

Implementation Evaluation of the Comprehensive Rural Development Programme:



Final Report:

Evaluation Steering Committee
16 October 2013



Presentation Outline

1. Purpose of the CRDP Evaluation
2. Terms of Reference (TOR) Evaluation Research Questions
3. Research Team
4. Methodology incl. Capacity Building Elements
5. Findings and Conclusions
6. Recommendations



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Purpose of the Implementation Evaluation of the CRDP

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



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Terms of Reference Evaluation Questions

1. To what extent were the objectives set for the CRDP achieved / are likely to be achieved in the future?
2. What were the major factors influencing the achievement or non-achievement of the objectives?
3. The extent to which a program is reaching the appropriate target population?
4. Are communities benefiting from the CRDP intervention?
5. 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?
6. How well is service delivery organised? Whether or not service delivery is consistent with program design?
7. Are there particular problems being encountered or specific barriers experienced with the transition from the first phase to the second and third phases?
8. Are institutional arrangements that were set in place to support CRDP implementation appropriate and clear about their roles and responsibilities?
9. How can the work of different departments and spheres of government be aligned around core priorities of rural development?
10. What resources are being expended?
11. Is value for money being achieved?
12. What are the expenditure rates per capita?
13. How can the programme be strengthened and up-scaled with less expenditure per household?
14. How well does the CRDP compare with other countries that have implemented similar programmes?



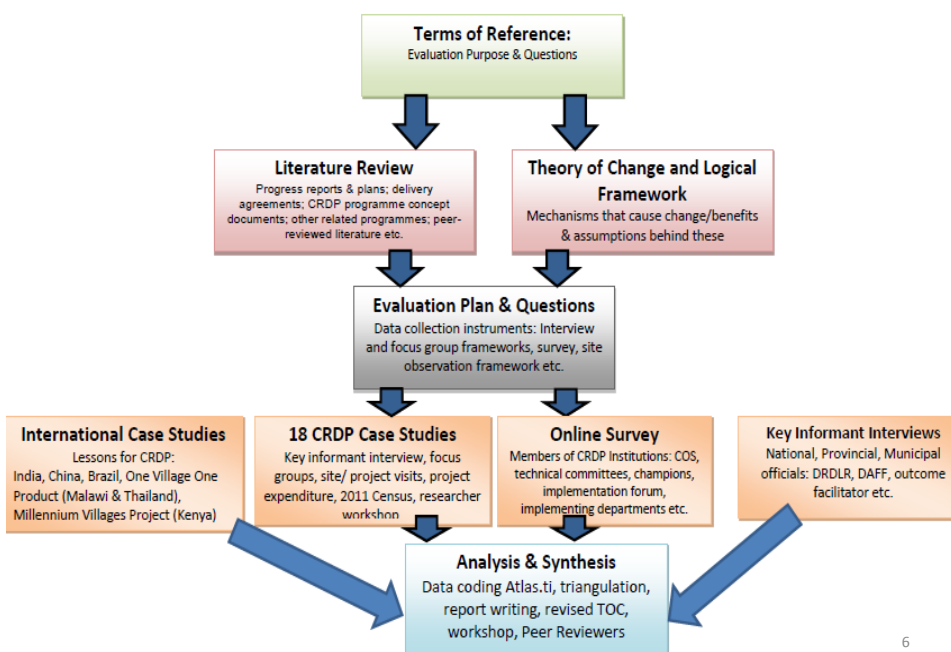
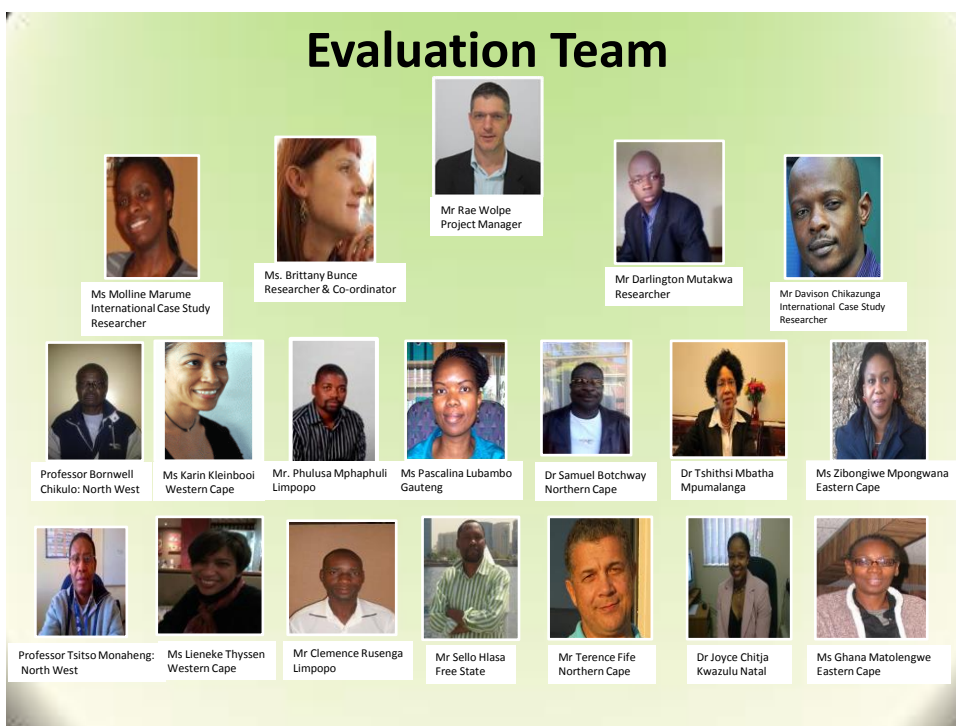
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Data Sources/ Evidence

