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IMPLEMENTATION OF THE COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME IN MUYEXE, LIMPOPO

By

Leabua Jan Sebiloane

A research report submitted to the Faculty of Management, University of the Witwatersrand, in 25% fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management)

June, 2015.

ABSTRACT

The Comprehensive Rural Development Programme (CRDP) was introduced as the strategy for rural development by the Department of Rural Development and Land Reform (DRDLR) in 2009. It was then piloted in two sites namely Riemvasmaak, Northern Cape and Muyexe, Limpopo in 2011. Muyexe was identified as one of the poorest rural areas in South Africa; this provided the motivation for the study to focus on this area. This research study examines the manner in which the CRDP was implemented in the Muyexe area.

There is at present no information available on the lessons learned, successes or failures of this strategy. However, there was an evaluation study conducted by DRDLR in collaboration with the Department of Planning, Monitoring and Evaluation on the CRDP but the results are not yet published. The overall view is that the desired outcomes were not achieved.

The main objective of this research was therefore to investigate factors leading to the poor implementation of this strategy for rural development and to make findings on the approach that was followed during implementation. The research uses qualitative methodology with the Muyexe CRDP as a case study to collect in-depth information from respondents. A purposive sampling method was utilized since it allows beneficiaries and other stakeholders affected by this programme to be interviewed.

Several factors emerged as central to the implementation of this strategy. These are strategic leadership, consultation, co-ordination, resource allocation, capacity and skills; and monitoring and evaluation. The

research shows that these factors need to be carefully considered for any strategy to succeed. It was further established that some of these factors were not taken into consideration and as a result this led to poor implementation of the CRDP.

There were also some areas of success like housing, electricity, fencing, and household gardens. The terms intervention, strategy, programme and project are used interchangeably to denote CRDP in this study.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

Leabua Jan Sebiloane

01 June 2015

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CHAPTER ONE

INTRODUCTION

1.1 INTRODUCTION

The Department of Rural Development and Land Reform was established in 2009 in response to the need to improve rural livelihoods. A number of strategies to improve the quality of life of the rural people were introduced. In July 2009, the Comprehensive Rural Development Programme (CRDP) was approved by Cabinet as a strategic initiative or framework to adopt for rural development in South Africa. The CRDP is strategic priority number 3 within the government's Medium Term Strategic Framework of 2009-2014. The design of the programme is predicated on lessons learned from pilot sites selected through socio-economic profiling, community participatory processes and intergovernmental co-operation. The CRDP aims to mobilise and empower rural communities to take up initiatives aimed at controlling their own destiny, with the support of government. The goal of the CRDP is to achieve social cohesion and development by ensuring improved access to basic services, enterprise development and village industrialisation (Department of Rural Development and Land Reform, 2010:13).

According to the CRDP Policy Framework (2009:03),

> The CRDP proposes an approach that addresses the needs of the person, household, community and space. It is built on the premise that rural areas in the country have the potential to be developed in a way that generates jobs and economic opportunities, thus providing an alternative to the urban centres, and contributing to the reduction in rural-urban migration. Furthermore, although

agriculture plays a significant role in rural development, the CRDP proposes diversification of the rural economy, according to the conditions prevailing in different areas. The CRDP is therefore different from past government strategies in rural areas because it is premised on a proactive participatory community-based planning approach, rather than an interventionist approach to rural development.

There were a number of strategies that the government had embarked upon previously, amongst others, the Integrated Sustainable Rural Development Strategy (ISRDS) and Comprehensive Agricultural Support Programme (CASP) by the Department of Rural Development and Land Reform and Department of Agriculture, Forestry and Fisheries respectively.

The ISRDS was a joint venture between the then Department of Land Affairs and Department of Provincial and Local Government, now known as COGTA (Department of Co-operative Governance and Traditional Affairs). According to Masemola (2005:28), the vision of the Integrated Sustainable Rural Development Strategy (ISRDS) is to ensure that disadvantaged communities become socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who are equipped to contribute to growth and development. The main focus of the ISRDS was social cohesion, specifically focusing on skilling people to be the masters of their own development.

1.2 BACKGROUND

1.2.1. Rural development at global level

It is interesting to note that rural development is not a new concept. The Department for International Development (DFID) of the United Kingdom promotes sustainable rural livelihoods. DFID aims to improve the lives of the poor people and to strengthen the sustainability of their livelihoods; this it believes to be in everyone's long–term interests (Carney, 1998:04). At the international level, DFID assist countries that require support to successfully implement rural development and ensure sustainable rural livelihoods. At times, DFID might find it appropriate to intervene directly in support of certain outcomes. Thus emergency food aid or food for work programmes represent a short-term means of promoting food security Carney, 1998:12). In a longer term development context, however, people should be empowered to produce their own food by providing them with skills. It should be their inherent capacity to withstand shocks that needs to be strengthened.

According to Singh (1998; 2005), the United Nations Development Programme (UNDP) has adopted the sustainable livelihoods approach which it views as a means of achieving poverty eradication within a sustainable human development context. It applies the approach in both rural and urban settings and views it as being equally applicable in developed countries as in developing countries. Indeed, unless there is an increase in the sustainability of livelihoods in affluent countries, it is unlikely that it can be achieved for those countries that are currently challenged by poverty. The interventions made by the UNDP should be sustainable by empowering rural people who are directly affected by poverty so that they are able to function independently.

Countries should be assessed in order to determine their amenability to these programmes. There should be something that informs these institutions about what should be expected in a particular country before they begin to consider involvement. The Institute of Development Studies (IDS) is currently managing a Sustainable Livelihoods Programme funded by the Economic and Social Committee on Overseas Research (DFID-ESCOR). This programme, which started in 1997, has funded both the development of frameworks for the analysis of sustainable livelihoods and the analysis of livelihoods in various countries in Africa and, to a lesser extent, Asia (Scoones, 1998:207). This framework should assist the organisation to understand the complexities inherent in livelihoods. The culture, assets, people, costs and tools that are involved in the implementation of the rural livelihoods strategy must be clearly understood by these organisations. This is because, as articulated earlier, countries differ and some are more receptive than others. Tacoli (1998:69) and Carney (1998:14) in DFID (1998) provide project examples of two different countries and the challenges they experience with regard to rural livelihoods. They further argue the importance of the development of an analysis framework. The first example is “Rainfed farming projects” in India where their livelihood options are limited. Most families have limited access to land for cultivation, but common property resources such as trees, grazing and water play a vital role. Environmental degradation can be severe. In the “Land Tenure” project in Uganda, poverty assessment shows that lack of secure access to land (or natural capital) is a major determinant of rural poverty across large parts of Uganda. These two cases clearly illustrate the importance of knowing the unique characteristics of a country or context, which may pose challenges to sustainability of rural livelihoods.

Rural livelihoods require a number of factors to develop, since such development seldom happens on its own. Land reform and agricultural production are the major pillars in ensuring that rural development occurs

in a country. According to De Janvry and Sadoulet in Hoff, Braverman and Stiglitz (1993:305), even though land reform has been on the political agenda in Colombia since the 1930s, effective land redistribution has not happened. They further argue that rural development remains more important than ever as a complement to redistributive land reform (1993:318). The resulting possibility of import substitution in the production of staple foods would create the economic context to make rural development and redistributive land reform an attractive strategy of economic development.

To further illustrate the importance of productivity of land to promote and improve rural livelihoods, Thailand is used as an example. According to Feder, in Hoff *et al*. (1993:261) in the early and mid-nineteenth century, Thailand was a land-abundant, labour-scarce economy. In theory, all land belonged to the king. In practice, however, there was a system of usufruct land rights. Individuals were allowed to use land for cultivation, sell it and pass it on to their heirs as long as they paid taxes. According to Fenny (198:77), in the second half of the nineteenth century the opening up of Thailand to international trade and the increased commercialization of rice production spurred the evolution of more rigorously defined private ownership in land. It is therefore apparent that once the land is productive it will become attractive and costly. This will then contribute positively to economic growth. There are several countries that can be used as examples of the above, such as China, Brazil and Indonesia.

1.2.2 Rural development in Africa

In Africa, beliefs and myths play a significant role in rural development. Those who live in urban areas are perceived to be more successful than those in rural areas. According to Chambers (1983:105) the new African myth regarding the opportunities of education is that those who have obtained good urban jobs owe their success to diligence rather than

influence, and the remaining rural poor are those who did not work hard enough. This perception makes rural life appear less lucrative or desirable and sees more people seeking jobs in urban areas. Poverty tends to be largely associated with rural areas even though it is increasingly prevalent in urban areas.

It is clear from the discussion above that rural people, more especially in Africa, are dependent on agriculture for their livelihoods. Chambers (1993:95) argues that it is in agriculture that rural people's knowledge has its most marked local advantages, and that of an outsider has been at its weakest. The locals are in a strong position, based on experience, to tell which crop is suitable for which season and to draw on lessons they have learned through the years on the use of labour, fertilisers, tools and agricultural methods. They are critical stakeholders in the development of their rural areas. Outsiders often underestimate the knowledge that rural people possess, as evidenced by many success stories shared by local communities.

Land remains a critical source for agricultural production to be successful. According to Shepherd (1998:28) in the West African savannah areas easy access to land enabled businessman farmers with access to subsidised seeds, fertilisers, pesticides, machinery and fuel to greatly expand their farms in the 1970s and 1980s. By the 1990s, after the implementation of Structural Adjustment Programmes (SAPs) had reduced subsidies, many farmers had withdrawn from large-scale cereal production after accumulating losses and bad debts, and leased the fields to peasant producers. This presented challenges to locals because, in most instances, advice was provided by outsiders on which products to use and when to use them, with little success. This left farmers desperate because they could no longer sustain activities on their farms.

The solutions for these challenges may be partly addressed by the argument of Uphoff *et al.* (1998:90), that the tasks of management should be seen as co-management, where the objective is not to operate a programme for rural people and communities so much as to set up a programme that will be managed with them, devolving significant authority to local institutions. This will empower the rural communities to make decisions that are to their benefit. Given the importance of land, along with development agencies and donor funding, more specifically in Africa for assisting rural people to achieve their aims, the people themselves need to be actively involved in matters affecting them.

Uphoff *et al.* (1998:157) argues that the endorsement of assisted self-reliance makes it clear that external resources are compatible with the goal of self-sustainability and the strategy of self-help, provided the aid relationship is appropriately conceived and maintained. How to do this can be learned from successful experiences with rural development that have gone beyond the pilot stage and touched the lives of large numbers of people, which is the stated intention of most donor agencies. Shepherd (1998:223) states that development agencies often encounter the conundrum of whether to support the elites, whose 'permission' is often necessary for an agency to work in an area, or to back a marginalized group. Frequently, agencies may vacillate between the two, recognising that they cannot only work with the poor and powerless, despite their mandate. In Africa, development agencies have played, and continue to play, a major role in developing rural areas. Their role is to impart knowledge and improve the lives of rural people by providing them with necessary survival skills. Their role may differ from region to region. For instance, the Sahel region of West Africa is home to the Six-S network, a multinational rural development organisation established in 1977. Six-S provides support for the self-help efforts of thousands of voluntary village groups organised into unions across West Africa. Its work, and that of

others, is informed by the issues related to land, people, agriculture and development agencies (Krishna *et al.*, 1997:46).

Rural development in Africa is not without challenges, and Burkey (1998:198) lists some that affect both rural people and development agencies, noting that a related factor that may alienate people is the use of technology that is beyond the comprehension of the people at a particular stage, therefore requiring the participation of technicians and experts who are quite distinct from the masses. When technology is introduced people should be trained and this often takes long periods of time. Another area to investigate is that of existing markets. Are there any products or services that the group, or individual in the group, can make or do better or more cheaply (Burkey, 1998:154). This on its own will facilitate access to markets and provide entry to new participants. The question above needs to be addressed by the development agencies and the people it tries to assist. Burkey (1998:42) further argues that, poor peasants have insufficient land/livestock to meet their own needs, and often work as hired labourers for others, spending much of their time working for survival and thus are unable to sustain operations on their farms.

Uphoff *et al.* (1998:82) raises a significant issue on youth involvement, and observes that any rural development programme that expects to be successful into the future needs to give attention to the role that young people, both male and female, can play. Although there is a strong imperative to confront and redress the negative impact of sexism, a similar kind of discrimination, ageism, remains largely ignored. Most cultures in Africa require the young to defer to their elders. Until they are married, young people occupy a lower social status and have little or no voice in community affairs. This should be considered seriously since development evolves over time and some of those elders will no longer be available when required.

1.2.3 Rural development in Sub-Saharan Africa

Hoff *et al.* (1993:269) provides an empirical analysis of the relationship between indigenous land tenure systems and agricultural productivity in Sub-Saharan Africa. Data were collected from farming households in several regions of Ghana, Kenya and Rwanda during 1987-1988. It was found that, in general, agricultural productivity was unresponsive to the individual rights held over land, suggesting that factors other than land tenure are more constraining for agricultural development. Productivity of land in improving rural livelihoods is important but access to that land is a requirement before discussions around productivity can be considered. According to Quan in DFID (1998:167), secure right of access to land is the basis of smallholder agrarian livelihoods. Land also provides an important component of several livelihoods strategies for those who rely at least in part on off-farm employment and incomes. As indicated, land rights need to be secured first, and then what will follow is how land can be utilized to improve the lives of the people who live on it. Quan in DFID (1998) further argues that secure access to land and natural resources can strengthen the resilience of livelihoods, helping to protect against stresses and shocks induced climate change, price instability and unemployment. This issue is important in that land can serve as a source of security and an asset even for those who have left rural areas to seek employment in urban areas.

Land reform is one of the most important pillars of rural development. As Mlambo (2004:19) explains, land reform is a major component of the strategy for rural development, especially since the demise of colonial government. Fair (2000) argues that it became a strategic move to gain political ground, especially in Zimbabwe where the war of liberation was fought around the land issue. The development strategy for independent Zimbabwe economically hinges on agriculture. Akroyd and Duncan in DFID (1998:340) states that over the past 15 to 20 years, progress, albeit

uneven, has been made in improving the wider economic environment in Sub-Saharan Africa and this is beginning to reflect in improved growth performance and prospects. Agriculture and land continue to be the major factors in the growth of the rural economy, and must form a central component of any successful rural development strategy.

Donor funding remains of importance in Sub-Saharan Africa. The main concern is that donor funding may promote dependence on the part of rural people on donor funds. At some point donors need to exit and leave beneficiaries to operate independently. According to Honadle and VanSant (1985:40), one example would be the building of a local centre of excellence to provide assistance to local communities after donor resources are exhausted as a strategy to promote sustained service delivery.

Non-Government Organisations are critical in ensuring smooth transition and sustainability of projects when donor agencies leave. According to Shepherd (1998:225), NGOs are seen as cornerstones of modern rural development processes by many government and financing agencies. This perception presents some danger for the people's movements which in many cases gave rise to the NGOs in the first place. This shows that every intervention has its related challenges. The larger international NGOs tend to have a stronger tendency to become bureaucracies, with the attendant cumbersome systems that may inhibit creativity and frustrate development.

The most common problem faced by the majority of rural people in Sub-Saharan Africa is accessing services. Setai (1984:02) explains that several remote villages were visited and it was found that some services were available but were inadequate, while in other areas services were not available at all. In these villages people had to walk long distances to the hospital, attend school, or post a letter Access to basic amenities and

services is important in ensuring that the lives of people in rural areas are improved. Honadle and VanSant (1985:41) argues this point differently by suggesting that client organization may need process capacity to gain access to local skill strongholds. That is, knowledge of how to contract for services and the procedure for doing so may be lacking. Moreover, private and non-government organisations can be used. Often civil service restrictions are so great that the only way to obtain an adequate concentration of skilled people is to work outside of government. In situations like these projects can be designed to act as matchmakers, bringing together local suppliers and users of organizational and technical services (Honadle and VanSant, 1985:41)

1.2.4 Rural development in South Africa

As indicated before, any rural development programme or project is dependent on the availability and accessibility of land. In South Africa, land is seen as a critical resource to ensure successful rural development. According to Roth *et al.* (2004:19), the nature of landholding and tenure arrangements remains a constant reminder of the colonial and apartheid legacy of South Africa. Land reform in South Africa arises from the scale and scope of the land dispossession of African people that has taken place since 1652. Tong (2002:12) elaborates further that this dispossession was based on the control and dominance exerted by a white minority over the black majority in the country. By the end of the 19th century, millions of African people had been shifted into increasingly smaller and poorer patches of land, resulting in overcrowding and environmental degradation. According to Naidoo in De Villiers and Critchley (1997:11) this has resulted in a white minority owning over 80% of land and the black majority (comprising 80% of the population) having access to the remainder. Population densities within the allocated land area are high and further undermine the land quality, where in general the

land in the so-called black areas or “Bantustans” has been of poorer quality.

Ntsebeza and Hall (2007:3) argues that historically white settlers in South Africa appropriated over 90 per cent of land surface under the 1913 Native Land Act, confining the indigenous people to reserves in the remaining marginal portions of land. This process forced a large number of rural residents to leave the rural areas for urban areas and farms in search of work. The majority of these rural people became fully proletarianised, while others became migrant workers with a tenuous link to land. Sibanda in Roth *et al.* (2004:156) confirms that about 2,4 million rural households representing about 12,7 million people or 32 per cent of total population are concentrated in about 13 per cent of land surface of South Africa. The greater majority of the African people in the overcrowded communal land areas continue to have only insecure tenure rights (held communally or individually) that are often informal and unregistered and have lower legal and social status with the title vesting paternalistically in the State. One such example is the Ingonyama Trust in KwaZulu-Natal. The views of different authors illustrate that land ownership in South Africa has not changed significantly since 1652 and the manifestations thereof remain relevant.

The 1913 Native Land Act was one particular factor which had significant impact on land tenure for Africans in South Africa. This was exacerbated by the entrenching of the Apartheid government in 1948, which impacted particularly on people living in rural areas and those working and living on commercial farms. According to Tong (2007:19), from 1948 on the apartheid government consolidated what was begun by the Natives Land Act of 1913 by introducing policies such as influx control, homelands or Bantustan consolidation and the Group Areas Act, amongst others, to implement major social re-engineering and displace many Africans from their land and systematically impoverish them. In an attempt to address

such inequities, in 1991 the Abolition of Racially Based Land Measures Act repealed no fewer than 100 pieces of racially discriminatory legislation regulating land. In South Africa, the local state has been shaped by several factors: the legacy of British colonialism; the grand apartheid schemes from 1948 to 1979; the structural reforms introduced by the Botha government at the local, intermediate and national levels of government after 1979; the violence of the township revolts in the mid-1980s; and the local-level negotiations that paralleled the constitutional settlement after 1990 (Fitzgerald *et al.*, 1997:66). These factors contributed to the current settlement patterns seen in South Africa today.

According to De Villiers and Critchley (1997:18) when European settlers first arrived at the Cape of Good Hope, their law became the law of the area which formed the Cape Colony and the result was that administration of the land falling within the colony was subject to Roman Dutch Law; the powers of traditional leadership were also subject to Roman Dutch Law. The power of traditional authority of allotment of land could only be exercised subject to supervision by the colonial government. Thus the traditional leadership was used by the Dutch as a tool for achieving their goal of colonisation.

The discovery of minerals, particularly of gold in the 1880s, led amongst other things to a demand for cheap labour. The colonial strategy, even in the Cape, shifted from promoting a class of African farmers to compelling Africans to become wage labourers (Ntsebeza and Hall, 2007:03). This resulted in more people leaving rural areas to work in the mines. Those who were left to continue with agricultural activities did not have enough capacity to produce as previously. There was a need to balance both farming and mining. According to Ntsebeza and Hall (2007:05), during the rise and development of capitalism, the agrarian question was how to transform social relations of production in farming as well as enable

agriculture to contribute to industrialization. It was also concerned with the transition to capitalism.

The traditional leadership played a central role throughout. Fitzgerald *et al.* (1997:197) argues that, in practice (apart from collecting taxes and distributing licences), the tribal authorities played no practical role in the provision of services. Drawing on the traditional image of the chiefs as the ultimate owners of the land, the Bantustan state accorded the tribal authorities the power to give or deny permission for the delivery of services, resulting in a personalized and discriminatory service provision. There were no standards or policies governing the conduct of the tribal authorities in relation to service delivery so they prioritized recipients based on favouritism. These traditional authorities were complicit in implementing the colonial or apartheid government policies. According to Mojela and Mabiletsa in De Villiers and Critchley (1997:05), the administration of land was historically governed by customary law. Customary law was simply societal practices which had acquired the force of law and the observance thereof was enforced by the traditional authority. These authorities merely administered these laws which emanated from the accepted practices. They were not involved in the drafting of these laws yet were expected to enforce them. Tong (2002:25) states that, whereas the indigenous tenure system recognised strong individual rights, the colonial judiciary undermined these rights and strengthened the powers of the chief. This was necessary to facilitate the establishment of a segregated South Africa. Naidoo in De Villiers and Critchley (1997:11) emphasises that for apartheid to succeed it needed to co-opt a rural black elite to perpetuate power relations. It is this social differentiation which rural South Africa inherited which is likely to manifest itself as inter-class conflicts in the post-apartheid context. The traditional leadership was the elite, which had the power to promote divisions as postulated by the apartheid government. This on its own frustrated rural development in South Africa as increasingly rural people became

marginalised and disempowered. What is notable about the post-1994 period is that the traditional authorities, despite earlier divisions, appear to be drawing closer to one another. In the late 1980s and early 1990s traditional authorities were deeply divided (Roth *et al.*, 2004:73). The united front formed by these authorities was to offer resistance to the newly elected government, more especially those authorities aligned to the Inkatha Freedom Party which maintained a hostile attitude towards the African National Congress (ANC). They were opposed to the move by the ANC-led government to introduce decentralisation and democratisation in the rural areas under their jurisdiction.

According to Ntsebeza in Ruth *et al.* (2004:65), in other areas there is contestation as to who has the power of allocating land. At the heart of the problem is the unresolved matter of the role, function and power of traditional authorities in South Africa's democracy. The concern is with regard to the government commitment to rural democracy. In spite of the dramatic political, economic and social reforms that have taken place, rural areas seem to have benefitted less than the urban areas from the policy changes introduced after 1994 (Ntsebeza & Hall, 1997:165). The ANC urban bias must have been heavily influenced by the nature of the South African liberation struggle, especially from the 1970s. Urban-based civic organisations, students and trade unions dominated the struggle during this period. This meant that very few resources were allocated for rural development since the focus was on urban areas.

Since 1994 when the Reconstruction and Development Programme (RDP) was instituted, local government has been conceptualised as a key development actor, or the 'hands and feet' of the RDP (Commission on Restitution of Land Rights 2007:36). The position in rural areas is such that traditional authorities still have the power to administer land and have supporters, while on the other hand democratically elected councillors also possess the power to govern in the areas under the jurisdiction of

traditional authorities, but lack the power of land administration in these areas. Traditional authorities who feel threatened by these leaders sometimes refuse to co-operate in matters relating to land and as such development may be impeded in these areas (Mojela & Mabiletsa in De Villiers & Critchley, 1997:19). The current situation does not benefit the rural poor since they are caught up in the discord between leaders. This is identified as an impediments to successful rural development.

According to Van Schalkwyk and Van Rooyen in De Villiers and Deritchley (1997:42), current political events have afforded increased relevance to the issue of redistribution of wealth and land in South African society. This is one of the cornerstones of the Reconstruction and Development Programme and is based on the notion that for democracy and emancipation of the rural poor to occur, land needs to be redistributed. They further suggested three approaches, namely total revolution, direct non-revolutionary reform, and vigorous and progressive taxation of land. The first two methods are not favoured but the last option is considered as the only one that takes the needs of all involved into consideration. Land and other taxes are therefore often the preferred method, "for altering land–use patterns" in the rural areas and bringing about a redistribution of land ownership (De Villiers & Critchley, 1997:42).

The intentions of the RDP were noble but were met with resistance since those who benefitted from the previous government's arrangements were somewhat inflexible. As Fitzgerald *et al.* (1997:236) observed, aspects of the apartheid economic and social order seem likely to be sustained into the future, despite the best efforts of the Reconstruction and Development Programme.

With regard to land, it seems evident that the optimistic target of 30% redistribution of white-owned land to black people will not be achieved soon (DRDLR, 2010:167). This places serious challenges on land reform

and rural development. The process of land reform has moved slowly and contributes directly to the failure of rural development. According to Ntsebeza and Hall (2007:236), inadequate capacity for implementation of land reform is a recurring problem. This has been the case in relation to government departments, local government bodies and NGOs in South Africa since 1994, and has impeded the implementation of land reform. It is thus necessary to ensure that capacity of organisations involved in rural development is strengthened The challenge is that without infrastructure there will be no real rural development or capacity-building that will take place, therefore those organisations involved in rural development must be empowered. The RDP states that the basic infrastructural network must remain within the public sector but the complexity and scale of the undertaking makes it likely that the 'information highway' may remain a hybrid of existing and new components, some controlled by the public sector and some by private companies (Fitzgerald *et al.,*1997:443). These resources should be in the hands of those developing rural areas since government processes may contribute to delays in implementation which will affect the programme's deliverables.

Other than the Reconstruction and Development Programme, there were a number of interventions the post-apartheid government developed and implemented, ranging from policies to strategies, and intended to improve the lives of rural people. There were a number of pieces of legislation intended to promote access and equality to land. In South Africa the 1997 Extension of Security of Tenure Act, the 1996 Land Reform (Labour Tenants) Act, and the 1998 Prevention of Illegal Eviction and Unlawful Occupation of Land Act attempted to prevent illegal evictions and promote the security of tenure of farm workers. What is clear, however, is that only a few cases have actually been settled under these laws, and that they have done little to stem the secular decline of farm employment on South Africa's commercial farms (Ntsebeza & Hall, 2007:169). It appears that these laws may have contributed to pre-emptive eviction by landowners,

promoted by the fact that farm dwellers and workers are protected by the Extension of Security of Tenure Act which stipulates that they cannot be evicted without a valid reason and an order of the court should be obtained in this regard. Farmers appear to fear that these workers may returnand make a claim on their farms.

According to Andrews in Ntsebeza and Hall (2007:206), institutions like the Land Bank and the Development Bank of Southern Africa which played a key role in supporting and enabling the growth of white commercial agriculture in the past have been slow to transform themselves into being a resource at the disposal of the rural poor. Instead, the present government has opted to implement a market-led land reform programme that treats land simply as an economic product that can be traded on the open market. The willing-buyer / willing-seller was introduced by the government and has proved to be unworkable because of the attitude of sellers who increase their land prices when they discover that government is in fact the potential buyer. These farmers are aware that expropriation without compensation and nationalisation are not the preferred route of the present government. According to the Sustainable Development Consortium (2007:33), by the time the White Paper on South African Land Policy was published in 1997, a market-based approach, and particularly the willing-buyer / willing-seller had become a cornerstone of land reform policy. Such an approach was not dictated by the Constitution which makes explicit provision for expropriation for purposes of land reform and for compensation below market prices, but was rather a policy choice in line with the wider neo-liberal (and investor-friendly) Growth, Employment and Redistribution (GEAR) macro-economic strategy adopted by the ANC. GEAR, ASGISA (Accelerated Shared Growth Initiative South Africa) and JIPSA (Joint Initiative on Priority Skills Acquisition) were aimed at improving economic growth and ensuring job creation but their focus was not rural areas. Based on neo-liberal free-market policy prescriptions, GEAR informs other social and sectoral policies, including land reform

(Ntsebeza & Hall, 2007:207). These policies were not replacing the RDP or any other policy, but their main focus was on the transformation of the South African economy in order to create decent jobs for the majority of people who are unemployed. What remains is the fact that they did not deliver what they promised and the rural poor remain trapped in poverty.

The former Department of Land Affairs introduced strategies such as the Sustainable Land Acquisition Grant (SLAG) and the Land Redistribution for Agricultural Development (LRAD) to assist the rural poor. Until 2000, Redistribution Policy centred on the provision of the Settlement/Land Acquisition Grant (SLAG), a grant of R16,000 for qualifying households with an income of less than R1500 per month. In 2001 a new programme, the LRAD, was introduced with the aim of promoting commercially oriented agriculture (Sustainable Development Consortium, 2007:33). The Department of Agriculture simultaneously developed programmes such as the Comprehensive Agricultural Support Programme (CASP) to assist the rural poor. There were no integrated and efforts from these departments and each one did what it felt was necessary to address the needs of rural people. This did not augur well for development since the same areas were prioritised and similar services offered. There was thus duplication and wastage of government funds.

In the same period the Independent Development Trust (IDT) and the former Department of Local and Provincial Government (now Cooperative Governance and Traditional Affairs (COGTA)) implemented the Integrated Sustainable Rural Development Strategy (ISRDS) with the same aims and objectives as the abovementioned interventions. The Integrated Sustainable Rural Development (ISRD) Strategy was designed with the aim of attaining social cohesion and stable rural communities with strong institutions, sustainable economies and universal access to social amenities and services. United Nations development agencies such as UNICEF are required by the Government of South Africa to frame

programmes to build model communities within its strategies in the Eastern Cape, KwaZulu-Natal and Limpopo, the nations' three poorest provinces (DPLG, 2003:02).

In Chapter 6 of the National Development Plan, "Integrated Rural Economy", the National Planning Commission proposes a differentiated rural development strategy. It outlines agricultural development based on successful land reform, employment creation and strong environmental safeguards as the pillar towards successful rural development. It further states that by 2030, South Africa's rural communities should have greater opportunities to participate fully in the economic, social and political life of the country (National Planning Commission, 2011:196). It emphasizes an integrated approach towards rural development. In an attempt to achieve this vision the Department of Rural Development and Land Reform relies on the Comprehensive Rural Development Programme (CRDP). The CRDP consists of three phases: meeting basic needs, enterprise development and establishment of village industries, and creation of access to credit facilities (Department of Rural Development and Land Reform, 2011:03). The first phase is the most important one since it was already agreed that the rural communities live in poverty. The other phases are really dependent on them to move forward. It seems likely they will want to continue as subsistence farmers and smallholder producers.

A detailed analysis of rural development in South Africa and specifically Muyexe is at the centre of this research. While there is extensive literature available, it does not relate specifically to the implementation of the CRDP as a strategy but tends to focus on processes that were followed elsewhere. Crucial to this study is to ascertain facts as they are presented by South African case studies, especially the Integrated Sustainable Rural Development Programme as the predecessor to the CRDP even though it was implemented by a different government department. The research is concerned with the implementation of the CRDP as a strategy to address

rural development, and seeks to examine how the programme was implemented, whether there were any challenges encountered during implementation and how these were dealt with.

1.3 PROBLEM STATEMENT

The aim of the pilot project initiated by the department was to assess how practical and feasible it will be to implement the CRDP in Riemvasmaak in the Northern Cape Province and Muyexe in Giyani in Limpopo Province. There was poor implementation of the programme in Muyexe even though it was still at pilot stage. There are currently no outcomes that were made public in relation to the programme except for pockets of success that are reported in the media. It is currently not clear whether there were any challenges in relation to the implementation and what lessons were learned in Muyexe. Public funds were utilized for this programme and the total costs are not known, but it is understood that substantial amounts have been utilized for piloting this project.

Muyexe is one of the most impoverished villages in the Limpopo Province. It is important therefore to assess whether the pilot project in Muyexe was successful or not, before it can be implemented in other areas in the country. It is also not known whether any milestones were achieved.

The research will assist in clarifying the handicaps and barriers for the successful implementation of the strategy. Current plans in place do not address challenges faced by this rural community. The trends that are followed internationally, and specifically looking at Muyexe, will be outlined. The strategies that were followed, if any, will be analysed and recommendations made based on the literature in terms of which strategies to utilize when implementing rural development.

The experiences of officials during the implementation are not known and they will be considered with the view of assessing problem areas and

ways in which these were dealt with. The success or failure of the programme can also be ascertained through obtaining information from beneficiaries of the programme. The non-governmental organisations and other affected and interested parties' views are also important in that they are not influenced by the programme. This is done to balance different viewpoints.

1.4 PURPOSE STATEMENT

The purpose of this study is to

- Investigate factors leading to the poor implementation of the Comprehensive Rural Development Programme (CRDP) as a strategy for rural development;
- Make findings on the approach that was utilised during implementation;
- Interpret and analyse the implementation of this strategy; and
- Recommend strategies for the implementation of rural development in the future.

1.5 RESEARCH QUESTIONS

The research will be guided by the following questions:

1. What are the factors leading to the poor implementation of the CRDP?
2. What are the trends in the implementation of the CRDP in Muyexe?
3. What are the strategies for consideration in the implementation of the CRDP in Muyexe?

1.6 CHAPTER OUTLINE

The chapter outline will be as follows:

Chapter 1: Introduction

This chapter provides an overview of the entire paper and outlines the approach that was followed in writing the paper. It also provides background on important areas the study will focus on, for instance rural development from the international and local perspective. It addresses the importance of the research and the limitations thereof. It summarises what is contained in the paper.

Chapter 2: Literature review

This chapter grounds everything in theory. It examines the existing body of knowledge regarding the subject under investigation. In this chapter theories that already exist on strategy implementation and rural development are explored and in some instances, based on the existing literature, theories were formulated by the researcher. It assists in identifying the knowledge gap that currently exists between what has already been researched and what the current phenomena may be. Literature review also assists the researcher to make recommendations on areas of future research on the basis that a knowledge gap was identified when the literature was reviewed.

Chapter 3: Research methodology

The research methodology focuses on the research strategy that will be followed in this study and the research design that will be utilised. It summarises how data will be collected, analysed, synthesized and validated. This part of the report indicates which processes are to be followed and why certain methods were preferred above others. The research design utilised for this study is implementation evaluation which critically evaluates whether the intervention, in this case the CRDP,

achieved its anticipated goals. The methodology will give an indication of how the research questions will be responded to.

Chapter 4: Data presentation and Research Fndings

Data is presented based on what emerged from the interviews conducted in Muyexe and information that was gathered as secondary data. This information is largely concerned with the implementation of the CRDP strategy to achieve rural development. This information takes the form of a report that includes the responses to questions that were asked during interviews. An interview schedule was prepared and serves as a guide for all questions asked. Themes that emerge from interviews will inform the contents of this chapter.

Chapter 5: Data analysis and interpretation

The core of this chapter will be the analysis of findings, taking into consideration the problem statement. The conceptual framework will be discussed with the aim of linking literature reviewed with what is currently happening in Muyexe, based on the findings. It will also give a detailed discussion on areas of success and improvement, and factors that lead to poor implementation. For purposes of this study, the terms project and programme are used interchangeably, and the same can be applied with intervention and strategy.

Chapter 6: Conclusion

This chapter reviews the conceptual framework, purpose statement, findings and interpretation of these findings. Thereafter recommendations are made regarding corrective action to take in the future when interventions of this magnitude are undertaken. It not only recommends what needs to be done but makes proposals for future research.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

Literature review assists in identifying the gaps in previous studies and the one currently being undertaken. It provides a framework for establishing the importance of the study, as well as a benchmark for comparing results of the study with other findings (Cresswell, 2009). Numerous scholars are aware of the gap between strategy formulation and strategy implementation and identify various factors of strategy implementation (Jiang & Carpenter, 2013).

An early and essential step in doing a study is to review the accumulated knowledge on the research question. This applies to all research questions and all types of studies (Neuman, 2011:124). It is important to find out what others have said about the issue under scrutiny before addressing it further.

2.2 PURPOSE OF LITERATURE REVIEW

The purpose of literature review is to establish a theory base that exists in strategy implementation and to, “seek tentative solutions to the research problem” (Merriam, 2009). The research problem is concerned with poor implementation of the Comprehensive Rural Development Programme strategy. Even though there is limited literature on the CRDP, it is seen as the strategy deployed by the department, and the focus will be on strategy implementation. The CRDP is also concerned about rural development, therefore a literature review on rural development will be done.

According to Fink (2005), “Literature review is a systematic, explicit and reproducible method for identifying and synthesizing the existing body of completed and recorded work produced by scholars, researchers and practitioners. A good literature review is a key feature by which the quality of a place of research is judged”. In essence a literature review integrates and critiques the body of knowledge that already exists in a specific research area. The information already in existence should clearly explain challenges encountered in implementing rural development strategy. Findings from previous research lay a foundation of what existed or occurred, what is currently taking place and whether that information is still relevant and applicable to current challenges. As Merriam (2009) explains, it is important to be familiar with previous research and theory in the area of study to help in situating the current study in the knowledge base of the field. Therefore, before undertaking any research a researcher should have undertaken literature review. It is significant in that it will assist in identifying knowledge gaps that exist. It also assists in designing a plan to generate further information on the problem under study by making recommendations on areas of future research.

In this study, the literature review will focus on what other scholars make of strategy implementation and results of other studies that are related to it. Rural development will be another phenomenon looked at specifically with the aim of identifying how it links with strategy implementation.

2.3 THEORIES OF RURAL DEVELOPMENT

The major challenge that is encountered in rural development is the movement of people from rural areas to urban areas seeking better opportunities. This does not augur well for rural development since the human resources which need to be actively involved in the development of rural areas have moved to urban and industrialized areas. According to Krishna *et al.* (1997:01), it would be fortuitous if urban growth could provide the solution to rural underdevelopment. However, the greater the

disparity between rural and urban sectors in income and quality of life, the more people will be drawn into cities and towns in search of improved lives that they believe are denied to them in villages and on farms.

An understanding of the scale and nature of rural-urban linkages is essential in order to locate rural livelihoods and rural economy within the wider regional context. Positive rural-urban interactions and a 'virtuous circle' of development are fostered by backward and forward linkages between agricultural production, industry and services (Tacoli in DFID, 1998:76). It is accepted that agricultural produce needs to reach markets, and most of these markets are in urban areas. Rural development is not only about agriculture, but uses other multi-sectoral approaches which encompass a wide range of factors that are unrelated to agriculture. The theories of rural development in this paper focus on approaches which can be undertaken to promote sustainable rural livelihoods. These include a multi-sectoral approach, integrated rural development, a people-centred approach, an agriculture-based approach, land reform theories and rural development through projects.

2.3.1 Integrated Rural Development

According to Honadle and VanSant (1985:03), integrated rural development (IRD) is usually understood to be a multi-sectoral, multi-functional development initiative placed in one or several different locations. Integration is a response to the judgement that the rural farmers' poverty stems from a range of challenges requiring a package of co-ordinated responses, from health services to agricultural extension to credit and technology dissemination. This approach does not concern itself about providing rural people with the means of agriculture such as seedlings, tractors, animal feeds and similar. It is broader and suggests that for the rural people to be productive they need to be healthy and have access to adequate infrastructure.

The technological advances play a critical role. Rural people need to be provided with the latest technology to make their work easy. They also need to be technologically enabled to be productive and make inroads in the markets. There is much that technology can bring to rural people from improving production to increasing their access to markets. Honadle and VanSant (1985:02) emphasizes that for progress to be made in development practice, attention must be concentrated on the process of converting resources into development gains. The connection between implementation and sustained outcomes must be understood. Agricultural processing through technology is seen as providing leverage that will ensure good profit margins for rural people. Their produce will be converted to consumables that can be sold directly to consumers.

Poor harvests mean low incomes, which in turn cause malnutrition, poor health, poor schooling, and perhaps most destructive, lack of control over one's own destiny (Krishna *et al.*, 1997:139). Honadle and VanSant (1985:03) states that roads, clinics, literacy, irrigation and livestock are typically emphasized. The above view clearly illustrates that no single intervention can be a solution to all challenges faced by rural areas. An integration of services from different sectors should take place and a multi-sectoral approach will in turn ensure sustainability of projects.

Integrated rural development and a multi-sectoral approach to rural development are two sides of the same coin since the emphasis is on the comprehensiveness and collective interventions from different stakeholders in attempting to eradicate poverty.

2.3.2 Multi-sectoral approach towards rural development

This approach emphasizes the involvement of multiple stakeholders in different sectors in a particular area. An example that is made by Abed and Chowdhurry in Krishna *et al*. (1997:41) is the Bangladesh Rural Advancement Committee (BRAC) and the multi-sectoral approach it took towards rural development in Bangladesh. They emphasise that rural areas are not about agriculture only. BRAC works with people whose lives are dominated by extreme poverty, illiteracy, disease and malnutrition, especially women and children. Their economic and social empowerment is the primary focus of all BRAC activities (Krishna et al, 1997:41). The BRAC programmes that multi-sectoral support is provided to all people in rural areas. The needs of these people are central in order to ensure that they are actively involved in matters affecting them. Key to this is the rural economy. Imparting knowledge and providing skills to people in rural areas is critical to improve their livelihoods.

A multi-sectoral approach, like integrated rural development, focuses on provision of basic services such as water, energy, land, roads, clinics and education which requires multi-disciplinary interventions. All the expertise needed should be allocated, taking into consideration the availability of resources.

Ellis in DFID (1998:33) observes that studies show that between 30% and 50% of rural household income in Sub-Saharan Africa is typically derived from non-farm sources. This affirms an earlier argument that rural development is not dependent on agriculture only as was the situation previously. He also refers to this approach as diversification. A basic division is between natural resource-based activities and non-natural resource-based activities or income sources. The former include collection or gathering, food cultivation, non-food cultivation (for example, export

crops) livestock farming, pastoralism, and non-farm activities that depend on natural resources such as brick-making, weaving, thatching (Ellis in DFID, 1998:54). He makes a distinction between natural and non-natural resources, and also distinguishes farm from off-farm and non-farm income sources. This distinction is helpful in identifying which activities are dependent on farming and natural resources which will mostly include agricultural activities. The multi-sectoral approach emphasizes the fact that all sectors of society are actively involved in rural development and not agriculture only. It involves activities from various sectors. Ellis (1998:54) further argues that the latter includes rural trade (marketing of inputs and outputs), other rural services (such as vehicle repair), rural manufacture, remittances (urban and international), and other transfers such as pensions deriving from past formal sector employment. This illustrates that this approach is broad and involves a range of activities from different sectors.

2.3.3 Rural development through projects

Almost all the interventions referred to above take the form of a project. According to Shepherd (1998:120), projects became the universal language of international development by the 1970s; activities were somehow separated or protected from routine administration or management, and given a specific status and priority. This approach assisted by providing focus to a specific area and resources channelled towards the achievement of the project objectives. As Honadle and VanSant (1985:06) explains, project implementation is the process of transforming those resources to achieve that objective. Ideally, local demand for development should be an initiating factor for project activities. The concept of women in development (WID) was generally formulated through projects such as sewing and poultry farming, among others, as a way of developing women and their families (Mlambo, 2004:20). These projects bring people together in the pursuit of their common goal.

A challenge with projects is that they have a start and end date. They cannot be sustained over a long period of time. Honadle and VanSant (1985:02) argues that looking at sustainability demonstrates a concern for what happens after a project terminates. The need for this emphasis is rooted in a development model that relies on temporary projects using outside resources. This poses a risk for sustainability of projects, since once the project ends successes cannot be repeated or continued, unless there was strong human development and empowerment that took place during implementation. Honadle and VanSant (1985:02) explains that if development were a one-time procedure like vaccination with lifetime effectiveness there would be no reason to be concerned with sustainability. Each project needs to be sustainable for it to make an impact.

Shepherd (1998:128) is of the view that the project cycle is a microcosm of the notion of linear progress with each activity in its place. Objectives will be achieved if order and sequence can be maintained. According to Honadle and VanSant (1985:07), different projects attempt to do different things but all require effective linkages between resources, service delivery, local responses, and sustainable benefit flows. Measuring the success of a project in terms of impact essentially means assessing the quality of these linkages. There is little point in talking about development with projects that will not influence people positively and alleviate their poverty.

Mlambo (2004:21) states that the major finding was that the poverty-oriented projects of the1970s and 1980s benefit the rural poor more than the infrastructure projects in the 1950s and 1960s. However, many of the projects still exclude the poorest people and indirect effects may have primarily benefited the less poor. There are a number of limitations accorded to the projects but to overcome them, there should be monitoring

and evaluation of these projects throughout all the phases. Chambers (1994:149) argues that plans, projects and programmes are often intended to benefit “the rural poor”, the vulnerable groups, and the less evolved classes. Projects which are targeted at such groups, especially those run by voluntary agencies, have had some success. This is counter to projects that are run by large-scale government bureaucrats.

2.3.4 Land reform theory

One of the most important resources in rural development is land. Agriculture requires land ownership or tenure to be successful. Agriculture and land are often seen as inter-dependent on each other. It is necessary for this study to look at them separately while acknowledging the inter-dependencies. According to Mlambo (2004:169), land reform became a major component of the strategy for rural development especially after the fall of colonial governments. It was critical then to ensure that people had access to land that was taken from them. It is a sensitive issue that requires all stakeholders to be mindful of the rights of rural people have in relation to the land. Some people may have been forcefully removed from their land. Here the issue is access to land but of critical importance as well should be the productivity of that land once accessed. Security of tenure of the land will ensure that rural people are productive and can also access loans using that land as collateral. The rural poor must be given access to land and water resources, agricultural inputs and services, extension and research facilities, and they must be permitted to participate in the design, implementation and evaluation of rural development programmes, similar to the structure and pattern of international implementation of poverty-oriented rural development strategies (Burkey, 1998:33). Land on its own presents rural people with many opportunities that will ensure their development, especially economic growth where they can participate in wealth creation activities. There will be employment opportunities that will ensure that people stay in rural areas retaining

capacities and skills that exist in these areas. According to Setai (1984:6) the primary goal of land intensification should be employment creation. That requires an increase in the opportunity of working age people to have access to the land. Land on its own can emancipate rural people and should be seen as leverage for rural development.

The right to land for rural people has been constrained by several issues caused by colonial rule which included forced removals, restriction on land use, denial of access to land and limited or no access to markets. This is normally the case in developing countries, more especially in Sub-Saharan Africa. According to Hoff *et al.* (1993:231), in developing countries, official land records for rural areas are typically incomplete or do not exist at all. In South Africa and other countries, without a title deed no one can claim to be the rightful owner of land. Therefore, if there are no records to show delineation of land, there could not be any title deed to prove ownership and as a result, security of tenure is compromised and cannot be guaranteed. This is seen as a major hindrance in securing tenure rights for rural people. The title deed exists to unlock the economic potential of communities and it has been widely assumed that government reform of rural land rights systems was needed in many developing countries to increase the security of property rights and the scope of land markets (Hoff *et al*., 1993:231). Land rights conferred on rural people in the form of a title deed will mean that they can be actively involved in the economy of the country. *Hoff et al.* (1993:287) holds a different view, in that their "study indicates that land titling is not sufficient to increase access to formal credit". This does not seem correct, since with title deeds rural people are able to access loans and use their land as collateral. This practice is discouraged unless people can prove that the money will be used to make their farms productive and profitable. Previously farmers lost extensive tracts of land through this practice because they could not service the loans they took. This has detrimental effects on rural development because without land they cannot sustain livelihoods.

This study will also look at the rights of the people of Muyexe around land and how they exercise their rights for successful implementation of rural development programmes, specifically the CRDP.

2.3.5 Agriculture-based rural development

According to Shepherd in Mlambo (2004:19), agriculture has been the longest rural development strategy employed by most countries. During the period after World War II, much effort and resources led by the United States of America was put into developing countries to boost their agricultural production. The focus was mainly on agriculture and mining. Colonial rural development was narrowly focused either on securing labour supplies for mines or commercial agriculture from rural areas, which are sometimes kept in a backward state as labour reserves, or on developing a class of 'yeomen farmers' who would produce raw materials cheaply for the metropolitan industries (Shepherd, 1998: 23). Subsistence farming was dominant and the major focus on agriculture was influenced mostly by urbanisation and migrant labour. A large proportion of rural people are subsistence farmers. That is, their production decisions are aimed at providing subsistence for the family (Setai, 1984:4).

There were few incentives in subsistence farming except to provide for families, and other opportunities to make money were seen as being more lucrative by rural people. This reduced agricultural productivity in the farms since labour capacity was moved elsewhere (Setai 1984:5) argues that recent trends indicate that the number of hectares planted of major food crops in Lesotho had been declining sharply in the last twelve years. This is not applicable to Lesotho only but to the majority of developing countries. Rural people saw alternatives other than agriculture as meaningful for their development. Therefore people do not have the incentive to work on the farm because they can supplement their income

with migrant earnings. Furthermore, the wives of migrants are already overburdened with household responsibilities and have little time to devote to agriculture (Setai, 1984:6). This directly influenced agricultural production in rural areas which then declined.

Produce does not reach markets where profits can be made. As will be explained, support needs to be provided to these farmers so that they can graduate from subsistence farming to commercial farmers. Extensive support through research and development was given to large-scale commercial producers. According to Krishna (1997:120), by the mid-1960s, researchers had become concerned that most research results, however useful they might be for larger scale commercial agriculture, were having little or no impact on maize production by small-scale and subsistence farmers. It is important that attention be given to the agricultural support provided to smallholder farmers. This will increase participation in agriculture and improve the lives of people living in rural areas. It will also contribute to improving food security and promote a willingness to become commercial farmers.

2.4 STRATEGY IMPLEMENTATION

Strategy may be defined as the guiding philosophy of the organization in the commitment of its resources to attain or fulfil its goals. Strategy provides constraints within which the directional-action decisions necessary to achieve the organization's goals are made (Bates & Eldredge, 1980:10). According to Ehlers and Lazenby (2012:261), strategy implementation can be defined as the process that turns the selected strategy into action to ensure that stated goals that are aligned with the vision and mission are accomplished. What was planned must be executed. Strategies are broad statements outlining what the organization needs to do. Once those statements are put into action implementation can then be addressed, and must also be monitored. Pearce and Robinson (1982:255) states that the strategy must be translated into

concrete action and that action must be carefully implemented. If this is not done then accomplishment is left to chance. The strategy for the organization is selected from amongst a number of available strategies. Of critical importance is whether it will translate into the achievement of goals by the organization. According to Thompson and Strickland (2003:19), “Good strategy execution involves creating a strong “fit” between the way things are done internally and what it will take for the strategy to succeed. The stronger the methods of implementation fit the strategy’s requirements, the better the odds that performance targets will be achieved”.

2.5 THEORIES OF STRATEGY IMPLEMENTATION

There are many theories on strategy implementation. After going through the literature, those which are close to the issue under consideration will be discussed. It should be noted that even though some of these strategies were found not to be relevant to the study, they are still discussed.

2.5.1 Structural approach

Whereas extensive research has examined the relationship between strategy formulation and organizational structure, only limited attention has been given to the congruency between organizational structure and implementation process (Noble in Smit *et al,* 2003:16). The author suggests that a proper strategy-structure alignment is a necessary precursor to the successful implementation of strategies. These two components are inter-dependent on each other and therefore should be aligned.

According to Pearce and Robinson (1982:69), five variables are commonly considered to be critical factors in the implementation of a strategy: tasks, people, structures, technologies, and reward systems. Successful

implementation of company strategies requires that methods should be effectively designed and managed which will efficiently integrate these factors. Implementation requires structures to respond to the strategy that was developed. Strategy needs to be crafted first, followed by the structure which is seen as a critical resource to be considered for the implementation process to succeed. Newman *et al.* (1989:13) stresses that strategy programmes are carried out by an organization. Unless this organization is well designed for its tasks, the plans, however sound, may lead to mediocre results. It is clear from the above arguments that organizational structures should ensure successful implementation of the strategy. If an organization is committed to achievement of results, it should design structures in such a way that functions are directed towards these results or goals, this type of structure is known as a functional structure. This is because functions are the sole determinants of how the organization is structured.

Newman *et al.* (1989:13) further elaborates that the way in which activities are combined into sections and departments will affect the choice of problems to receive first attention, the speed of co-ordination, and the cost of performing the service. This will determine whether certain services should be centralized or decentralized. This is normally the case with large organizations that certain functions like policy-making, planning and sometimes staffing and structuring are located at the headquarters and operational activities which are usually line functions are left for the branches or decentralized units to execute them. But all this is dependent on the nature of business of that organization in terms of which structure it adopts in order to improve on its results.

Even more sensitive to the organization structure are the people who fill the key positions. Both a capability to do the work and commitment to the task are needed (Newman *et al.,* 1989:13). The capacity and expertise are key for implementation of the strategy because people who can actually

do the work are necessary. Actual achievement of results rests on the skills and expertise at the disposal of the employees of that organization. Therefore it is imperative that when structures are developed and equipped, the types of skills required for each position must be determined from the start. The kinds of reporting and functional relationships that should exist are an integral part of strategy implementation. According to Noble in Smit *et al.* (2003:17), regardless of the nature of organizational structure and control systems in place, it seems clear that interpersonal processes and issues are an important part of any strategy implementation effort.

Even though the structural approach theory is important in the literature on strategy implementation, it was found not to be relevant for this study. This is because the Department of Rural Development and Land Reform has the structure in place and it was not identified as a hindrance in the successful implementation of the CRDP strategy.

2.5.2 Cultural behaviour theory

Organizations consist of individuals with different cultures. Normann (1991:164) defines culture as the set of beliefs, norms and values which forms the basis of collaborative human behaviour and makes human actions to some extent predictable and directed towards a set of commonly held purposes. A collective of individual cultures results in an organizational culture. This is often influenced by the environment within which an organization exists and traditions that are held within that organization. Hickman and Silva (1986:63) states that every collection of human beings displays a culture but the degree of commitment to a common purpose, the distinctive competence, and the methods for consistently passing on these traits to future generations vary widely.

Normann (1991:165) argues that culture and dominating ideas not only guide daily operational behaviour; they also structure long-term business strategy development. There will be a difference from organization to organization with regard to to organizational culture. According to Ehlers and Lazenby (2012:292), organisational culture can be defined as the set of important, often unstated assumptions, beliefs, behavioural norms and values that the members of an organization share. It is also argued that these are the rules that are not written down but are expected to be known by each member of the organization. They further argue that organizational culture is a resource and an asset that helps implement corporate strategy. Culture can be changed in business organizations, quite effectively so, under the right circumstances (Normann 1991:164).

According to Ehlers and Lazenby (2012:294), organisational culture can be either a valuable ally or a stumbling block to successful strategy implementation. When the organisation's beliefs, visions and goals underpinning its chosen strategy are compatible with its organisational culture, this culture serves as a valuable driver and simplifies strategy implementation efforts. It depends on how the culture matches the selected strategy to be implemented by an organization and how well that strategy is received by the officials within that particular organization. Organisational culture and leadership are closely related. Leaders are responsible for creating an organisational culture, and their attitudes, beliefs and values are an important manifestation of the organisation's culture (Ehlers & Lazenby, 2012:294). Therefore, leadership plays a predominant role in ensuring that strategy is successfully implemented within the culture that exists in an organization.

Hickman and Silva (1986:82) states that if a brilliant strategy cannot rely on a healthy culture to carry it out then it is unlikely that great success will be attained. On the other hand, not even the strongest culture can implement an unworkable strategy. An organization needs to have both

strategy and culture as excellent and harmonizing each other for it to succeed. Only when active and simultaneous attention is given to both strategy and culture, always striving to harmonize them, can an organization capable of achieving and sustaining excellence be established (Hickman & