

**POLICY SUMMARY, EXECUTIVE SUMMARY &
OUTLINE:**

**IMPACT EVALUATION OF THE
COMPREHENSIVE AGRICULTURAL
SUPPORT PROGRAMME (FROM ITS
INCEPTION IN 2004 TO FEBRUARY 2013)**

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ABBREVIATIONS AND ACRONYMS

BATAT	Broadening Access to Agriculture Thrust
CASP	Comprehensive Agricultural Support Programme
DAFF	Department of Agriculture, Forestry and Fisheries
DoA	National Department of Agriculture
DPME	Department of Performance Monitoring and Evaluation
DRDLR	Department of Rural Development and Land Reform
EC	Eastern Cape Province
FS	Free State Province
FSP	Farmer Support Programme
GP	Gauteng Province
IFSS	Integrated Food Security and Nutrition Programme
ISRDS	Integrated Sustainable Rural Development Strategy
KZN	KwaZulu-Natal Province
LP	Limpopo Province
LRAD	Land Redistribution for Agricultural Development sub programme
MAFISA	Micro-Agricultural Financial Institutions of South Africa
MP	Mpumalanga Province
NC	Northern Cape Province
NW	North West Province
WC	Western Cape Province

Policy Summary

An impact evaluation of the Comprehensive Agricultural Support Programme (CASP) was commissioned by the Department of Performance Monitoring and Evaluation (DPME) in partnership with the Department of Agriculture, Forestry and Fisheries (DAFF). The main purpose of the evaluation was to determine whether CASP is achieving its policy goals. In particular, the evaluation was required to assess the impact of the Programme on livelihoods, market access, commercialisation and agricultural production.

Key policy findings are as follows:

- **CASP has made progress towards achieving some of its intended objectives (e.g. enhancing access to support services, increasing agricultural production, increasing income for beneficiaries, etc.), but insufficient progress has been made in promoting commercialisation, market access, employment and achieving food security.** Only 33% of all farms included in the evaluation are considered to be commercial. The majority of CASP farmers do not find it easier to access formal markets than prior to CASP. CASP has made a positive contribution to the food security situation of about half of its beneficiaries. Employment has increased after CASP participation on most projects: the average number of full-time employees per project before and after CASP was 11 and 16, respectively, while the average number of part-time workers rose from 6 to 14.
- **CASP is reaching most of the target groups but relatively few youth and disabled persons are involved in the programme.** These sections of the target population constitute only 14% and 3% of all participants in CASP, respectively.
- **Agricultural production, both crop and livestock, has increased after CASP.** However, the increase occurred only in certain products and parts of the country. Average production per farm for major crops such as maize, wheat and sugarcane increased in less than half the number of provinces covered in the evaluation. Significant increases were largely in vegetable and livestock production.
- **Although CASP has contributed to capacity building through skills transfer, the programme has made little contribution to building the capacity of the projects to be self-reliant.** Capacity building has not been adequate as some of the projects are still dependent on support from CASP despite many years of being assisted.
- **Access for farmers to support services, such as agricultural information, inputs, extension advice and training has increased after CASP.** However, some beneficiaries find the support inadequate, expenditure-led and not driven by the real needs of the farmers.
- **There is limited coordination of CASP within DAFF and the provincial departments of agriculture and the programme is not aligned to other government programmes (e.g. those of Department of Rural Development and Land Reform, Department of Water and Sanitation, etc.).** Within DAFF, there is lack of buy-in from key directorates.
- **The scope and coverage of CASP are too wide, resulting in resources being thinly spread.** This limits the effectiveness of the programme in achieving its intended objectives.

Recommendations for strengthening CASP are presented below. We wish to preface the recommendations by stating that **the most effective and efficient way to support farmers in South Africa is to overhaul and redesign all farmer support programmes and do away with existing silos of farmer support.** This should entail the establishment of a single programme of farmer support to replace the numerous programmes which currently exist.

- CASP should be institutionalised or mainstreamed within DAFF to ensure proper coordination and participation of directorates that should be playing key roles in the implementation of the programme.
- The current CASP funding approach of a wholesale grant should be discontinued. The approach does not only encourage a dependency syndrome but also promotes an entitlement mentality and limited commitment on the part of beneficiaries.
- The scope and coverage of CASP should be reduced to increase its effectiveness, with special emphasis on the commercialisation of small-scale agriculture.
- DAFF and provincial departments of agriculture should increase their efforts to promote market access and commercialisation.
- *CASP support should be extended to role players other than farmers within the agricultural value chain (e.g. local agro-processing).*
- *DAFF should endeavour to improve the involvement of youth, women and people with disabilities in CASP-supported projects, particularly in project management.*

Executive Summary

Background

The Comprehensive Agricultural Support Programme (CASP) was launched in 2004 to provide post-settlement support to targeted beneficiaries of land reform and other previously disadvantaged producers who acquired land through private means and engaged in value-adding enterprises. CASP is a schedule 4 conditional grant that seeks to enhance the provision of support services to promote and facilitate agricultural development with the emphasis on women, youth and the people with disabilities. CASP also targets improving the productivity and livelihoods of individuals in the following groups:

- the hungry (to improve food security);
- previously disadvantaged subsistence, emerging and commercial farmers (to reduce poverty and increase incomes); and
- entrepreneurs (to establish agribusinesses to increase sustainable employment).

CASP has six pillars, which aim at delivering comprehensive services to subsistence, smallholder and previously disadvantaged commercial farmers. They include:

- Information and knowledge and management;
- Technical and advisory assistance, and regulatory services;
- Marketing and business development;
- Training and capacity building;
- On- and off-farm infrastructure and production inputs; and
- Financial support, through the Micro-Agricultural Financial Institutions of South Africa (MAFISA).

CASP contributes to the achievement of the government's Outcome 7 of "comprehensive rural development and land reform"; outcome 4 of "decent employment through economic growth; and outcome 10 of "sustainable natural resources management".

An impact evaluation of CASP was commissioned towards the end of 2013 and undertaken in all nine provinces of South Africa during the first half of 2014. This report is based on the outcome of the impact evaluation undertaken in these provinces. In particular, the report focuses on addressing the following key evaluation questions:

- To what extent were the objectives of CASP achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- To what extent did the programme reach its appropriate target population?
- What impact has CASP had on livelihoods of the farmers and their households (food security, nutrition, income, skills, poverty)
- What impacts has CASP had on agricultural production, on production efficiency, and on access to markets by smallholder farmers?
- What impacts has CASP had on farmer development? How many farmers graduated (in increments) from subsistence to commercial?
- To what extent do beneficiaries receive an appropriate package of CASP and other agricultural services?
- To what extent do CASP services develop farmers' sense of self-reliance (not dependent on government grants) and capacity for on-going management and resilience?
- How can the results inform how CASP can be strengthened?

Main findings

- *Reaching of target population.* Although CASP is reaching most of its target groups, relatively few youth and disabled persons are involved in the programme. The situation has remained the same before and after CASP. With regard to the management of projects assisted by CASP, it is dominated by males and older citizens. About 71% of the 451 beneficiary project managers are male and only 7% fall within the youth category. The average age of project managers is 52 years. Youth and females are better represented in project ownership than in project management – 15% of project owners are in the youth category and 42% of project owners are female. All the 451 projects included in the evaluation are engaged in primary agricultural production. Participants in the agricultural value chain beyond farming,

who are part of the primary target population for CASP, are not benefitting from the programme. As regards the type of farmers assisted through CASP, the majority (70%) are emerging or commercial farmers. This is not unexpected as subsistence farmers were initially not part of CASP's target group.

- *CASP support and appropriateness.* The evaluation considered CASP support in the following areas related to the pillars of the programme: agricultural information, extension advice, training, infrastructure, agricultural inputs, and market access.

Access to **agricultural information** increased after CASP. About 70% of the respondents indicated that they had access to agricultural information before CASP whilst the proportion after CASP was 81%. As regards the appropriateness of the information, it was established that agricultural information tended to focus on production issues and less attention was paid to other types of information, such as marketing information. About 77% of the project managers are satisfied with the quality of information provided. However, only 58% of them indicated that the information provided was sufficient.

Access to services, such as **extension** and **training**, improved after CASP. About 84% of the project managers included in the evaluation indicated that they received extension services after CASP. This figure is 17% higher than the number of project managers who indicated receiving extension services before CASP. About 60% of the project managers mentioned that they received training before CASP compared to 77% after CASP.

The availability of both on-farm and social **infrastructure** improved after CASP. In the case of on-farm infrastructure, the largest improvement was recorded for chicken houses (8% before and 21% after CASP) whilst electricity infrastructure showed the largest improvement for social infrastructure (58% before and 75% after CASP). Therefore, provision of infrastructure is one of the areas in which CASP has made a significant contribution. However, there are many complaints related to the process of appointment of service providers and the quality of the infrastructure provided.

Overall, the availability of the various **inputs** increased after CASP. However, the difference between the proportion of respondents indicating input availability as good before and after CASP is small (ranges from 2% for electricity and 9% for seed). This suggests a slight improvement in the availability of the various inputs after CASP, although timeliness of their delivery and sufficiency are still a problem. The problem of receiving inputs late was also highlighted in the case studies and by government officials. Whilst 83% of the project managers were satisfied with the quality of the inputs, 43% found them insufficient. It is worth noting that some of the respondents (26%) receiving inputs never asked for them, although they found them useful for their farming operations.

A significant proportion of farmers who experienced problems with **market access** before CASP continue to experience these problems after CASP. About 67% of the respondents mentioned that accessing product markets is not easier after CASP. Therefore, market access facilitation is one area in which CASP performance is weak. In one of the case studies included in the evaluation, it was mentioned that market access actually decreased after participating in CASP. However, this does not mean that CASP was responsible for the decrease. Government officials also identified lack of market access as a constraint.

- *Impact on farmer development (commercialisation).* CASP has achieved little progress in terms of promoting commercialisation of the farms/projects. Using participation in the formal market as a proxy for commercialisation, only 33% of the farms can be considered to be commercial. The limited progress in commercialisation is linked to the failure of the programme to promote market access as indicated above. Furthermore, the programme's failure to include role players in the value chain beyond primary production has not helped to promote market access and commercialisation.
- *Impact on agricultural production.* Agricultural production, both crop and livestock, has increased after CASP. However, the increase occurred only in certain products and parts of the country. The average area cultivated for crops increased after CASP (from 8 ha to 14 ha). However, average production per farm for major crops such as maize, wheat and sugarcane only increased in less than half the number of provinces covered in the evaluation. Vegetables showed an increase after CASP in six provinces. As regards livestock production, the number of animals kept on CASP-supported projects increased significantly (by 296%) after CASP. The increase in livestock numbers occurred in all nine provinces but varied significantly.