- 18 CRDP site case studies (2 in each Province):
 - 110 key informant interviews (mainly community members and CRDP structure participants)
 - 52 focus group workshops involving over 500 CRDP community participants and beneficiaries
- Interviews with government officials
- National CRDP participant institutional survey (responded to by 60 participants in CRDP institutions from all provinces and nationally)
- Literature review of peer reviewed articles and CRDP programme documents
- International case study papers on other comprehensive rural development programmes in middle income countries

Capacity Building Elements



- Logical Framework Workshop (February): DRDLR
- Evaluation Plan Workshop (March): Provincial REID Directors (DRDLR)
- Field Worker Researchers: Research Protocol Workshop (March)
- Provincial M&E Officials Involved in Case Studies
 - Compile key informant contact lists
 - Assist case study researchers with fieldwork logistics
 - Accompany researchers on fieldwork (including national M&E officials)
 - Attended workshop with case study researchers to discuss findings and recommendation

Case Study Approach

➤ 9 Original Pilot sites and 1 additional site in each Province

1) **Site and Project Visits:** common site observation framework

2) **Key Informant Interviews:**

- Provincial DAFF official responsible for CRDP
- Provincial STRIF & RID chief directors
- Municipal official
- Ward councillor(s)
- Community leader(s) &/or traditional leader(s) (where applicable)
- Council of Stakeholder chairperson
- Sample of Community Members and CRDP beneficiaries (as part of site visit).

3) **Focus Groups: 3-4**

- Enterprise and livelihood focus group: Cooperatives/enterprises, NARYSEC, EPWP, CWP, Land reform beneficiaries, farmers
- General community beneficiaries: Women, Youth, Unemployed, people living with HIV/AIDS, people with disabilities, child-headed households and the elderly)
- Representatives on Council of Stakeholders and Technical Committee focus group
- Women only focus group (only conducted with female researchers)

Data Collection:

- ❖ Voice Recordings
- ❖ Field notes and observations/ data collection instruments
- ❖ Site Observation Framework
- ❖ Photographs
- ❖ 3 Reports: Summary of Focus Group Findings, Summary of Interview Findings and Case Study Report (Common Templates)



