheres of government.
- The CRDP activities should be outlined in government official's performance agreements to improve participation and accountability.

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.

### **3.1.1 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. The lack of coordinated planning and implementation also impacts negatively on the success of various CRDP projects

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 sufficiently in an integrated manner and that roles and responsibilities in implementing the CRDP are not clearly understood.

The lack of alignment and joined up implementation between DRDLR and DAFF is of serious concern and urgently needs to be addressed and improved to enhance CRDP implementation.

### **3.1.2 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. One approach 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.

The intention was for the CRDP to be a fairly decentralised programme which was to be driven by the Provincial and local levels and not national government. However it has been found 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 intended CRDP institutional model relies strongly on the involvement of Provincial and local 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 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.

### **3.1.3 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 sufficiently committed to the programme. The CRDP is also not always aligned to the municipal IDPs. This is creating a vacuum at the local level. The perception exists that the CRDP is an 'added burden' to the already existing duties of municipal employees hence the CRDP is not being prioritized.

In many cases the poor involvement of municipalities is a reflection of the resource constraints 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.

### **3.1.4 Council of stakeholders**

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.

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.

### **3.1.5 Monitoring and evaluation**

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.

#### 4.1.4 Recommendation/ conclusion/summary?

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
- Strengthening COS so that they can play a stronger decision-making role regarding project priorities, community input and involvement, and strengthening project implementation.

### **3.2 Assessment of the Extent to which the CRDP has achieved its Goals / Objectives**

This next section looks at the extent to which the CRDP is achieving, or is likely to achieve in the future, its specific goals / objectives. These include:

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

#### **3.2.1 Is the CRDP Mobilising and Empowering Rural Communities?**

##### **3.2.1.1 Community Profiling:**

Community profiling is meant to be one of the first CRDP processes. Its purpose is to identify the priority needs of communities in CRDP sites which should inform what development interventions are chosen. The CRDP utilises a qualitative, participatory process known as 'Participatory Rural Appraisal' (PRA) which lasts for 10 days. The community is facilitated to identify key problems, opportunities and conflicts, list priorities and create an operational/action plan (NISIS, Operational Manual: Household and Community Profiling). Where the community profiling process was completed successfully it is 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 at maximising community participation in the CRDP after which mobilisation efforts are weak.

In a number of CRDP sites the implementation cycle of profiling before identifying, prioritising 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 Sokhulumu for example there was not much consultation with the community on the type of projects hence the community 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. 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, municipalities, and NGOs.

### **3.2.1.2 Participation of the community in the Council of Stakeholders (COS):**

The COS, as intended, 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. 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. Among the CRDP sites case studies feedback differed regarding whether the community feels they can influence decisions made at the COS with sentiments being expressed along a continuum from positive to negative.

#### **Examples of community feedback received:**

*“Asazi ukuthi siyephi uma sifuna usizo” - “We don’t know where to go when we need assistance.” (Pixley Ka Seme community member)*

*“We have our elected lady attending in the COS but we have challenges hearing about the feedback”. (Abaqulusi community member)*

### **3.2.1.3 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 training 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 all 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 them. The view that the government is responsible for development initiatives is not empowering and can lead to a lack of commitment and ownership of development processes. A much stronger focus on leadership/empowerment training and skills development is needed to reach the broader community, and not just a select few.

### **3.2.1.4 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 crippling 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.

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.

### **3.2.2 Is the CRDP Stimulating Rural Job Creation and Promoting Economic Livelihoods?**

#### **Selected Achievements of the CRDP (Source: DRDLR Annual Reports):**

- Between September 2010 and May 2013 12,881 rural youth participated in the NARYSEC programme;
- 947 food gardens established (April 2011-March 2012.);
- 554 Kilometres of fencing provided in CRDP Wards (April 2011-March 2012.);
- Rural ICT Hubs, Digital Doorways, Village Viewing Areas, and the iSchoolAfrica initiative are contributing towards improved ICT skills, learning and access to job opportunities;
- 9331 rain water harvesting tanks distributed in CRDP sites (April 2011-March 2012.)

Note: these statistics have not been independently verified.

#### **3.2.2.1 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. 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 (a clear breach of CRDP principles). There is a need to ensure that local enterprises are given preference over outside contractors. .

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 programme’s impact. 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). A key challenge for NARYSEC has been persuading employers to employ the youth so that they can gain 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 investigated.

### **3.2.2.2 Establishing food gardens for household food access as well as income generation through selling surplus produce:**

According to DPME (2012), the CRDP has created 1300 household gardens. The key finding from the case studies was that household and community food gardens are a good solution to improved household access to food and that 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 due to lack of water, poor soil and climate conditions.

***“Once we received potato seeds that yielded so much, we even got fat; it was a great success for us!”***

One women’s garden group in Msinga (Ward 15, Buhlebuyeza & Qondokuhle

In some cases, food gardens not only ensured improved household access to food, but also contributed greatly to household income from the sales of the produce. For example, in Devon over 90% of household food gardens were able to sell a portion of their produce. In Dysseisdorp 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.

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. Also, 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.

### **3.2.2.3 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. For example, in Msinga, one group of farmers complained that the contractor for planting was very late (some fields were planted as late as March), and 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.

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.

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

The Mid-term 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 cooperatives which were established, only 5 are operational and in Sokhulumu out of 16 cooperatives 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 Provincial 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.

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). Promising agreements are reportedly being established with the National Wool Growers Association and the National Agriculture Marketing Council but progress was not evident in the 18 case studies.

On the whole it seems that the private sector is not playing the role it could 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. The reality is that carefully designed and facilitated value chain development processes are needed which involve a negotiated process of identifying opportunities to enhance participation in value chains.

### **3.2.3 Is the CRDP Improving Access to Basic Needs for Beneficiaries in CRDP Sites?**

The case studies illustrated mixed results regarding the extent to which basic needs are being met through CRDP interventions. Basic needs are being met mainly through the construction of infrastructure and provision of facilities and services.

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 magnitude of 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 R200, 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 additional 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.

### **3.2.3.1 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 is being 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 this.

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 which is also 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 and this is 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 geographic distribution which is negatively affecting social cohesion in many of the communities.

### **3.2.3.2 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.<sup>3</sup> However there are some members of the community whose housing needs are not being met. An example is in

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<sup>3</sup> 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.

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.

Adult Basic Education and Training (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.

### **3.2.3.3 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 .

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.

### **3.2.3.4 ICT:**

Access to information reportedly enabled youth to seize employment opportunities outside their communities There are some good examples of functioning ICT centres such as the Youth Centre (ICT project) in Pixley Ka Seme, Perdekop. 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.

### **3.2.4 Is the CRDP adding Value to Land Reform Processes in CRDP Sites?**

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.

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.

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.

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

Feedback received from land reform beneficiaries:

***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".***

***"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?"***

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 of 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.

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.

### **3.2.5 Is the CRDP Reaching the Appropriate Target Population?**

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. However, 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.

### **3.3 Assessment of the CRDP’s Value for Money (VFM)**

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. However, responses were not received to most of the requests for project expenditure information from national departments (other than DRDLR) and, as a result, was only obtained from the Western Cape and Northern Cape.

In order to obtain a reasonably accurate estimated cost for the known projects carried out in each provincial CRDP site, average costs per project were calculated from existing project information and applied to known projects which did not have expenditure data to estimate total expenditures per site. To summarise the results, 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 reported (given the gaps in expenditure data). A preliminary estimate of the cost to roll out the CRDP to all 2920 rural wards in South Africa at a similar level of expenditure found in the 18 case studies (a minimum average of R42 mil. Per site), is R61,5 bn. This is clearly a very crude estimate. It is not clear how the issue of the on-going migration from rural to urban areas and population growth will impact on the changing demand for basic services and infrastructure in rural areas, and hence on the cost of servicing these areas.

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 defined as “The optimum combination of whole-life cost and quality (or fitness for purpose) to meet the user’s requirement” (OECD. May 2012) and involves finding a balance between economy, efficiency and effectiveness, defined as follows

*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.*

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, which are summarised at a general level in Table 3 as follows:

**Table 3 Summary of High Level CRDP Value for Money Constraint Issues Identified**

<b>Value for money:</b>	
<b>Efficiency:</b> Increasing output for a given input, or minimising input for a given output, with a regard for maintaining quality.	<b>Effectiveness:</b> 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	Benefits of certain infrastructure investments in terms of meeting basic needs are not realised/ achieved for a range of reasons including: <ul style="list-style-type: none"> <li>• 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);</li> <li>• significant barriers to access the infrastructure exist.</li> </ul> Job creation and poverty reduction benefits are not being sufficiently achieved for many reasons including: <ul style="list-style-type: none"> <li>• insufficient skills/ experience and provision of effective business support services;</li> <li>• lack of facilitated value chain development</li> </ul>

problematic), theft and vandalism.	processes; <ul style="list-style-type: none"> <li>• key basic services bottlenecks (water, electricity); and</li> <li>• key infrastructure deficits (e.g. lack of fencing), market access costs, lack of agriculture potential/ soil/ rain for specific crop etc.</li> </ul>
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It is clear that if the CRDP is to be up scaled then 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 achieves better VFM.

Various options can be identified which exist to upscale the programme with less expenditure per household, including improve integrated development planning processes (the proposed IDFs), ensuring 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, developing a collaborative CRDP Procurement Strategy to maximise economies of scale and coordinated bulk purchasing, and ensuring 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.

#### 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 goals / 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 most 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 and financial 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.

**Each recommendation contains an indication of whether the recommendation should begin implementation in the short (ST), medium (MT) or long term (LT) as indicated in parentheses after the recommendation.**

#### **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** through the following:
  - 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) (ST).
  - ii. 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 (ST).
  - iii. 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 (ST/MT).
  - iv. DRDLR to develop a Guideline for the development of **"Integrated Development Frameworks"** (IDFs) 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) and aligned to municipal Spatial Development Frameworks. 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 (ST).
  
- 2. Strengthening Local Level Institutions** through the following:
  - 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 (ST/MT).
  - 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 (ST):
    - 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.
    - 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** (ST/MT).
  - iv. A number of measures also need to be employed to improve the functioning of the Technical Committees (ST).

The following diagram (figure 2) contains the key elements of the proposed improved CRDP Institutional Framework:

#### **4.2 Improve the CRDP's Attainment of Objectives**

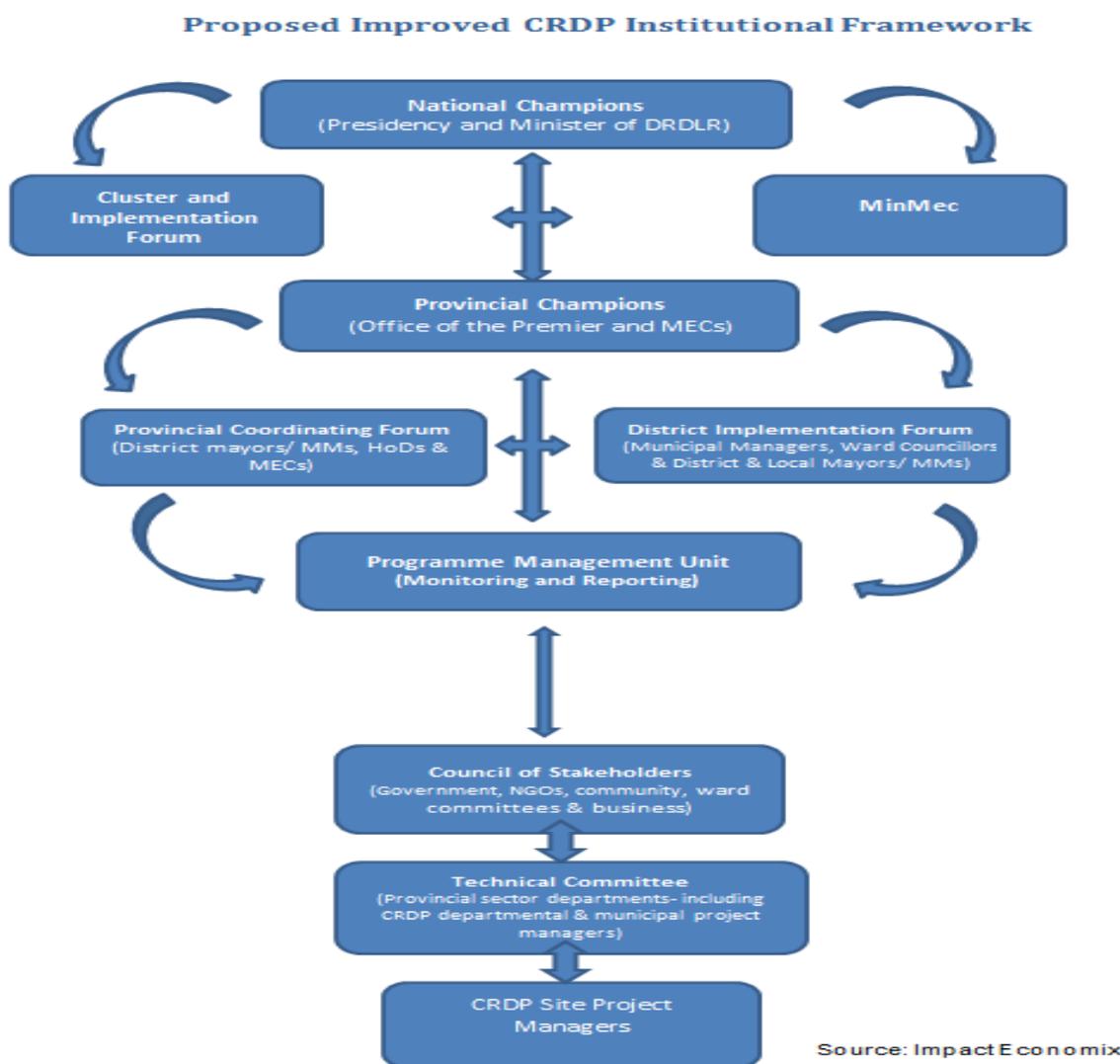
- 1. Improve the CRDP's Strategy to Mobilising and Empowering Communities** through the following:
  - i. A communication plan (managed by a designated communication officer) should be developed for each site (ST).

- ii. A revised Theory of Change must be developed for the CRDP’s community mobilisation and empowerment component. This must reflect a clear logic in terms how community empowerment will be developed at various levels and must inform program delivery improvements (ST).

**2. Improve the CRDP’s Rural Job Creation Model and Support for Economic Livelihoods** through the following:

- 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 (ST/MT).

**Figure 2 proposed improved CRDP Institutional Framework**



- b) Consideration needs to be given to raising the NARYSEC stipend. Feedback from community interviews indicates that the current stipend of R1320 per month may be too low (considering the dependency ratio of households in rural areas which is between 3-5 additional people) (ST/MT).
- 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 (MT).

- ii. Establish smallholder farmers and providing comprehensive extension support (with DAFF): 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 (ST/MT).
  - 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 (MT).
    - 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 (MT).
- 3. Improve the CRDP's Support for Basic Needs** through the following:
- 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 (MT).
  - 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) (MT).
  - iii. The CRDP should explore **alternative energies** to cost-effectively meeting the needs of rural communities (e.g. biogas, windmills for water pumping, roof rainwater harvesting structures, solar cookers and solar lanterns (MT).
- 4. Improve the CRDP Approach to Targeting appropriate Groups** (including women, youth, elderly, unemployed, disabled, people living with HIV/AIDS and child-headed households) through the following:
- 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 (ST).
  - ii. Targets should be set (probably by Provincial Governments in consultation with COS) for the various groups of CRDP 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 (ST/ MT).

#### **4.3 Improve the CRDP's Value for Money through the following:**

1. **Effective development of Integrated Development Frameworks** (as outlined in Recommendation 1) should promote improved VFM by for example by (MT):
  - 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 (ST).
    - Community Mobilisation and Empowerment
    - The CRDP Job Model (including value chain and enterprise development)
  3. **DRDLR should complete a process (with relevant departments and stakeholders) to ensure that national norms and standards 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 (MT).
  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.) (MT).
  5. DRDLR needs to ensure that cost-effective technologies are used in rural areas that are simple to maintain, especially with respect to water and energy (MT).

#### **4.4 Broader Recommendations to Promote Rural Development:**

The following recommendations have a broader focus than the CRDP but could, if effectively implemented, contribute towards enhanced rural development outcomes and CRDP objectives:

1. Strengthen *horizontal coordination* to support rural development (MT), including;
  - i. 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.
  - ii. 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. Establishing smallholder farmers and providing comprehensive extension support (with DAFF) (MT);

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.
3. Improving the CRDP's Role in Land Reform Processes in CRDP Sites (ST/ MT)
  - i. The resettlement programme should target CRDP sites which are heavily overcrowded and which have little potential for agricultural or general economic growth.
  - ii. The CRDP should be linked to the DRDLR's existing Decongestion of Communal Areas Programme.
  - iii. 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 (MT);

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.
5. Design and implement a Rural Land Reform Awareness Campaign (MT); and
6. Develop stronger mechanisms for conflict resolution in rural areas (MT).

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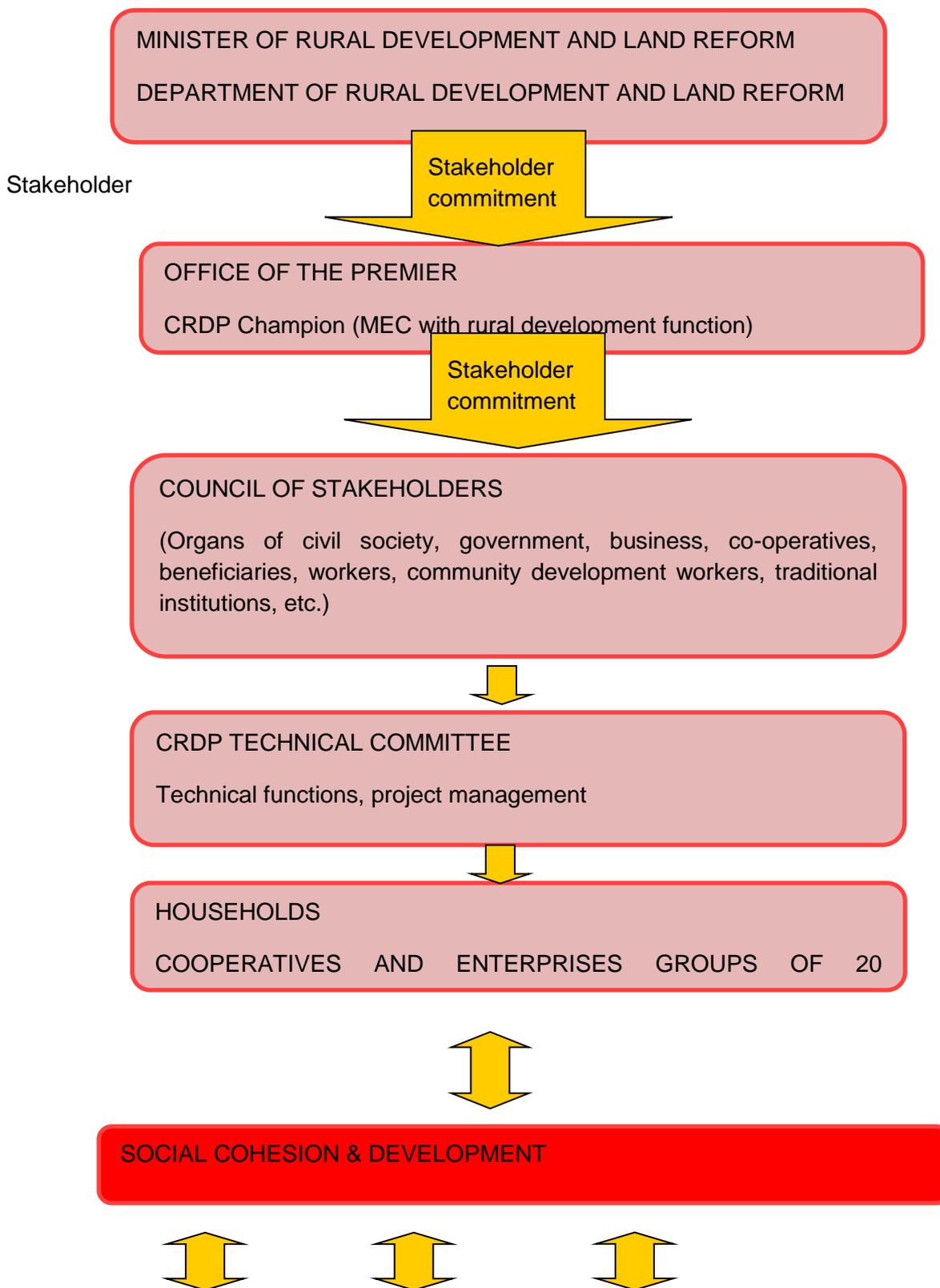
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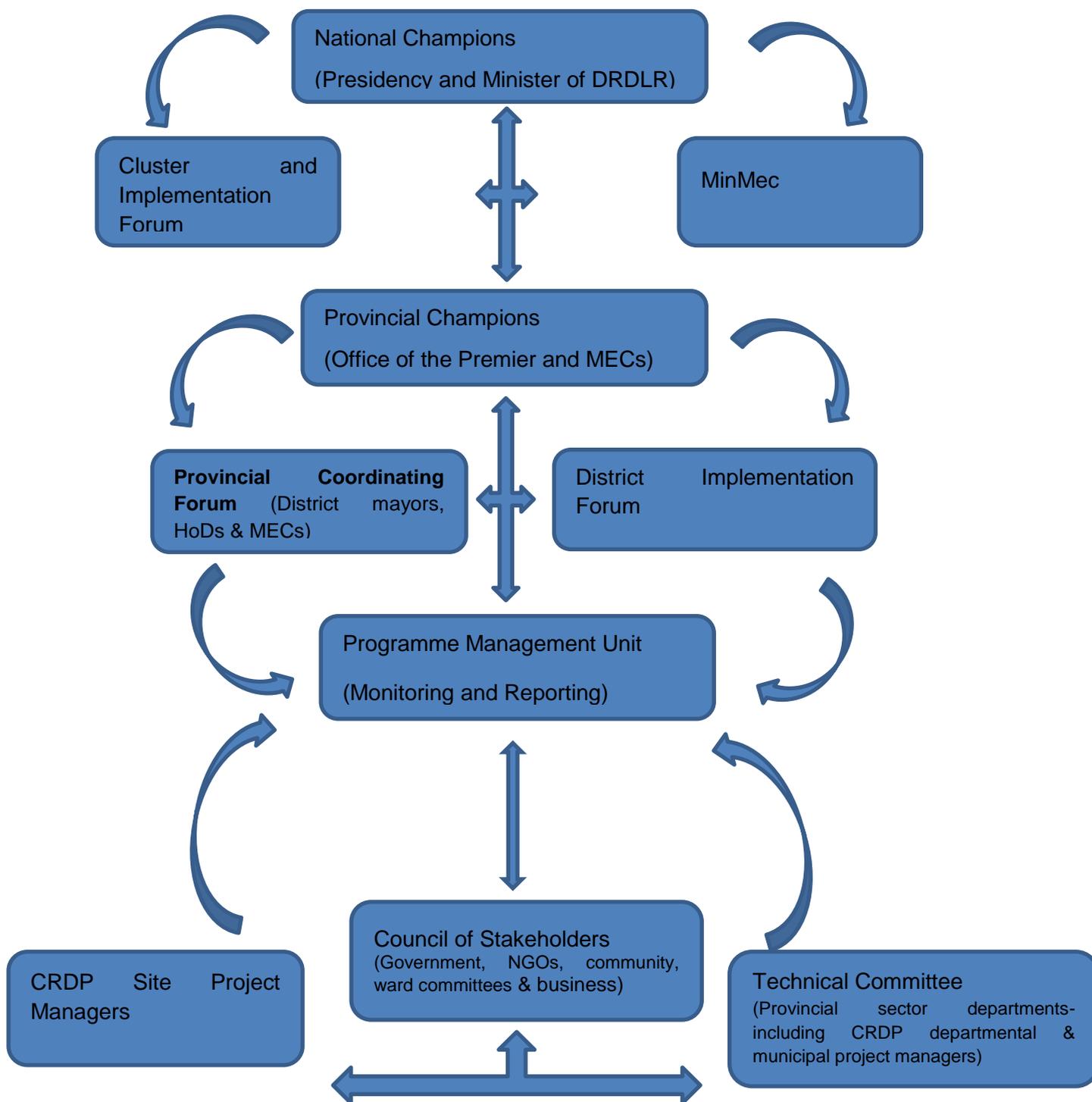
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## Annexure 1: CRDP Institutional Framework

(Source: CRDP Concept Document July 2009, DRDLR)

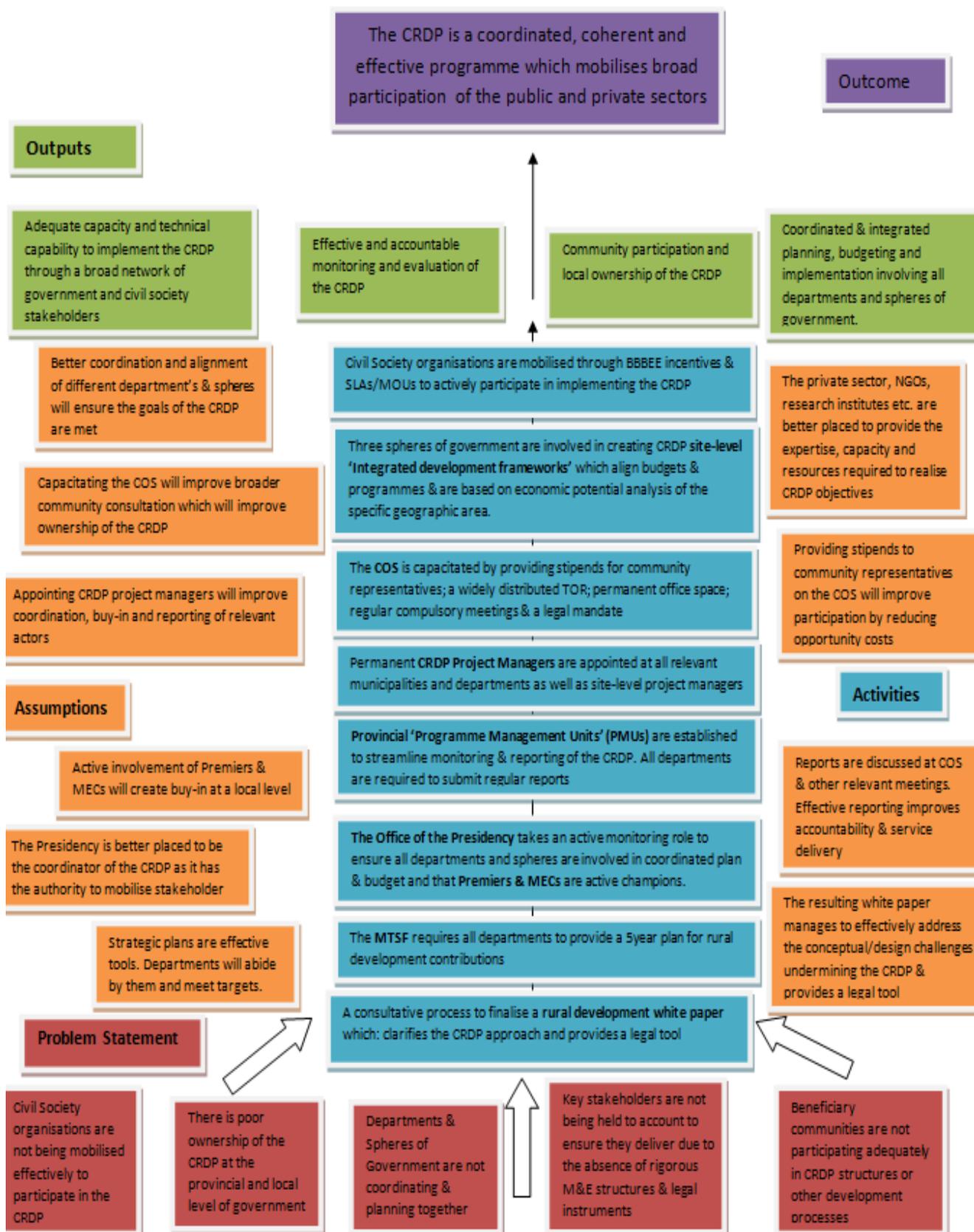


## Annexure 2: Proposed Improved CRDP Institutional Framework



Source: Impact Economix. 2013

## Annexure 3: Proposed Improved High-Level Theory of Change for the Comprehensive Rural Development Programme



## Annexure 4: Summary of Progress with Selected CRDP Mechanisms in 9 CRDP Pilot sites

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)	Green	Yellow	Yellow	Red	Green	Yellow	Red
<b>Western Cape:</b> Dysselsdorp, Oudtshoorn (ward 10 & 12)	Green	Yellow	Red	Yellow	Yellow	Yellow	Yellow
Free State: Maluti a Phofung (ward 1 & 4)	Green	Yellow	Yellow	Yellow	Green	Yellow	Red
KwaZulu-Natal: Msinga (wards 10,11,12,13,15)	Yellow	Yellow	Yellow	Yellow	Green	Yellow	Green
Eastern Cape: Mhlontlo (ward 2,13)	Green	Yellow	Red	Red	Yellow	Yellow	Red
Northern Cape: Riemvasmaak, Kai Garib(ward 1)	Yellow	Green	Red	Yellow	Green	Yellow	Yellow
Mpumalanga: Donkerhoek, Mkhondo (ward 2)	Green	Red	Red	Red	Yellow	Yellow	Yellow
North West: Moses Kotane (ward 5, 29)	Green	Red	Red	Yellow	Yellow	Red	Red
Limpopo: Muyexe, Greater Giyani (ward18)	Green	Yellow	Yellow	Red	Green	Yellow	Red