- *Impact on livelihoods.* **Employment** on the projects included in the evaluation has increased after CASP: the average number of full-time employees per project before and after CASP was 11 and 16, respectively, while the average number of part-time workers rose from 6 to 14. The increase in employment is mainly among part-time employees and is concentrated in a few provinces (e.g. Western Cape). Based on the indicators of **food security** emphasising access to food, between 40% and 57% of the project managers indicated that food security improved after CASP. As regards **income**, the evaluation considered incomes of project managers and other beneficiaries within CASP. The income of both project managers and beneficiaries generated from CASP-supported projects has increased since their participation in CASP. The nominal monthly income of a project manager-beneficiary was 44% higher after CASP whilst that of an owner-beneficiary had risen by 36%.
- *Capacity building for on-going management and resilience (self-reliance).* CASP has made a positive but insufficient contribution to capacity building for on-going management and self-reliance through skills and knowledge transfer. The programme has imparted technical and farm management skills and knowledge to project managers and employees on the projects. The skills and knowledge are diverse and vary according to province. Project managers have benefitted more from skills and knowledge transfer than employees. On average, 64% of the project managers have benefitted from skills and knowledge transfer whilst employees on only 25% of the projects also benefitted. Areas in which capacity building is most insufficient include cultivar selection, livestock marketing, livestock disease control and produce marketing.
- *Achievement of objectives.* Whilst the programme has made progress in certain areas (e.g. enhancing access to support services, increasing agricultural production, increasing income for beneficiaries, etc.), insufficient progress has been made in achieving the intended objectives of promoting commercialisation, market access, food security and employment.
- *Factors influencing achievement of objectives.* The failure of CASP to achieve its intended objectives is attributable to several factors. However, the following were identified as key: There is limited coordination of CASP within DAFF and the provincial departments of agriculture and the programme is not aligned to other government programmes (e.g. those of DRDLR, Water and Sanitation, etc.). Within DAFF, there is lack of active participation of key directorates. Programme scope and coverage are too wide, resulting in support being thinly spread. Insufficient attention is given to marketing and commercialisation issues by DAFF and provincial departments of agriculture and the programme focuses on only one component of the value chain, agricultural production.

Policy Recommendations

A number of recommendations are made in this report to strengthen CASP. However, it is important to state that **the most effective and efficient way to support farmers in South Africa is to overhaul and redesign all farmer support programmes and do away with existing silos of farmer support.**

Some of the key recommendations are as follows:

- *CASP should be institutionalised within DAFF to inter alia ensure participation of directorates that should be playing key roles in the implementation of the programme.*
- *The implementation of the various pillars of CASP should be entrenched within the various directorates responsible for such services and supported with the necessary budgets and human resources.*
- *CASP should focus more on actions driving performance towards achieving outcomes, such as increasing employment and incomes.* The current approach is expenditure-driven. This will require integration of strategic programmes within DAFF and those of other actors within the agricultural sector.
- *National Treasury should facilitate the planning, alignment, coordination and integration of farmer support programmes between DAFF and other government departments, such as the Department of Rural Development and Land Reform to avoid duplication and/or wastage of public resources.*
- *The current CASP funding approach of a wholesale grant for on-farm infrastructure should be discontinued as it (a) encourages dependency and, thus, works against the objective of achieving sustainability; and (b) promotes an entitlement mentality and limited commitment on the part of beneficiaries.*

- *DAFF should endeavour to improve the involvement of youth, women and people with disabilities in CASP-supported projects, particularly in project management.*
- *The scope and coverage of CASP should be reduced to increase its effectiveness. CASP support should focus on the viability of the projects instead of the number of people assisted.*
- *DAFF and provincial departments of agriculture should increase their efforts to promote market access. This should involve provision of support to components of the agricultural value chain beyond production (e.g. agro-processing) and collaboration/partnerships with the private sector.*
- *DAFF should encourage provincial departments of agriculture to exchange lessons on their experiences in implementing CASP. This can involve good performing provinces extending support to poor performing ones through farmer-to-farmer exchange visits and exchange of management or business models.*

1. Introduction

An impact evaluation of the Comprehensive Agricultural Support Programme (CASP) was commissioned by the Department of Performance Monitoring and Evaluation (DPME) in partnership with the Department of Agriculture, Forestry and Fisheries (DAFF) during 2013. The evaluation was undertaken by Business Enterprises at University of Pretoria (Pty) Ltd. The main purpose of the evaluation was to determine whether CASP is achieving its policy goals. In particular, the evaluation was supposed to assess the impact of the programme on livelihoods (including incomes, food security, employment, etc.), market access, commercialisation and agricultural production. In addition to the above, the evaluation was supposed to make recommendations for strengthening CASP. In implementing the evaluation, data were collected from beneficiaries (in particular the managers) of CASP-supported projects and government officials in all provinces of the country. In addition, programmes similar to CASP in other countries were reviewed and lessons drawn for CASP.

1.1 Background to the intervention

Soon after attaining democracy in 1994, the Department of Agriculture (now, Department of Agriculture, Forestry and Fisheries) attached great importance to delivering effective agricultural support services to the agricultural community, particularly previously disadvantaged subsistence, emerging and commercial farmers. Its vision was to have a united and prosperous agricultural sector in South Africa.

Policy reforms formulated in the White Paper on Agriculture, the Broadening Access to Agriculture Thrust (BATAT) document, the Strauss Commission Report into the Provision of Rural Financial Services and the Strategic Plan for South African Agriculture reshaped the agricultural sector over the years and resulted in *inter alia*:

- the termination of a range of agricultural services and grants, largely due to the deregulation of agriculture and the virtual collapse of support services in communal areas; and
- a growing backlog between access to land and the delivery of services as the government's land reform programme gained momentum through redistribution and restitution (Department of Agriculture, 2001).

The reforms were implemented, often in an uncoordinated manner, through the Integrated Sustainable Rural Development Strategy (ISRDS), the Land Redistribution for Agricultural Development sub-programme (LRAD), the Integrated Food Security and Nutrition Programme (IFSS) and the National Landcare Programme. The Department of Agriculture and its major partners designed the Comprehensive Agricultural Support Programme (CASP) in order to ensure access to agricultural support and service delivery to the beneficiaries of land reform, farmers in communal areas and other vulnerable groups. CASP was introduced in 2003 (FAO, 2009) and launched in KwaZulu-Natal in 2004.

CASP initially focused on land reform beneficiaries. The programme was designed "To enhance the provision of support services to promote and facilitate agricultural development, targeting beneficiaries of the land and agrarian reform" (Department of Agriculture, 2004). The scope of CASP was later widened to include other previously disadvantaged producers who acquired land through private means and were engaged in value adding enterprises domestically or export.

CASP support was organised according to six 'pillars', which in due course were expressed as follows (Department of Agriculture, 2004):

- Information and knowledge management;
- Technical and advisory assistance, and regulatory services;
- Marketing and business development;
- Training and capacity building;
- On- and off farm infrastructure and production inputs; and
- Financial assistance (branded MAFISA).

CASP's target groups were also modified to include improving the productivity and livelihoods of individuals in the following categories (Department of Agriculture, 2004):

- The hungry and vulnerable;
- Household food producers;
- Beneficiaries of land and agrarian reform programmes; and
- Those operating within the macroeconomic environment.

CASP is a schedule 4 conditional grant that seeks to enhance the provision of support services that can promote and facilitate agricultural development, with emphasis on women, youth and people with disabilities (Department of Agriculture, undated). CASP also contributes to the achievement of the government's Outcome 7 of "comprehensive rural development and land reform"; Outcome 4 of "decent employment through economic growth"; and Outcome 10 of "sustainable natural resources management" (Department of Performance Monitoring and Evaluation, 2013).

Although CASP is meant to be a comprehensive programme, its implementation efforts in the past have focused mainly on infrastructure provision (Department of Agriculture, 2007; Public Service Commission, 2011). Among the challenges experienced in the implementation of CASP were (a) aligning budgets and systems between the then Department of Land Affairs, Department of Agriculture and provincial departments of agriculture; (b) implementing priorities with regard to infrastructure in the communal areas; (c) stepping up capacity building and technical advice for land reform beneficiaries; and (d) integrating the Agriculture Starter Pack into the Household Food Production Programme (Ministry of Agriculture and Land Affairs, 2006).

Since its inception in 2004/5 to 2012/13, CASP has supported 7448 projects and 408 467 beneficiaries, with a total budget allocation of R5.84 billion of which R5.08 billion was spent. The budget allocation for CASP for 2012/13 was R1.534 billion of which R1.26 billion was spent, covering 536 projects and 59286 beneficiaries. This translates to an annual average spending of R2.35 million per project and R21 253 per beneficiary for 2012/13 (Department of Agriculture, Forestry and Fisheries, 2013).

1.2 Purpose and scope of the implementation evaluation

The purpose of this evaluation is to assess whether CASP is achieving its policy goals. The evaluation focuses on the impact of CASP on its targeted beneficiaries in terms of the effects of the programme on production, marketing development, farmer development and livelihoods of the farmers and their households. The outcome of the evaluation will inform the strengthening of CASP.

The evaluation covers the period from the inception of the programme in 2004 through the end of the 2012/13 financial year. The assessment of CASP's impact is limited to beneficiaries within the agricultural sector, excluding forestry and fisheries. The evaluation covers all the nine provinces of South Africa.

2. Methods and procedures

This section outlines the methods and procedures adopted for the evaluation.

2.1 Data collection instruments

The respondents/stakeholders were classified into various categories, depending on their roles and responsibilities, and a data collection instrument was designed for each category. The categories and types of data collection instruments were as follows.

- a) **Project/farm management:** A structured questionnaire was administered to the managers of the farms/projects. (The 'managers' are beneficiaries who bear primary responsibility for management of the CASP-support projects or farms, as opposed to all beneficiaries whom we designate

'owners'.) The focus was on gathering data to enable a detailed analysis of the impact of CASP on the beneficiaries and their farming operations.

- b) **Provincial government officials:** An open-ended questionnaire was used for interviews with provincial government officials responsible for CASP. These included officials responsible for project facilitation and coordination. The main purpose of the interviews with provincial government officials was to gather information on process-related issues of CASP and to obtain their views on what can be done to enhance the effectiveness of the programme.
- c) **National government officials:** An open-ended questionnaire was used for interviews with both DAFF and National Treasury officials. DAFF officials included those responsible for CASP and others senior officials familiar with CASP. The purpose of the interviews with DAFF national government officials was to gather information similar to that obtained from provincial government officials, but from a national perspective. Interviews with National Treasury officials focussed on the financial aspects of CASP. An open-ended questionnaire was used for both categories of national government officials.
- d) **Case studies:** An open-ended questionnaire was specifically designed for interviews with managers of nine projects selected as case studies to gather additional data on the impact of CASP and to identify challenges experienced by farmers.

2.2 Project selection

Stratified sampling and purposive sampling were used to select the projects and respondents. Firstly, projects were stratified according to year of funding in each province. Each funding year was treated as a sub-population and random sampling was done independent of projects funded in other years. The number of funded projects in each province was converted to a percentage of the total number of projects implemented in each year. These proportions were then used to determine the actual number of projects to be selected in each year for each province, considering the original sample size of 440 projects. The projects were randomly selected within the sub-populations. Secondly, to ensure that the sample reflects the diversity of farm enterprises, the CASP pillars and the geographical distribution of projects within the district municipalities, purposive sampling was done. The type of project ownership was also taken into consideration to ensure that the different types of ownership are reflected in the sample. These methods ensured that projects from each sub-group/sub-population were included in the final sample.

Based on the above sampling methodology and criteria, all nine provinces were included for fieldwork. A total of 451 (i.e. 11 more projects than the original sample of 440) were included, representing 9% of the 4890 projects that were identified as having been assisted by DAFF through CASP during the period 2007/08 to 2011/12. This period was selected because it was the only period for which DAFF records on CASP projects were complete. Information on CASP projects before this period had many gaps. Therefore, the inclusion of projects implemented prior to 2007/08 would have complicated the sampling, based on the sampling criteria. Detailed information on the projects selected and included in the sample is provided in Table 1.

Table 1: Projects selected and visited by province

Province	CASP farms	Number of projects selected initially	Number of projects visited
Eastern Cape	639	58	65
Free State	579	52	54
Gauteng	975	88	87
KwaZulu-Natal	900	81	80
Limpopo	720	65	61
Mpumalanga	100	10	12
Northern Cape	170	15	20
North West	343	31	29
Western Cape	464	40	43
Total	4890	440	451

Face-to-face interviews were conducted with managers of the selected projects. The purpose of the interviews was to obtain data to gain a better understanding of the impact of CASP and to solicit the views of the project managers on the implementation of the programme.

2.3 Overview of key informant interviews

Key informant interviews were conducted in five provinces, namely, Limpopo, Mpumalanga, Gauteng, North West and Western Cape. The purpose of the interviews was to gather information on process related issues (e.g. conceptualisation, design and implementation of CASP) that might have had an effect on the impact of CASP.

The key informant interviews at the national level comprised of DAFF officials fully involved with CASP or those involved partially with some of the pillars. Other national government officials interviewed were from National Treasury. A total of 74 key informants were interviewed.

2.4 Overview of case studies

Nine projects were selected, one in each of the nine provinces. The projects were selected to include (a) both 'successful' and 'non-successful' farms; and (b) the different farm enterprises included in the evaluation. The use of a case study methodology enables a deeper understanding of issues which cannot normally be achieved through survey methodologies. Therefore, the main purpose was to gain a deeper insight into the challenges faced by farmers and how they are impacted by CASP. Including both 'successful' and 'non-successful' farms made it possible to obtain unbiased results and to identify factors responsible for failure or success of the projects. In this way, lessons can be drawn from the experiences of both types of project to inform the formulation of recommendations for improving the effectiveness of CASP.

2.5 Overview of the literature review

The literature review focused on establishing the nature of and lessons from agricultural support programmes in other countries that display characteristics similar to those of South Africa's agricultural support programmes, particularly, CASP. The intention is to understand how the programmes operate and to draw lessons for agricultural support programmes in South Africa, such as CASP. The review covered five countries (Brazil, China, Ghana, Kenya and Tanzania) and one region (Asia).

3. Results of the evaluation

This section presents and discusses the outcome of the evaluation according to the evaluation questions.

3.1 Reaching the target population

Evaluation question: To what extent did the programme reach its appropriate target population?

An important aspect addressed in the impact evaluation involved determining the extent to which CASP reached its appropriate target population. The target population is described as the hungry and vulnerable, previously disadvantaged subsistence, emerging and commercial farmers, and entrepreneurs, with emphasis on women, youth and people with disabilities. The target population includes only those who are in agriculture, excluding aquaculture and forestry.

a) Youth involvement

Youth involvement in the projects included in the evaluation was assessed on two levels: project management (only project managers) and project ownership (all beneficiaries, including project managers).

Table 2 shows the share of project managers who qualify as youth, juxtaposed with the share of all owner-beneficiaries who are youth. For project managers, the overall share who are youth is 7%,

whereas for owners in general the share is 15%. While there is some degree of variation across provinces, the general pattern is that youth are better represented among owners than among project managers.

Table 2: Proportion of manager-beneficiaries and owner-beneficiaries who are youth

	Share of managers who are youth (%)	Share of owners who are youth (%)
Eastern Cape (n=65)	4.6	12.7
Free State (n=54)	3.7	15.7
Gauteng (n=85)	9.5	15.0
KwaZulu-Natal (n=79)	7.6	9.4
Limpopo (n=61)	9.8	14.7
Mpumalanga (n=12)	0.0	9.1
North West (n=29)	10.3	23.3
Northern Cape (n=20)	5.0	8.8
Western Cape (n=43)	7.0	20.1
Total (n=448)*	7.2	14.9

*Missing data=3

b) Female representation

Only 29% of the project managers are female. This means that project managers are predominantly male (Table 3).

Table 3: Number and percentage of females in project management and ownership

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Project management	n	11	16	37	15	21	1	12	7	11	131
	%	16.9	29.6	42.5	18.8	34.4	8.3	41.4	35	25.6	29
Project ownership	n	627	232	214	539	209	166	88	1027	1526	4703
	%	34.5	47.4	37.7	41.6	40.5	35.2	29.7	62.6	38.1	41.8

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

As regards female representation in project ownership, Table 3 indicates that the proportion of female beneficiaries is about 42%. This suggests that, on average, there are more male beneficiaries than female. **The above figures suggest that, whilst the majority of project owners are male, females are better represented in project ownership than in project management.**

c) Representation of people with disabilities

People with disabilities constitute about 3% of project owners. This is 4.5% lower than the average proportion of people with disabilities in South Africa of 7.5% (Stats SA, 2011). **People with disabilities are not adequately represented in project ownership as their proportion is lower than the national average of people with disabilities.**

d) Changes in composition of project ownership by gender, youth involvement and people with disabilities

The proportion of beneficiaries within the youth category before CASP participation was about 16% and this dropped slightly to about 15% after CASP participation (Table 4). Before CASP participation, females constituted about 43% of the beneficiaries and the proportion was about 42% after CASP participation. As regards the proportion of beneficiaries with disabilities, they constituted about 3% before and after CASP participation.

The above suggest that the representation of youth, females and people with disabilities in project ownership has remained almost the same before and after participation in CASP.

Table 4: Number and percentage of project owners (beneficiaries) by gender, youth and disability before and after CASP participation

	Male Owners	Female Owners	Youth Owners	Disabled Owners	Total	% Male	%Female	%Youth	%Disabled
Before CASP	4983	5604	2098	404	13089	38.1	42.8	16.0	3.1
After CASP	4510	4703	1679	371	11263	40.0	41.8	14.9	3.3

e) Subsistence, emerging and commercial farmers

Table 5 provides information on the projects/farms included in the evaluation by type of land tenure. This is meant to provide an indication of the type of farmers assisted through CASP (i.e. whether CASP is reaching subsistence, emerging and commercial black farmers).

About 30% of all projects included in the evaluation are on traditional (permission to occupy) land. The rest of the farms are either privately owned (40%) or leased from the state (18.8%), leased from private owner (8.9%) or the land tenure status is unknown (0.2%).

Permission to occupy is the dominant form of tenure in Eastern Cape (60%), Limpopo (46%) and Free State (33%). This is linked to the historical past of having homelands where land was predominantly under traditional leadership in the above provinces. Leasing of state land was most predominant in Gauteng (33%), Free State (31%) and Northern Cape (25%).

Table 5: Number and percentage of projects by type of land ownership/tenure (n=451)

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Freehold/Private ownership	n	17	16	46	37	18	8	14	10	15	181
	%	26.2	29.6	52.9	46.3	29.5	66.7	48.3	50.0	34.9	40.1
Permission to occupy	n	39	18	6	34	28	2	5	5	0	137
	%	60.0	33.3	6.9	42.5	45.9	16.7	17.2	25.0	0	30.4
Leased from the State	n	9	17	29	6	11	2	6	5	7	92
	%	13.8	31.5	33.3	7.5	18.0	16.7	20.6	25.0	16.3	18.8
Leased from private owner	n	0	3	6	2	4	0	4	0	21	40
	%	0	5.6	6.9	2.5	6.6	0	13.8	0	48.8	8.9
Do not know	n	0	0	0	1	0	0	0	0	0	1
	%	0	0	0	1.3	0	0	0	0	0	0.2
Total	n	65	54	87	80	61	12	29	20	43	451
	%	100	100	100	100	100	100	100	100	100	100

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

On average, 30% of all the farmers included in the evaluation may be classified as subsistence farmers. The remaining 70% of the farmers may be categorised as emerging or commercial farmers. **Therefore, it can be concluded from the above that most of the farmers (70%) covered in the evaluation are either emerging or commercial farmers.**

3.2 CASP support and appropriateness

Evaluation question: To what extent do beneficiaries receive an appropriate package of CASP and other agricultural services?

a) *Agricultural information*

Through one of its pillars, CASP seeks to improve the beneficiaries' level of information and knowledge management. Table 6 provides information on access to agricultural information before and after CASP. Overall, access to agricultural information improved after CASP. About 70% of the respondents indicated that they had access to agricultural information before CASP whilst the proportion after CASP was 81%.

Table 6: Percentage of farmers with access to agricultural information and those indicating the usefulness and sufficiency of information received since CASP participation

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Received agricultural information	Before CASP	63.1	75.9	75.9	50	85.2	66.7	79.3	70	67.4	69.6
	After CASP	75.4	88.9	87.4	67.5	85.2	91.7	75.9	80	88.4	81.2
Found information useful		83.7	85.4	90.8	90.7	82.7	81.8	100	87.5	97.4	88.8
Found information sufficient		61.2	60.4	56.6	53.7	55.8	45.5	54.5	37.5	76.3	57.9

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

Agricultural information was found useful for farming operations by most respondents (89%). Despite the usefulness of agricultural information received by beneficiaries, such information was considered sufficient by only about 58% of the respondents (Table 6). As regards the type of information received after CASP, the majority of the respondents (89%) indicated that they received production-related information.

Further analysis shows that in terms of the level of satisfaction with agricultural information received, more than 77% of the respondents indicated that their satisfaction level was medium (3) to high (5) on a scale of low to high (1-5). Although the majority of respondents indicated that their level of satisfaction was medium to high, in some provinces (Limpopo and Mpumalanga) 36% and 50% of the respondents, respectively, indicated that their level of satisfaction was low (1-2).

It can be concluded from the above that access to agricultural information improved after CASP and most respondents have found the information useful. Furthermore, most of the information provided was production-related and less emphasis was given to the provision of market-related information. A large proportion (77%) of the respondents indicated that their level of satisfaction with the information received was medium to high. However, only 58% of the respondents indicated that the information provided was sufficient, indicating a large unmet need for further information.

b) *Extension and advisory services*

An important aspect of CASP involves capacity building through the provision of extension services and training on various aspects of farming. This section provides an assessment of what has been done to capacitate farmers through extension advice.

CASP seeks to empower beneficiaries through the provision of technical and advisory services. To assess CASP's performance and contribution towards this goal, project managers were asked to indicate whether they received extension services before and after CASP, and their responses are presented in Table 7. Although the responses varied from province to province, overall, the proportion of respondents receiving extension advice was higher after CASP. About 67% of the farmers received extension advice before CASP and the proportion was 84% after CASP.

The proportions of respondents receiving extension advice in all the provinces were higher after CASP. These proportions exceeded those before CASP by between 3% in Limpopo and 30% in Western Cape. **These figures suggest that more farmers/projects received extension advice after CASP, although there were variations among the provinces.**

Table 7: Number and proportion of farmers receiving extension advice before and after CASP

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Before CASP	n	37	36	73	45	50	4	23	11	25	304
	%	56.9	67.9	83.9	56.3	82	33.3	79.3	55	58.1	67.4
After CASP	n	54	50	78	59	52	7	25	17	38	380
	%	83.1	92.6	89.7	73.8	85.2	58.3	86.2	85	88.4	84.3

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

c) Training

Table 8 provides information on training received by farmers before and after CASP. Overall, a higher proportion of farmers received training after CASP than before. About 60% of the project managers indicated that they received training before CASP compared to 77% after CASP.

Table 8: Number and proportion of farmers receiving training before and after CASP participation

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Before CASP	n	28	30	64	45	41	5	22	10	24	269
	%	43.1	43.3	73.6	56.3	67.2	41.7	75.9	50.0	55.8	59.8
After CASP	n	46	45	71	64	43	4	24	17	35	349
	%	70.8	83.3	81.6	80.0	70.5	33.3	82.8	85.0	81.4	77.4

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

It can be concluded from the above that, despite variations among provinces, training provided to farmers increased after CASP

d) Agricultural inputs

Through the on-farm and off-farm infrastructure pillar, CASP seeks to provide production inputs to beneficiaries. The availability of inputs to beneficiaries has a major effect on agricultural production. Therefore, it is worth looking at the impact of CASP on the availability of agricultural inputs prior to considering the impact of the programme on agricultural production.

Table 9 provides information on the number and proportion of beneficiaries who received assistance from CASP in the form of inputs. On average, about 61% of the respondents indicated that they received input assistance from CASP.

Of those CASP beneficiaries who received production inputs, about 74% of them indicated that such inputs were asked for. Although 26% of the respondents indicated that they never asked for the inputs received, about 93% of them found the inputs necessary for their farming operations.

In terms of **sufficiency** of the inputs received, about 57% of the respondents indicated that the inputs were sufficient.

The respondents were asked to indicate whether the **quality** of inputs received was satisfactory. About 83% of the respondents were satisfied with the quality of inputs received.

As regards **timeliness** of input availability, about 67% of the respondents received the inputs on time. This means that, for 33% of the respondents, inputs arrived late. The late arrival of inputs has a negative impact on farming operations, particularly for grain farmers.

Table 9: Number and proportion of farmers who received input assistance from CASP

		EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Request for input support (n=277)	n	28	29	34	37	19	2	12	11	33	205
	%	93.3	80.6	52.3	68.5	70.4	50.0	80.0	91.7	97.1	74.0
Receipt of input support (N=451)	n	30	36	65	54	27	4	15	12	34	277
	%	46.2	66.7	74.7	67.5	44.3	33.3	51.7	60.0	79.1	61.4
Necessity of inputs (n=277)	n	29	32	58	53	24	2	14	12	34	258
	%	96.7	88.9	89.2	98.1	88.9	50.0	93.3	100.0	100.0	93.1
Sufficiency of inputs (n=277)	n	22	16	42	29	9	1	7	7	26	159
	%	73.3	44.4	64.6	53.7	33.3	25.0	46.7	58.3	76.5	57.4
Satisfaction with input quality (n=277)	n	24	31	49	47	20	2	13	12	31	229
	%	80.0	86.1	75.4	87.0	74.1	50.0	86.7	100.0	91.2	82.7
Timely availability of inputs(n=277)	n	24	23	39	33	16	2	8	12	29	186
	%	80.0	63.9	60.0	61.1	59.3	50.0	53.3	100.0	85.3	67.1

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

To get an indication of whether the availability of specific production inputs improved after CASP, the respondents were requested to provide an assessment of their availability before and after CASP. The results are presented in Figure 1.

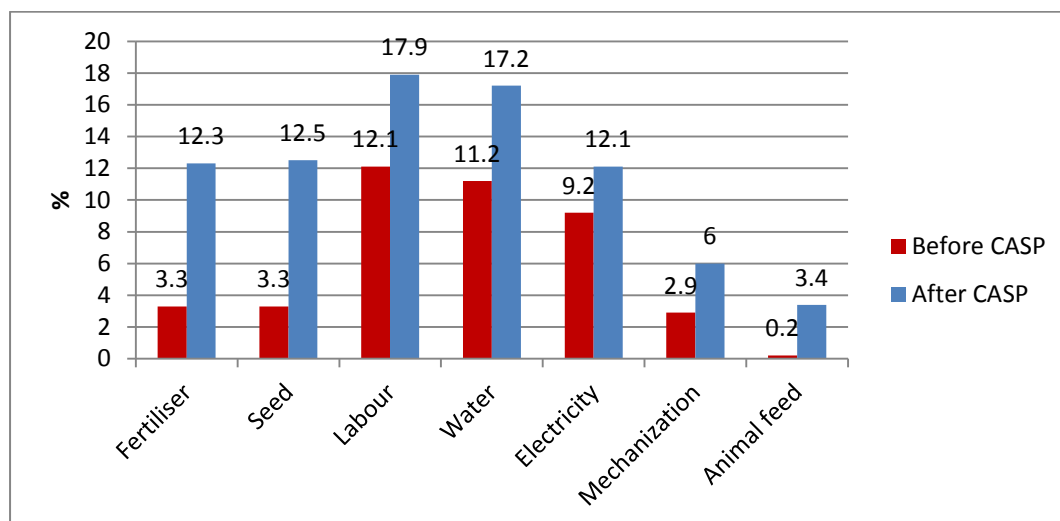


Figure 1: Proportion of farmers who considered input availability as good (n=277)

Overall, the availability of the various inputs increased after CASP. However, the difference between the proportion of respondents indicating input availability before and after CASP is small. This suggests a slight improvement in the availability of the various inputs after CASP, although timeliness of their delivery and sufficiency are still a problem. It is worth noting that some of the respondents (26%) receiving inputs never asked for them, although they found them useful for their farming operations.

e) *Market access facilitation*

When asked if access to markets for their products was facilitated through CASP, the project managers responded as in Figure 2. Only 13% of the respondents indicated that CASP facilitated their access to output markets. Of the respondents who indicated that CASP facilitated their access to markets, 75% indicated that the facilitation was in terms of market identification while 59% mentioned it was through linkage to markets (not shown in Figure 2).

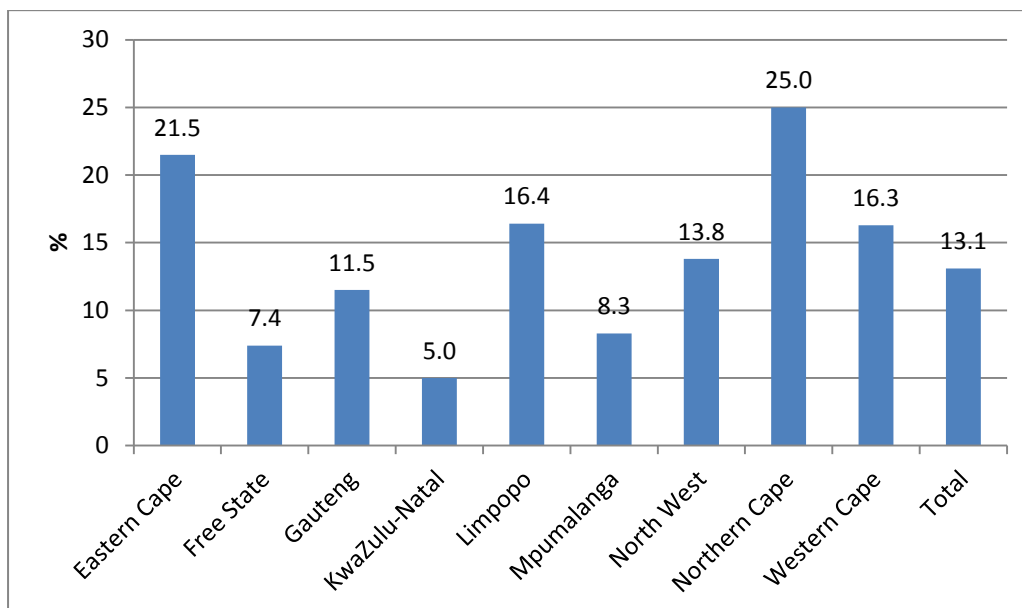


Figure 2: Proportion of farmers who indicated that CASP facilitated market access (n=451)

CASP has not achieved much success in terms of facilitating access to output markets as only 13% of the respondents indicated that the programme assisted them to access markets. This is a serious shortcoming of the programme, especially when it is considered that the literature review in this study emphasises the importance of market access for the success of agricultural support programmes.

f) Infrastructure

Information on **on-farm production infrastructure** before and after CASP is presented in Figure 3. The proportion of respondents having on-farm production infrastructure was higher after CASP than before for the following infrastructure categories: chicken houses, piggery structures, hydroponic tunnels and shade nets. The largest increase in the proportion of respondents with on-farm production infrastructure after CASP was for chicken houses, rising from 8% before to 21% after CASP.

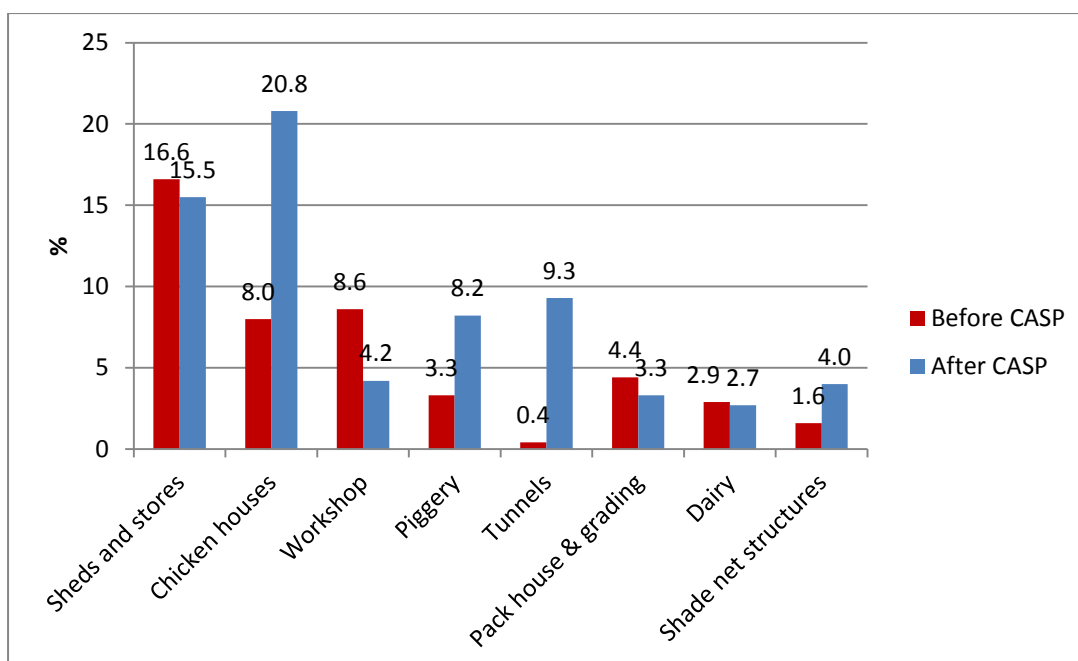


Figure 3: Proportion of projects with on-farm production infrastructure before and after CASP

There is further evidence to show that between 76% and 92% of the projects with the following infrastructure after CASP participation indicated that the infrastructure was provided through CASP: sheds and storage places, pack houses, dairy and piggery infrastructure, hydroponic tunnels, chicken houses, fencing, and shade netting.

The provision of **social infrastructure** on the farms contributes directly to the livelihoods of the beneficiaries as well as the workers on the farms. An assessment of the availability of such infrastructure on CASP-assisted farms before and after CASP is presented in Table 10.

Table 10: Number and percentage of farmers with social infrastructure on their projects before and after CASP

		Sanitation	Electricity	Domestic water
Before CASP	n	288	263	276
	%	63.9	58.3	61.2
After CASP	n	340	340	340
	%	75.4	75.4	75.4

About 75% of the respondents mentioned that they had **sanitation**-related infrastructure on their farms compared to 64% before CASP. In the case of **electricity** infrastructure, 58% of the respondents had electricity before CASP and the proportion increased to 75% after CASP. The proportion of projects with **domestic water** before CASP was 61% compared to 75% after CASP.

The above figures suggest an improvement in the availability of both on-farm and social infrastructure after CASP. In the case of on-farm infrastructure, the largest improvement was recorded for chicken houses whilst electricity infrastructure showed the largest increase for social infrastructure. Therefore, provision of infrastructure is one of the areas in which CASP has made a significant impact. However, there are many complaints related to the process of appointment of service providers and the quality of the infrastructure provided. This was also one of the findings of the 2007 review of CASP (Department of Agriculture, 2007). Improved access to infrastructure also arises from the fact that CASP initially focused on provision of infrastructure.

3.3 Development of farmers' sense of self-reliance

Evaluation question: To what extent do CASP services develop farmers' sense of self-reliance (not dependent on government grants) and capacity for on-going management and resilience?

Capacity building for farmers is one of the prerequisites for good farm management and development of self-reliance. It is against this background that training and capacity building has been adopted as one of the pillars of CASP. Capacity building for farmers on CASP projects occurs largely through skills transfer. This is supposed to help farmers farm and manage their farms better and, eventually, enable them to be self-reliant and manage risks related to farming.

To determine whether CASP has contributed to knowledge and skills transfer to beneficiaries, the project managers were asked to indicate whether they benefitted from any skills and knowledge transfer provided through CASP.

About 64% of the respondents indicated that they benefitted from skills and knowledge activities provided through CASP. The Public Service Commission evaluation of CASP also found that 72% of the beneficiaries in the four provinces covered in the evaluation received training (Public Service Commission, 2011).

Skills transfer needs to occur among both project managers (beneficiaries) and employees for the project to be successful. Therefore, the respondents were also requested to indicate whether both project managers and employees on the projects benefitted from skills transfer in specific areas of farming and farm management.

Areas in which skills transfer to both project managers and employees occurred included farm planning, project finance management, equipment operation, fertiliser and herbicide application, selection of cultivars, animal disease control, product marketing, project/farm management, bookkeeping, and conflict resolution.

CASP has imparted technical and farm management skills and knowledge to project managers and employees on the projects. The skills and knowledge are diverse and vary according to province. It is clear that project managers have benefitted more from skills and knowledge transfer than employees. On average, 64% of the project managers have benefitted from skills and knowledge transfer whilst employees on only 25% of the projects also benefitted. It can be concluded that CASP has made a positive contribution to capacity building for on-going management and self-reliance through skills and knowledge transfer, however, there are some areas in which capacity building has been insufficient, such as cultivar selection, livestock marketing, livestock disease control and produce marketing. Case studies reviewed in this evaluation also suggest that capacity building has not been adequate as some of the projects are still dependent on support from CASP despite many years of being assisted.

3.4 Impact on agricultural production

Evaluation question: What impacts has CASP had on agricultural production and production efficiency?

This section focuses on the impacts of CASP on agricultural production. The impact of CASP on agricultural production is assessed in terms of area cultivated and quantity of crops and livestock before and after CASP.

a) Crop production

Figure 4 provides information on area cultivated before and after CASP for farmers who indicated having cultivated a crop and were able to provide the requested information. Some of the farmers who cultivated crops did not know the land area cultivated and, therefore, were excluded from the analysis.

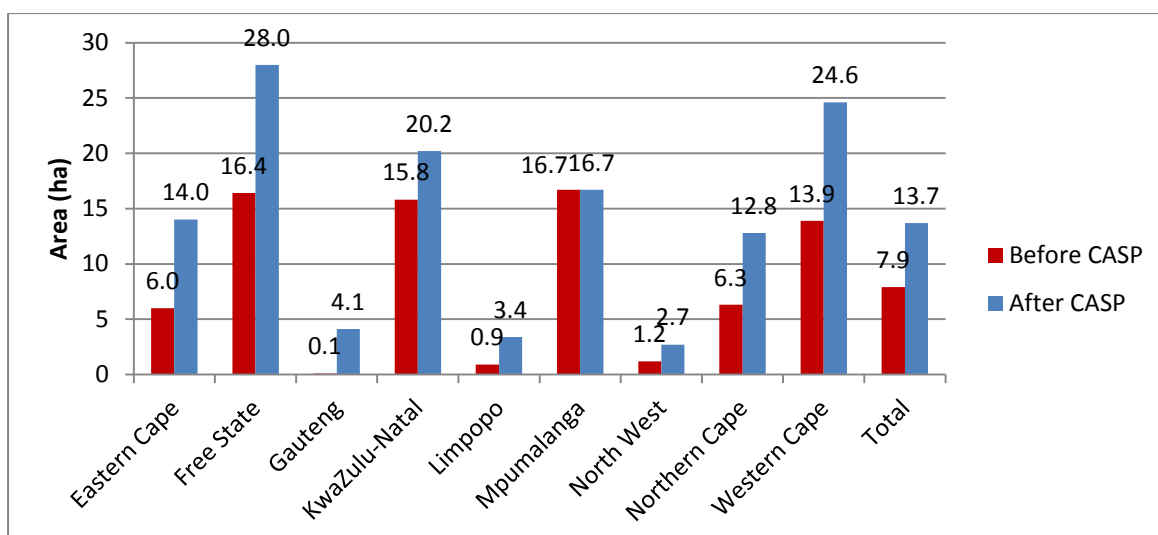


Figure 4: Mean area cultivated before and after CASP (hectares)

The average area cultivated before CASP in all nine provinces was about eight hectares before CASP and this increased to 14 hectares after CASP. These figures suggest that the average area cultivated increased after CASP. The average area cultivated before and after CASP for most crops was generally small and did not change much after CASP. The only crops with a relatively large average area cultivated before and after CASP were maize in the Free State, sugarcane in KwaZulu-Natal and vegetables in Mpumalanga.

Table 11 provides information on crop production before and after CASP in the various provinces. Although there were difficulties in quantifying production, the figures provide some indication of the changes that occurred in agricultural production since the beneficiaries participated in CASP.

As regards maize, average production per farm increased after CASP in Eastern Cape, Free State, Gauteng and Northern Cape, while it decreased in KwaZulu-Natal and Limpopo. (There was no maize production in the two periods in Mpumalanga, North West and Western Cape.) There was an increase in the production of wheat per farm after CASP in the Free State and a decrease in the Western Cape. In the case of sugarcane, there was a significant increase in production per farm in KwaZulu-Natal after CASP.

In the case of vegetable production, Table 11 shows an increase in production per farm after CASP in six provinces, namely, Eastern Cape, Gauteng, KwaZulu-Natal, Limpopo, North West and Western Cape. As regards fruit production, average apple production per farm was higher after CASP in Eastern Cape and Western Cape.

Table 11: Change in average crop production after CASP (%)

Province	Maize	Sugarcane	Citrus	Macadamia	Beans	Vegetables	Sunflower	Lucerne	Wheat
EC	11438					1183			
FS	3463				-100	0		New	New
GP	7796		-1	-100	3100	1113	New		
KZN	-2	1168				New			
LP	-21			-61	2	4217			
MP									
NW						115	New		
NC	New							-15	
WC						400			-90

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province; 'New' indicates that the crop was not produced by the beneficiaries in the province before CASP and, therefore, no percentage change can be calculated.

b) Livestock production

Table 12 provides an indication of the number of various types of livestock owned by CASP beneficiaries before and after CASP intervention. Livestock numbers of all types increased by 296% after CASP. The largest increases were in sheep (508%), broilers (377%), ostriches (267%), goats (143%) and other livestock (1782%).

Table 12: Total number of livestock before and after CASP participation

	Cattle	Goat	Sheep	Broiler	Layer	Pig	Ostrich	Other	All
Before CASP	8691	2103	4476	41855	7113	2560	505	62	67365
After CASP	14601	5108	27198	199558	12749	4658	1855	1167	266894
% Increase	68	143	508	377	79	82	267	1782	296

The number of livestock increased in all provinces after CASP. Provinces showing significant increases are Mpumalanga (7492%), Limpopo (908%), Eastern Cape (598%) and Free State (308%).

Based on the above figures, it can be concluded that the area cultivated for crops increased after CASP (from 8 ha to 14 ha). However, average production per farm for major crops such as maize, wheat and sugarcane only increased in some of the provinces covered in the evaluation. Vegetables showed an increase after CASP in six provinces. As regards livestock production, the number of animals kept on CASP-supported projects increased significantly (by 296%) after CASP. The increase in livestock numbers occurred in all nine provinces but varied significantly.

3.5 Impact on market access

Evaluation question: What impacts has CASP had on access to markets for smallholder farmers?

As one of its pillars, CASP seeks to improve beneficiaries' access to markets. This is to ensure that the viability of the various enterprises on CASP-supported farms is improved and to increase their level of commercialisation. This section aims at establishing whether farmers participating in CASP have better access to markets (than before their participation) for their produce and to gain an understanding of some of the challenges experienced in marketing their products.

Figure 5 provides an indication of whether farmers have had easier access to markets since their participation in CASP. Overall, 37% of all respondents mentioned that access to markets has been easier since their participation in CASP. The proportion of the respondents indicating that marketing of their produce has been easier after CASP ranged from 25% in Mpumalanga to 56% in Western Cape. These figures imply that, for most farmers (63%), marketing their products has not improved after CASP.

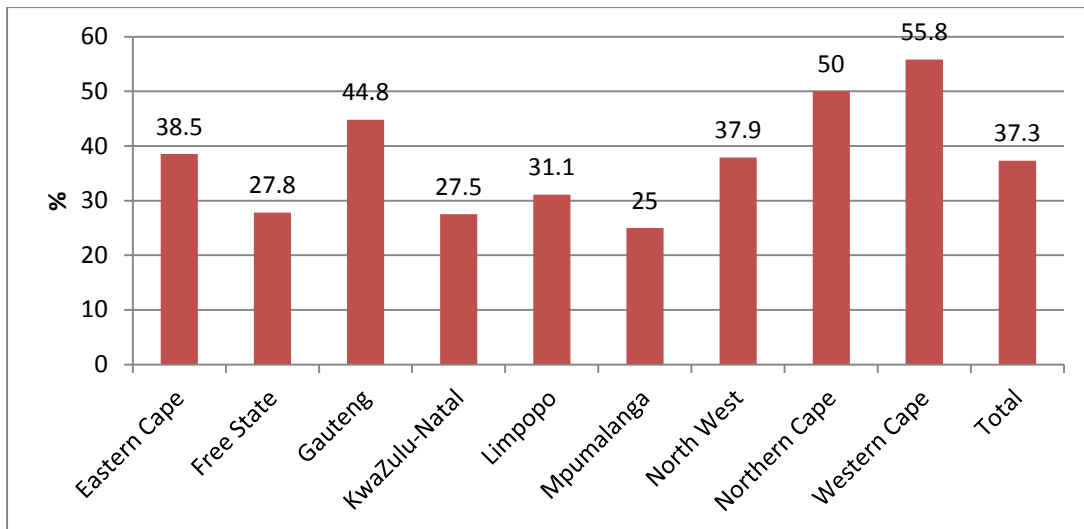


Figure 5: Proportion of farmers indicating ease of market access since CASP participation (n=451)

Despite this evidence that CASP has contributed to beneficiaries' ease of market access, many farmers participating in CASP still experience problems with the marketing of their products. Figure 6 provides information on the proportion of respondents experiencing marketing challenges before and after CASP by province. Overall, the proportion of respondents experiencing marketing challenges was lower after CASP. About 47% of the respondents mentioned that they experienced marketing challenges after CASP. The proportion of respondents who experienced marketing challenges before CASP is 53%. This is a decrease of 6% in the proportion of respondents who experienced marketing challenges after CASP. All provinces, except Mpumalanga, experienced a decrease in the proportion of respondents who experienced marketing challenges after CASP. North West and Northern Cape experienced the largest decrease in the proportion of respondents experiencing marketing challenges after CASP (17% and 15%, respectively).

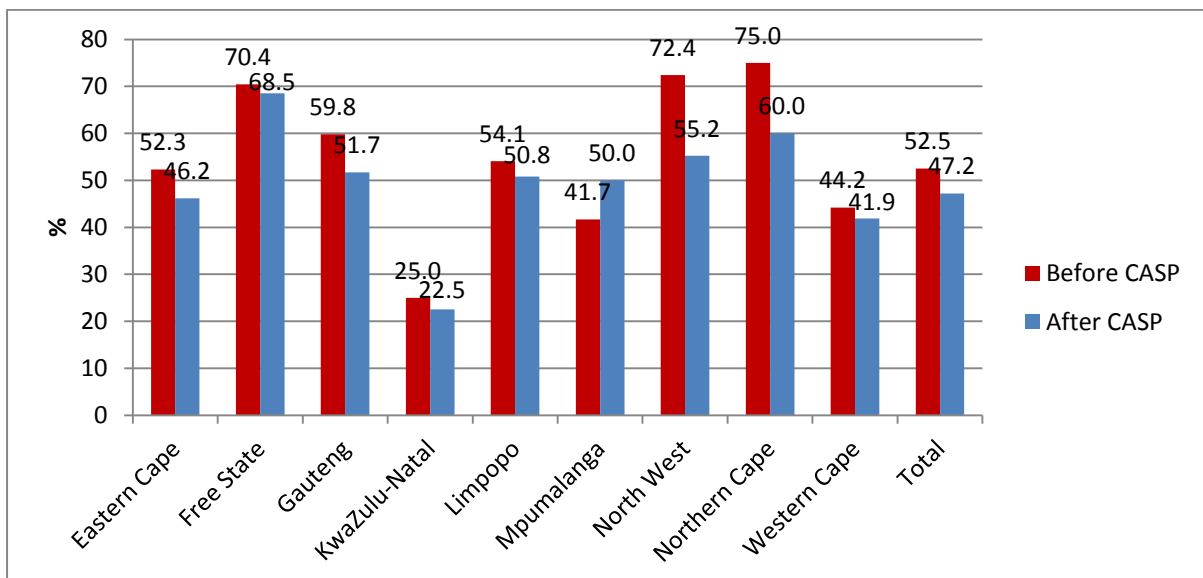


Figure 6: Percentage of farmers who indicated facing marketing challenges before and after CASP participation, by province

It can be concluded that a significant proportion (47%) of farmers who experienced problems with market access before CASP continue to experience these problems. Case studies reviewed in this evaluation also indicate that farmers still experience marketing challenges. The main problems are related to accessing formal markets.

3.6 Impact on livelihoods

Evaluation question: What impact has CASP had on livelihoods of the farmers and their households (e.g. food security, nutrition, income, skills and poverty)?

This section aims to determine the impact of CASP on the livelihoods of beneficiaries (project managers and other project owners) and their households. This was addressed by considering (i) the incomes (salaries) of beneficiaries before and after CASP; (ii) the views of project managers on changes in indicators of household food security from before to after CASP; and (iii) the number of employees on the projects before and after CASP.

a) Income

CASP is supposed to have a positive impact on the income levels of beneficiaries on the supported projects. Higher incomes from the projects should also benefit their households and surrounding communities through spill-over effects.

Figure 7 provides an indication of CASP's contribution to the incomes of project managers included in the evaluation. The mean nominal salary of a project manager before CASP was R1035 and rose to R1488 after CASP. The corresponding maximum salaries for a project manager for the two periods were R45000 and R53345 per month. Incomes of project managers were higher in all provinces after CASP, except in Mpumalanga. **These figures suggest that incomes of project managers increased after CASP, although the figures do not take inflation into account.**

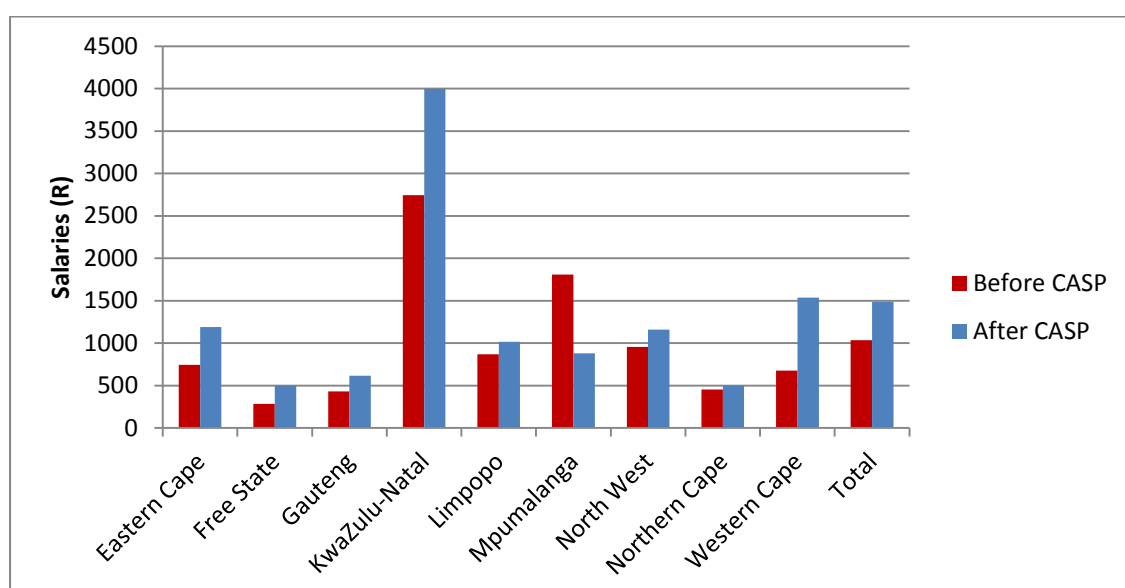


Figure 7: Project managers' mean monthly salaries (R)

Information on the salaries of project beneficiaries other than project managers is presented in Figure 8. The average nominal monthly salary of a project beneficiary has increased by 36% after CASP (before- and after-CASP monthly salaries were R497 and R672, respectively). The average monthly salary of a beneficiary after CASP ranged from R153 in Northern Cape to R1338 in Western Cape. In all provinces, except Northern Cape, the average monthly salary of a beneficiary was higher after CASP.

Overall, monthly incomes of beneficiaries increased after CASP, although there is a large variation between provinces.

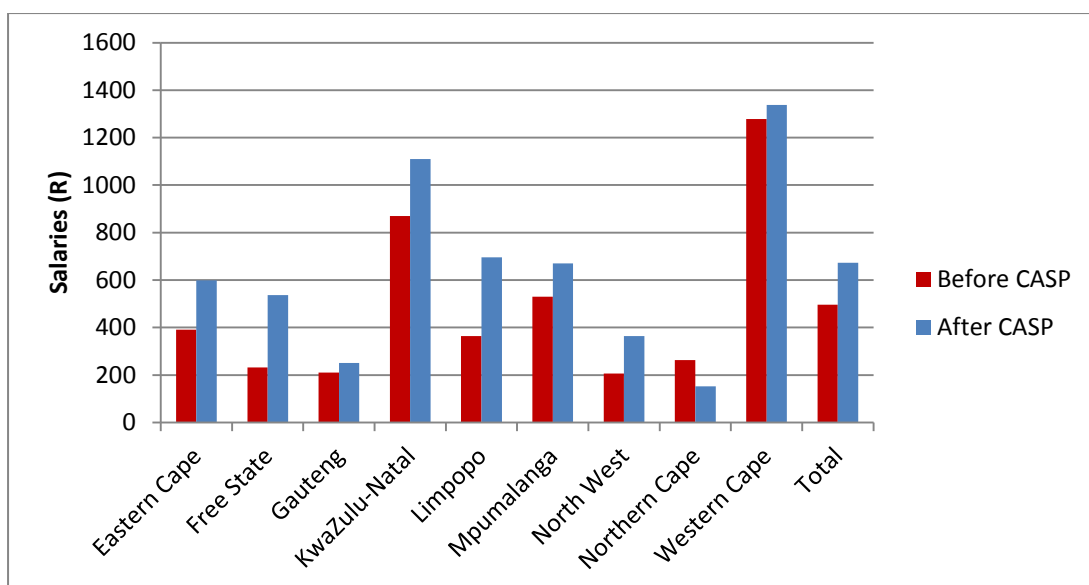


Figure 8: Project beneficiaries' mean monthly salaries

b) Food security

As one of its objectives, CASP seeks to improve the food security situation of the beneficiaries. Table 13 provides an indication of the programme's contribution towards this objective. This indication is largely in terms of whether the project managers and their households have adequate access to food. Other components of food security such as utilisation and safety of the food were not addressed. Overall, 57% of the respondents indicated that they produced more food since their participation in CASP. About 49% of the respondents indicated that they produced more food and eat more regularly. The proportion of respondents indicating that they can afford more food and support poor families is about 43%. Less than 40% of the respondents indicated that they eat more meat, have a more diverse diet and surplus food to sell since participating in CASP. **It can be concluded from the above that CASP has made a positive contribution to the food security situation of about half of its beneficiaries.**

Table 13: Number and proportion of farmers acknowledging CASP's contribution to food security compared to the situation before CASP

		PROVINCE									
		EC (n=65)	FS (n=54)	GP (n=87)	KZN (n=80)	LP (n=61)	MP (n=12)	NW (n=29)	NC (n=20)	WC (n=43)	Total (n=451)
Beneficiaries produce more food	n	38	29	62	30	31	5	10	11	41	257
	%	58.5	53.7	71.3	37.5	50.8	41.7	34.5	55	95.3	57.0
Beneficiaries produce more food & eat regularly	n	24	28	56	21	33	4	11	11	33	221
	%	36.9	51.9	64.4	26.3	54.1	33.3	37.9	55	76.7	49
Beneficiaries produce a greater variety of food	n	21	25	44	13	23	2	9	9	31	177
	%	32.3	46.3	50.6	16.3	37.7	16.7	31.0	45	72.1	39.2
Beneficiaries can afford more food	n	23	33	52	17	22	3	13	8	35	206
	%	35.4	61.1	59.8	21.3	36.1	25	44.8	40	81.4	45.7
Beneficiaries have more diverse diet	n	23	23	40	15	20	2	10	8	36	177
	%	35.4	42.6	46	18.8	32.8	16.7	34.5	40	83.7	39.2
Beneficiaries eat more meat now	n	22	30	40	13	18	2	9	10	33	177
	%	33.8	55.6	46	16.3	29.5	16.7	31.0	50	76.7	39.2
Beneficiaries have surplus food to sell	n	16	26	42	11	22	4	8	10	34	173
	%	24.6	48.1	48.3	13.8	36.1	33.3	27.6	50	79.1	38.4
Beneficiaries can support poor families	n	18	26	49	20	31	4	7	7	32	194
	%	27.7	48.1	56.3	25.0	50.8	33.3	24.1	35	74.4	43

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

c) Employment

Employment is an important source of income and contributes to improved livelihoods. Therefore, it is important for CASP to contribute to job creation, whether directly or indirectly. To assess the contribution of CASP to employment, the project managers were requested to indicate the number of full- and part-time employees (both beneficiaries and non-beneficiaries) on their projects before and after CASP. The responses are presented in Table 14.

Table 14: Average number of people employed before and after CASP

Province	Before CASP				After CASP			
	Beneficiaries		Non-beneficiaries		Beneficiaries		Non-beneficiaries	
	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time
Limpopo	10	2	7	12	6	3	7	14
Mpumalanga	32	2	3	2	35	2	3	3
Gauteng	2	1	2	1	2	2	2	2
North West	6	1	2	1	5	1	3	3
KwaZulu-Natal	4	1	8	4	7	2	9	7
Free State	8	2	2	4	9	3	2	6
Northern Cape	15	0	0	1	14	1	2	0
Eastern Cape	8	8	2	2	9	8	2	4
Western Cape	6	1	2	2	43	46	6	8
All	7	2	4	4	11	8	5	6

The average number of beneficiaries employed on a full-time basis annually before CASP was 7. This number increased to 11 after CASP. On the other hand, the number of part-time beneficiaries employed on the farms averaged two before CASP participation and increased to eight after CASP. The projects also employed non-beneficiaries on a part- and full-time basis. This can be considered a contribution of the projects to employment creation in neighbouring communities. The average number of full-time non-beneficiary employees per project was four prior to CASP and increased to five after CASP per annum. With regard to part-time non-beneficiary employees, the average number employed before CASP was four and this increased to six after CASP participation.

The Western Cape experienced the largest growth in the number of both full-time and part-time employees after CASP participation (485% and 1520%, respectively). Northern Cape experienced significant growth in the number of part-time employees after CASP participation (110%). In Gauteng, Limpopo, Mpumalanga and North West, the number of full-time employees declined after CASP participation. Only Mpumalanga experienced a decline in the number of part-time employees.

The total average number of full-time employees rose by 42% from before CASP to after, while the average number of part-time workers rose by 122%; for full-time and part-time employees together, the before-to-after change was 70%. However, subtracting the Western Cape, these share increases was 6%, 41%, and 18%, respectively.

The employment figures above indicate that the average number of employees of all types after CASP participation was higher than the average number of employees before CASP. **There has been a notable increase in the number of employees on the projects included in the study after CASP participation. However, a large share of the increase was in terms of part-time employment, and it also was concentrated in a few provinces, particularly Western Cape.**

3.7 Impact on farmer development

Evaluation question: What impacts has CASP had on farmer development? How many farmers graduated (in increments) from subsistence to commercial?

The terms of reference required the evaluation to determine the proportion of farmers who graduated from subsistence to commercial in increments. This was not possible due to data limitations. Instead the evaluation resorted to using participation in formal markets as a proxy for commercialisation.

To get an indication of the degree of commercialisation among the projects/farms included in the evaluation, the respondents were asked to indicate whether they sold any products in formal, informal, national and international markets. The responses are presented in Table 15.

Of the 451 projects included in the evaluation, 382 (85%) indicated that they sold some products. Of the 382 projects, about 5% sold their products in foreign markets whilst 15% sold in national markets. Of those who sold their products, about 30% sold livestock in local formal markets whilst 35% sold fresh produce. Corresponding figures for those who sold products in informal markets were 35% and 32%. If selling in formal markets is used as an indicator of commercialisation, it can be concluded that between 30% and 35% of all the projects included in the evaluation are commercial.

Table 15: Percentage of farmers selling in various markets by province

Type of market	EC (n=56)	FS (n=51)	GP (n=80)	KZN (n=55)	LP (n=51)	MP (n=8)	NW (n=24)	NC (n=18)	WC (n=39)	Total (n=382)
International	1.8	2.0	2.5	5.5	2.0	25.0	0.0	0.0	17.9	4.5
National	5.4	9.8	12.5	12.7	31.4	25.0	4.2	22.2	20.5	14.7
Local formal livestock auctions	44.6	39.2	32.5	18.2	21.6	12.5	37.5	33.3	20.5	30.4
Local informal livestock	35.7	52.9	53.8	18.2	27.5	12.5	41.7	16.7	17.9	35.3
Local formal fresh produce	21.4	17.6	41.3	45.5	41.2	50.0	20.8	22.2	51.3	34.8
Local informal fresh produce	25.0	21.6	48.8	18.2	49.0	50.0	33.3	0.0	28.2	31.9
Local formal grain	5.4	7.8	5.0	14.5	3.9	0.0	4.2	27.8	17.9	8.9
Local informal grain	5.4	2.0	0.0	0.0	2.0	0.0	4.2	0.0	2.6	1.8

EC=Eastern Cape Province, FS=Free State Province, GP=Gauteng Province, KZN=KwaZulu-Natal, LP=Limpopo Province, MP=Mpumalanga Province, NW=North West Province, NC=Northern Cape Province, WC=Western Cape Province

The impact on farmer development was assessed in terms of the proportion of farmers who have graduated to the commercial farmer category. The proportion of farmers selling their products in formal markets was used as a proxy for commercialisation. Based on this, the proportion of the respondents who can be classified as commercial is between 30% and 35%, which averages about 33%. Therefore, it can be concluded that about 33% of the respondents graduated to commercial farmers after CASP. This suggests a relatively low degree of commercialisation among CASP-supported projects. However, it is difficult to determine whether the proportion of commercial farmers has increased since CASP inception as there is no baseline information.

3.8 Factors affecting achievement or non-achievement of CASP objectives

Evaluation question: What were the major factors influencing the achievement or non-achievement of the objectives?

In addressing this evaluation question, it was decided to focus on process-related issues of CASP. Interviews were conducted with project managers and government officials to obtain their views on the factors considered to influence the performance of CASP and, hence, the achievement or non-achievement of the programme's objectives. The following have emerged from the interviews:

- **CASP is an essential programme with the potential to make a difference** amongst emerging farmers. However, the programme needs improvement in certain areas.
- **CASP is not well coordinated.**
- **Infrastructure provided through CASP is of poor quality**, and sometimes the installation thereof is not even completed. This is attributed to lack of proper monitoring of the service providers by the provincial departments of agriculture and appointment of incompetent contractors.
- The management of **CASP takes too long to respond to challenges** on the farms. Delay in supplying inputs has been identified as a significant factor negatively affecting farm production levels as beneficiaries are forced to miss planting seasons, resulting in low or no production at all.
- There is a **lack of trust between farmers and the provincial departments of agriculture**. The situation is worsened by the **lack of openness on the part of the departments**, especially with regard to finances.
- The **selection of the beneficiaries is poor** and this is blamed for the poor performance of projects, especially in cases where there are many beneficiaries.
- **Lack of a well-defined CASP exit strategy** at the project level has also been identified as a challenge; with some beneficiaries suggesting that CASP support should continue until the farm is viable. Once-off interventions are regarded as setting beneficiaries up for failure, especially when the programme is not comprehensive enough at the project level.
- **CASP support is biased towards LRAD projects** and does not necessarily focus on dedicated and progressive farmers.
- **CASP is not well understood** by those involved in its implementation. This is mainly attributed to a lack of proper documentation regarding programme policies and implementation guidelines.
- The **absence of national policy directives** has a negative effect on CASP's effectiveness as it is difficult to ensure programme implementation in a coordinated manner, with different role players emphasising different aspects of the programme.
- **DAFF does not have adequate human resources** with appropriate skills to manage CASP. This is attributed largely to the fact that CASP is not institutionalised within departmental structures.
- **CASP is placing too much emphasis on the infrastructure pillar** at the expense of the other programme pillars.
- **There is limited participation of some of the directorates** within DAFF in CASP. The emphasis on the infrastructure pillar leaves little funding available for the other pillars and this limits the involvement of other directorates in the implementation of CASP.
- **CASP does not have an information management system** and this makes reliable reporting on CASP implementation difficult. This also affects CASP monitoring and evaluation negatively.
- **CASP is not sufficiently resourced financially**. CASP funds are too little in relation to the many deserving cases. As a result, the provinces are forced to spread the funds too thinly, sometimes at the expense of project viability.
- **Lack of skills in technical areas**, such as agricultural engineering, has been identified as the cause of poor quality physical structures provided by service providers as provincial departments of agriculture do not have the capacity to do quality assurance.
- There is a **lack of stability and continuity of top leadership and management structures** in both provincial and national departments of agriculture. This situation does not only affect the understanding of and commitment to CASP but also results in continuous organisational restructuring. This creates uncertainty amongst staff and leads to organisational paralysis.
- **Programme monitoring and evaluation** is poor and mistakes are usually realised when it is already too late to rectify them.

- **The grant approach of CASP discourages self-reliance** on the part of the beneficiaries and encourages a dependency and entitlement mentality. The lack of commitment on the part of beneficiaries resulting from the grant approach, also leads to poor maintenance and safeguarding of CASP-provided infrastructure.
- Some provinces **focus on big projects without a proper analysis of market viability**, usually leading to project failures. This problem has been identified as being more prevalent with broiler projects where a few multi-million Rand projects have shut down or were forced to be at the mercy of a few big operators.
- The funding structure of CASP encourages **biased support toward certain enterprises**. The need to spend money within a given financial year compels officials to focus on short-term enterprises and infrastructure projects at the expense of long-term enterprises, such as subtropical crops. This situation results in unintended wasteful expenditures in order to achieve spending compliance.

4. Summary of findings, conclusions and recommendations

4.1 Reaching the target population

- The programme has succeeded in reaching most of the target groups. However, relatively few youth and disabled persons are involved in the programme and the situation has remained the same before and after CASP.
- All the projects included in the evaluation are engaged in primary agricultural production. Participants in the agricultural value chain beyond farming, who are part of the primary target population for CASP, are not benefitting from the programme.
- Project management is dominated by males and older citizens, whose average age is 52 years --- 71% of project managers are male and only 7% of the project managers fall within the youth category.
- The majority (70%) of farmers assisted by CASP are emerging or commercial farmers. This is not unexpected as subsistence farmers were initially not part of CASP's target population.

4.2 CASP support and appropriateness

- Support is not comprehensive on project level. The survey results clearly indicate that capacity building services emphasise provision of production-related skills and knowledge with little attention paid to marketing aspects. Government officials pointed out that CASP places too much emphasis on the infrastructure pillar at the expense of other pillars.
- CASP has done a good job of identifying markets for beneficiaries' products, but it has not achieved much success in terms of linking the beneficiaries to markets.
- The programme focuses on quantity (wide coverage) rather than quality and comprehensiveness of support, resulting in the support being thinly spread among a large number of beneficiaries. This view was expressed mainly by national government officials.
- Although beneficiaries are generally satisfied with the quality of the services provided, they consider the quantity thereof as being inadequate.
- The support received from private service providers (contractors) is considered by both beneficiaries and government officials to be either incomplete or of poor quality. This is also supported by case study findings.
- Support is often received too late. This was emphasised by project managers, provincial government officials and in case studies. Late delivery of support often results in farmers missing their planting seasons and affects the quality of the crop negatively (e.g. in cases where chemicals must be applied for disease control at a certain time).
- Support is not always based on the needs of beneficiaries. Project managers indicated that inputs are often provided even though they were not asked for.
- On-farm infrastructure provision is one area in which CASP has made progress. There is an improvement in the availability of both on-farm and social infrastructure after CASP. However, cases of infrastructure that was provided even though it was not needed by farmers were identified in the case studies. Furthermore, there were complaints related to the process of appointment of service providers and the quality of the infrastructure provided.

4.3 Capacity for on-going management and resilience (self-reliance)

- CASP has made a positive but insufficient contribution to capacity building for on-going management and self-reliance through skills and knowledge transfer. Project managers have benefitted more from skills and knowledge transfer than employees. Areas in which capacity building is most insufficient include cultivar selection, livestock marketing, livestock disease control and produce marketing.

4.4 Impact on agricultural production

- The area cultivated for most crops increased after CASP but the increase was small.
- The production of major crops such as maize, wheat and sugarcane only increased in less than half the number of provinces covered in the evaluation.
- Vegetable production increased in most (6) provinces included in the evaluation CASP.
- The number of animals kept on CASP-supported projects increased significantly after CASP. The increase in livestock numbers occurred in all nine provinces and affected livestock such as broilers, cattle, goats and sheep.

4.5 Impact on livelihoods

- Employment has increased after CASP, but the increase is insignificant. Also, the increase in employment is not sustainable as it has largely affected mainly part-time employment.
- Most respondents agree that CASP has contributed positively to employment in neighbouring rural communities.
- CASP's contribution to food security is limited in nearly all provinces.
- The income of project managers and beneficiaries generated from their projects has increased since their participation in CASP.

4.6 Impact on market access

- Overall, market access for the farms included in the evaluation has not improved since participating in CASP. A significant proportion of farmers who experienced problems with market access before CASP continue to experience these problems.
- Market access is one of the weakest areas of CASP support.

4.7 Impact on farmer development (commercialisation)

- Little progress has been achieved in terms of promoting commercialisation of the farms/projects – only about 33% of the farms can be considered to be commercial, based on their participation in formal markets.
- Limited progress in commercialisation is linked to failure of the programme to promote market access.

4.8 Achievement of objectives

- CASP has made progress towards achieving some of its intended objectives (e.g. enhancing agricultural support, increasing production, etc.), but insufficient progress has been made in promoting commercialisation, market access, employment and achieving food security.

4.9 Factors affecting achievement of objectives

- There is limited coordination of CASP within DAFF and the provincial departments of agriculture and the programme is not aligned to other government programmes (e.g. those of DRDLR, Water and Sanitation, etc.). Within DAFF, there is lack of active participation from key directorates.

- The scope and coverage of CASP are too wide, resulting in resources being thinly spread. This limits the effectiveness of the programme in achieving its objectives.
- The programme focuses on only one component of the value chain, agricultural production, to the exclusion of other components beyond production.

4.10 Recommendations

We wish to preface the recommendations for strengthening CASP by stating that **the most effective and efficient way to support farmers in South Africa is to overhaul and redesign all farmer support programmes and do away with existing silos of farmer support.** This should entail the establishment of a single programme of farmer support to replace the numerous programmes which currently exist in the country. We consider this a logical and lasting solution.

Hence, the following recommendations are meant to strengthen CASP until a lasting solution is found:

- *DAFF should retain and strengthen CASP.* The programme provides a good opportunity for the department to create an institutional framework conducive for a higher rate of agricultural development within the small-scale and emerging agricultural sector.
- *The various pillars of CASP should be retained.* However, their implementation should be entrenched within the various directorates responsible for such services within the provincial departments of agriculture.
- *DAFF should maintain a proper and complete database of all projects assisted through CASP.* This will not only facilitate efficient and effective management of the programme but also ensure proper monitoring and evaluation.
- *CASP should be institutionalised or mainstreamed within DAFF as well as in the provincial departments of agriculture.* The current approach of considering CASP as an appendage to the departments limits its effectiveness by discouraging directorates and other units to participate in its implementation. The mainstreaming or institutionalisation of the programme should be carefully implemented to avoid any possible bureaucracy that may further limit the effectiveness of the programme.
- *DAFF should retain the overall coordination and facilitation of CASP implementation.* The actual implementation of the programme should continue to be the responsibility of provincial departments of agriculture.
- *The organisational structure of DAFF as well as that of the provincial departments of agriculture should be reviewed to ensure alignment with the institutionalisation of the programme.*
- *The funding of the infrastructure pillar should clearly differentiate between on- and off-farm activities.*
- *CASP grant funding should be limited to off-farm infrastructure and related activities, except in the case of farms leased from the state where DAFF should continue to fund on-farm immovable assets.*
- *The current CASP funding approach of a wholesale grant for on-farm infrastructure should be discontinued.* The approach not only encourages a dependency syndrome but also promotes an entitlement mentality and limited commitment on the part of beneficiaries. Rather, the funding of all on-farm infrastructure and operation-related activities (farm asset book items) should be through a “soft” loan facility, such as that catered for through MAFISA. This will ensure commitment on the part of the beneficiaries and long-term sustainability of CASP.
- *CASP spending should be according to the approved business plans and any deviation from such business plans should be sanctioned by the approving authority.*
- *DAFF should ensure that the disbursement of CASP funds for production purposes is efficient, timely and takes account of production calendars and specificities of the various provinces.*
- *CASP should focus more on actions driving performance towards achieving outcomes, such as increasing employment and incomes.* This will require integration of strategic programmes within DAFF and those of other actors within the agricultural sector.
- *DAFF should ensure that CASP gives priority to supporting projects/farms with potential to create employment.* This will ensure that the programme contributes to the country's challenges of high unemployment and poverty.
- *CASP support should be extended to role players other than farmers within the agricultural value chain (e.g. local agro-processing).* This will not only enhance the effectiveness of the programme in supporting farmers but also contribute to employment creation and improving market access.
- *DAFF should develop implementation guidelines and relevant operational manuals for CASP to ensure effective and coordinated implementation throughout the provinces.*

- *DAFF should limit the scope and coverage of CASP to increase its effectiveness, with special emphasis on the commercialisation of small-scale agriculture.*
- *DAFF should ensure that on-farm investments are based on the needs and demands of the beneficiaries and on the viability of projects in the context of the whole enterprise.*
- *DAFF should ensure that CASP beneficiaries play a greater role in decision making regarding investments on their farms, including the selection of service providers.*
- *DAFF should ensure that off-farm investments are based on a needs analysis of the entire farming population in a specific agricultural region. This should take account of existing infrastructure and economic viability of such investments.*
- *DAFF and provincial departments of agriculture should increase their efforts to promote market access. This should include the provision of support to components of the agricultural value chain beyond production (e.g. agro-processing) and collaboration/partnerships with the private sector.*
- *DAFF and provincial departments of agriculture should ensure that provision of extension services and training of farmers place greater emphasis on equipping farmers with marketing skills and knowledge.*
- *DAFF should endeavour to improve the involvement of youth, women and people with disabilities in CASP-supported projects, particularly in project management.*
- *The provincial departments of agriculture should be resourced with properly skilled professionals to enhance the capacity to achieve the objectives of the various pillars of the programme, particularly capacity building related pillars such as marketing, training and extension.*
- *CASP coordinating units within DAFF as well as in the provincial departments of agriculture should be strengthened with adequately skilled personnel to manage the programme.*
- *DAFF should ensure that the monitoring and evaluation system for CASP is efficient, effective and that monitoring and evaluation occurs on a more regular basis. This will help to identify problems early and to take remedial steps before they result in the collapse of projects.*
- *DAFF should ensure a common understanding of CASP by all stakeholders, including those within and outside the national and provincial departments of agriculture and beneficiaries.*
- *DAFF should align CASP with other farmer support programmes within the department.*
- *National Treasury should facilitate the planning, alignment, coordination and integration of farmer support programmes between DAFF and other government departments, such as the Department of Rural Development and Land Reform to avoid duplication and/or wastage of public resources.*
- *DAFF should encourage provincial departments of agriculture to exchange lessons on their experiences in implementing CASP. This can involve good performing provinces extending support to poor performing ones through farmer-to-farmer exchange visits and exchange of management or business models.*

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