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18 CRDP Case Study Sites

Province	CRDP Pilot Site	CRDP Additional Site
Gauteng	Devon, Lesedi (ward 13)	Sokhulum, 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 (8)



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Selected Challenges Experienced

- **Case Study Fieldwork incl. Challenges in choosing the 18 sites:**
 - No consolidated document clearly outlining all CRDP sites, status & ward numbers
 - Relied on provincial REID directors to indicate which sites were active and apply criteria.
 - Where no response: chose sites from SPLUM documents however status of site not accurate e.g. Ingqusa Hill (ward 1) stated active since 2010/11 however no projects implemented.
- Some officials were not willing to be interviewed
- Short period assigned for fieldwork process incl. mobilisation due to above delays
- However many common findings and themes emerged across sites and triangulated data sources

CRDP Institutions: Survey Response Rate:

- Focus: Whether CRDP institutional arrangements are clear about their roles and responsibilities.
- Circulated to 242 individual members of CRDP institutions: national, provincial, district and local levels. There was a 30% response rate for this survey.

CRDP Expenditure, Job Creation and Value for Money Analysis:

- Challenges in accessing CRDP project expenditure information from National, Provincial, Local Govt Departments to obtain comprehensive picture: constrained quantitative analysis
- Limited Job creation data available: definitional and accuracy concerns limited usage

Findings & Conclusions

- Institutional arrangements supporting implementation?
- Achievement of 5 main CRDP goals?
 - 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
- Is Value for Money being achieved?

Findings and Conclusions: Institutional Roles

- +- 20% of survey respondents (depending on the CRDP structure) believe various CRDP institutions not clear about roles in supporting implementation of the CRDP;
- +- 25% survey respondents: CRDP structures not fulfilling their roles;
- CRDP is seen as a top down national initiative and the buy-in, capacity, and will to implement it at the local level is low
- There is still not a wide-spread understanding of the CRDP
- Nationally: relationship DRDLR and DAFF weak
- Insufficient support from Provincial and Local champions
- Poor commitment to participating in CRDP structures from many officials experienced.

Findings and Conclusions: Institutional Roles

- Key Issues
 - Weak relationship between DRDLR and DAFF
 - Commitment, participation, accountability and links to performance
 - Improved inter-governmental planning processes & coordinated implementation
 - Stronger roles by Provincial and local government (as well as COSs) incl. stronger monitoring & involvement of champions
 - Stronger relationships with NGOs and private sector
 - Local level communication

Findings and Conclusions: Goal 1 Mobilising and Empowering

Limited progress re mobilising and empowering communities:

1. Community profiling:
 - Information not always made available (undermines integrated planning), unclear links to prioritisation
2. COS:
 - Weaknesses in community representation;
 - Not consulting adequately with the wider community (all sites): risks incl. inappropriate projects
 - Sometimes resistance to COS: tensions with traditional authorities
3. Leadership training: lack of (also lack of ABET, career guidance)

Findings and Conclusions: Goal 2 Job Creation & Economic Livelihoods

1. Co-operative & Enterprise creation and support
2. Skills development and job creation through NARYSEC, EPWP and CWP
3. Establishment of Food gardens for household food supply as well as income generation through selling a surplus
4. Establishing Smallholder farmers and providing extension support

Findings and Conclusions: Goal 2 Job Creation & Economic Livelihoods

1. Co-operative & Enterprise creation and support:

- Focus on registration but post-registration support incl. access to markets weak = poor sustainability / survival
- Weak entrepreneurial & business management skills
- Mismatches: types of cooperatives and viable business opportunities

Findings and Conclusions: Goal 2 Job Creation & Economic Livelihoods

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

- Largest source of jobs although short term, low wages
- Skills gained generally do not facilitate entry into labour market/ permanent jobs (certification needed?)
- Contractors often not local and often do not use local labour
- Job placement process needed

Findings and Conclusions: Goal 2 Job Creation & Economic Livelihoods

3. Establishment of Food gardens for household food supply as well as income generation through selling a surplus:
 - Have improved household food access
 - Provided some income from surplus in some sites
 - Water is major constraint in many sites (& fencing)
4. Establishing Smallholder farmers and providing extension support:
 - Big gap: Focus is on subsistence farming
 - Extension support poor (partnership with DAFF needed)
 - Re-settlement out of former homeland communal areas an option to be explored



Devon: Akwande Cooperative - failed crop production project



Dysselsdorp: NARYSEC recruits



Makhado: Matsila Community Development Trust- successful organic farming



Muyexe: Successful brick making cooperative



Moses Kotane: nonoperational brick making cooperative



Ratlou: Struggling goat farming project



Mhlontlo ward 2 Home Garden

Dysselsdorp Clinic food Garden



Muyexe: Poultry farming



Msinga Farmers



Findings and Conclusions: Goal 3 Meeting Basic Needs

Focus here on economic, social, cultural and ICT infrastructure

- **Economic Infrastructure:**
 - Adequate water supply remains a key challenge
 - Quality of roads remains poor- undermines growth of rural economies and local enterprises but very costly to address.
 - Electrification numerous positive impacts but uneven geographic distribution is negatively affecting social cohesion
- **Social Infrastructure:**
 - Positive influence on speeding up the delivery of RDP houses.
 - Functioning of Rural clinics still a severe challenge (e.g. lack of medical supplies, inadequate staffing, irregular opening hours, poor ambulance services, long queues).
 - Adult Basic Education and Training (ABET) centres / training key gap
 - Early Childhood Development (ECD) centres and Crèches: very positive benefits incl. skills training
- **Cultural Infrastructure:**
 - Much investment in Tribal offices: unclear impacts on improved livelihoods.
 - Sporting facilities beneficial impacts
 - Some facilities not functional (e.g. Sokhulumi library with no electricity)
- **ICT:**
 - Some good examples of functioning ICT centres. Helps youth find employment opportunities outside their communities.
 - Some ICT centres 'white elephants'. The E-RAP (information technology) Riemvasmaak dysfunctional for more than 6 months.

Findings and Conclusions: Goal 3 Meeting Basic Needs

Overall concerns:

- Infrastructure Maintenance
- Poor contractor monitoring and infrastructure quality
- Management / operations of facilities (e.g. ICT)



**Moses Kotane: Complete but nonoperational
Water reservoir**



Muyexe: RDP House

Abaqulusi: ECD Centre



Ratlou: ECD Centre



Findings and Conclusions: Goal 4 Land Reform

- Lack of access to land (mainly where communal land and municipal commonage land was involved) directly impacting on household food supply and ability to secure sustainable livelihoods.
- Beneficiaries poor plans for land & lack of farming skills
- Conflicts traditional authorities, insecure tenure undermines investment: policy vacuum communal land tenure policy
- Low community understanding of land reform processes, leasing approach, signed agreements etc.
- Conflicts Community Property Associations and beneficiaries- also strategic partners and beneficiaries



LOVTI Food Garden Dysselsdorp: Fairly successful land reform



Dysselsdorp: Houmoed Farm: Tobacco production

Dysselsdorp: Micro Farm



Findings and Conclusions: Goal 5 Reaching Target Population

- Some success reaching women, youth, elderly and the unemployed.
- Challenges targeting the disabled, people living with HIV/AIDS and child-headed households (also poor awareness of existing initiatives)
- Partnerships with NGOs require strengthening

CRDP Per Capita and Household Expenditure

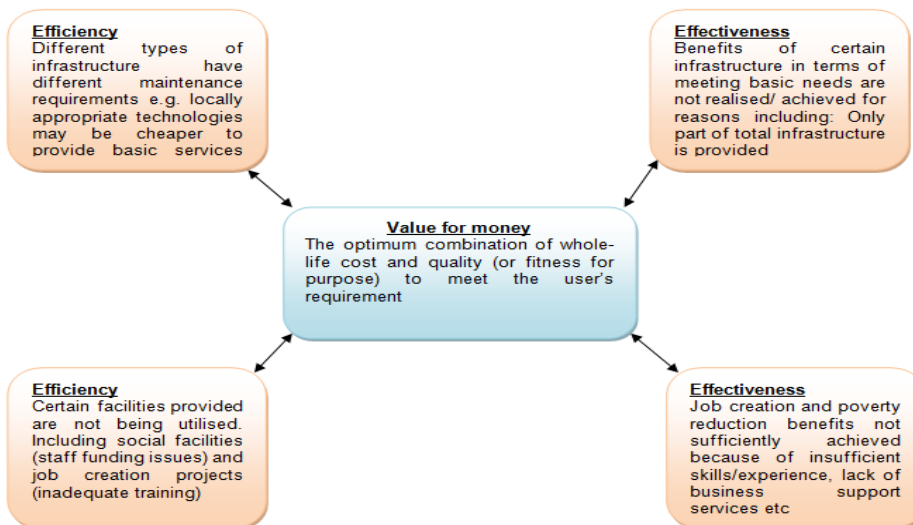
- Significant challenge to identify all CRDP expenditure from all 3 spheres
- Minimum total of R757 million was spent between July 2009-June 2012 in 18 sites (322,501 people). Total expenditure per site: average of R42 mil.
- Average CRDP per capita expenditure R3261/ person and R13,138/ household (highest site average R59,150/ household) (actual expenditure levels higher)
- Preliminary estimate cost to roll out the CRDP to all 2920 rural wards in South Africa at a similar level of expenditure 18 case studies is R61.5 bn

CRDP Expenditure & Value for Money

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

- 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.

CRDP Expenditure and Value for Money



CRDP: Selected Options to Improve VFM

- Improve integrated development planning processes to better address issues including the following:
 - Accurate scoping of agricultural potential re feasible crops / projects
 - Dependencies between and improved sequencing of projects & that adequate training and operational support plans are in place.
 - 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
- National norms and standard for the delivery of infrastructure in rural areas: allow quantification and costing to meet infrastructure backlogs in rural areas. Ensure that appropriate and affordable levels of service are provided.
- 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. Might focus on selected goods (e.g. fencing, boreholes etc.).
- Use cost-effective technologies that are simple to maintain e.g. water and energy Avoid large-scale bulk infrastructure solutions unless clear business case provided.



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Other Rural Development Programmes

- Rural development a long term process and rural development programmes implemented over decades (e.g. in China it has taken more than 50 years and it is still on-going) . The CRDP is still relatively new/ young and the key is to learn from what is not working well and strengthen the programme on an on-going basis.
- The CRDP is weak and undeveloped with respect to its approach to enterprise development and value chain development Strong training support programmes critical for value addition
- The CRDP is not as strong as it could be with regard to the strength of participation of local communities. On-going empowerment needed so community members themselves become drivers and implementers.
- Coordinated planning and implementation complex in South Africa, given the decentralised responsibilities of Provincial and municipal governments, than in some other more centralised countries where the national government plays key role in both planning and implementation



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Other Rural Development Programmes

- Key lesson areas identified:
 - Strengthen supplier market linkages to nearby urban areas/ markets/ retailers
 - Food procurement programme (including a training support component, networking, sharing best practices coops/ producers) for small scale farmers to supply / access government institutions
 - Intensify and localise practical R&D, agri-technology, and extension support systems (incl. mobile agri. Information)
 - Strengthen partnerships incl. local FET colleges, NGOs etc.
 - Renewable, low cost energy and water solutions key (bio-gas, solar, rain-water etc.)

Recommendations: four themes:

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

Institutional Arrangements: Provinces (1)

Strengthen Inter-Governmental Coordination and Integrated Planning and the Roles of Provincial Government through the following:

- Implementation Protocol Agreements between DRDLR and the Provinces to clarify / strengthen roles and responsibilities (ST):
 - Clear coordinating and championship role for the Offices of the Premiers
 - Clear championship roles and processes for MECs with a rural development function
 - Programme Management Unit arrangements
 - Clear roles and processes for the development of CRDP site Integrated Development Frameworks.
 - Clear roles and responsibilities for providing support to Councils of Stakeholders.
 - Designation of CRDP Project Managers within all implementing departments.
- Provincial Offices of the Premier to take a hands-on approach to coordination and monitoring (ST).
- DRDLR facilitate process with Provincial Governments to establish provincial 'Programme Management Units' (PMU) to improve CRDP project management, monitoring & reporting systems (ST/MT).
- DRDLR to develop a Guideline for the development of "Integrated Development Frameworks" (IDFs) for all CRDP sites The process for establishing IDFs could be driven by the offices of the premiers (ST/MT).

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Institutional Arrangements: Provinces (2)

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

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Strengthening Institutions: Local Level (3)

- Each CRDP site have full time 'CRDP project manager' & nominated by the technical committee (ST/MT).
- DRDLR to hold a national consultative conference with representatives of local government (including COGTA, SALGA, and individual municipalities) to discuss the concrete proposals to improve the participation of municipalities in the CRDP, including (ST) for e.g.:
 - 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.
 - CRDP projects and priorities need to be integrated into the municipal IDPs.
 - 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.

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Strengthening Institutions: Local Level (4)

- **DRDLR, in partnership with Provincial Governments, to put in place stronger support measures to strengthen the COS (ST/MT) for e.g.:**
 - a) A standard and improved TOR needs to be developed for the COS including clarifying its roles, responsibilities, rules (including regulations on community feedback and consultation), representation requirements (e.g. to include local business organisations and NGOs as partners) code of conduct and disciplinary measures, obligatory meeting schedule, clarifying its legal mandate and status as a NPO, and clear communication plans. The TOR needs to be widely distributed and COS representatives should be familiarised with the TOR through a series of workshops.
 - b) Each COS should be allocated operational funding by either national or provincial government
 - c) Community representatives from the COS need to be provided with a stipend for participating.
 - d) The COS should be furnished with permanent office space at the site.
 - e) Members of the COS from government departments should be at a senior managerial level with enough authority to take decisions.
 - f) The possibility of providing the COS with legal authority to enforce compliance by all stakeholders to CRDP principles should be urgently explored

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Improve the CRDP's Attainment of Objectives

Mobilising & Empowering Communities (1)

- A communication plan (managed by a designated communication officer) developed for each site (ST).
- A revised Theory of Change developed for the CRDP's community mobilisation and empowerment component showing a clear logic re how community empowerment will be developed at various levels and must inform program delivery improvements (ST).

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Job Creation Model & Support for Economic Livelihoods (2)

Skills development and job creation through NARYSEC, EPWP and CWP needs to be enhanced:

- Initiate a scoping study to investigate the feasibility of a job placement agency that focusses on placing NARYSEC recruits and possibly EPWP and CWP (coordinated with other departments re vacancies in the public sector) (ST/MT).
- Consider raising the NARYSEC stipend (current stipend R1320 per month) (ST/MT).
- Strengthen contractor management and monitoring mechanisms and processes incl. compliance with giving preference to local enterprises & local labour. Contractors closely monitored by CRDP site project managers (MT).

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Establish smallholder farmers & provide comprehensive extension support (w/ DAFF)

- Initiate scoping study: establishment of Food Procurement Programme (in partnership with DTI): facilitate access to institutional markets, such as schools, prisons and hospitals by purchasing products and foodstuffs directly from smallholder farmers and land reform settlements (ST/MT)

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Co-operative & Enterprise creation & value-chains:

- Facilitate formalisation of a clear and integrated strategy for supporting marketing cooperatives (rather than just primary cooperatives) in partnership with DAFF and DTI (MT).
- Provide funding for value chain pilot projects (possibly in partnership with DAFF and the dti) to test various value chain development approaches (MT).

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Improve the CRDP's Support for Basic Needs

- *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).
- 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 (MT).
- The CRDP should promote alternative technologies 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).

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Targeting Vulnerable Groups

- **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).**
- **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 (ST/ MT).**

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Improve the CRDP's Value for Money:

- **Effective development of Integrated Development Frameworks (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
- **DRDLR, with possible support from the Presidency, development of revised and more detailed Theories of Change (ST):**
 - Community Mobilisation and Empowerment
 - The CRDP Job Model (including value chain and enterprise development)

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Improve the CRDP's Value for Money:

- **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 (MT).
- **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.
- **Ensure that cost-effective technologies are used in rural areas that are simple to maintain, especially with respect to water and energy (MT)**

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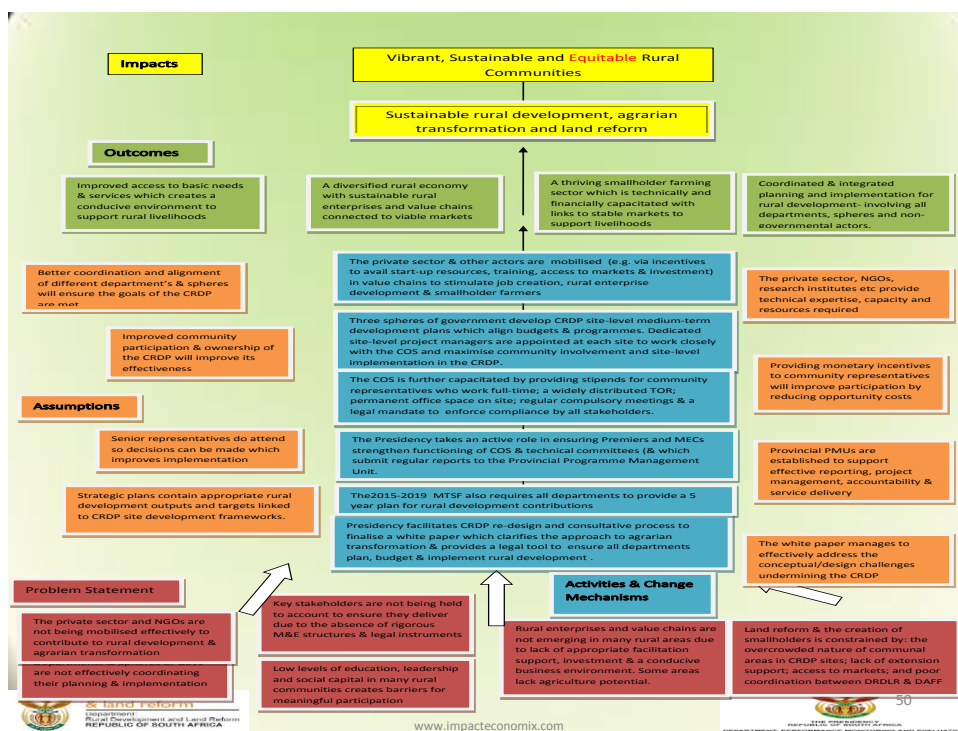
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Broader Recommendations to Promote Rural Development:

- Strengthen *horizontal coordination* to support rural development (MT);
- Establishing smallholder farmers and providing comprehensive extension support (with DAFF) (MT);
- Improving the CRDP's Role in Land Reform Processes in CRDP Sites (ST/ MT);
- Refine Government's Approach to Traditional Authorities and to Tenure Reform in Communal Areas (MT);
- Design and implement a Rural Land Reform Awareness Campaign (MT); and
- Develop stronger mechanisms for conflict resolution in rural areas (MT).

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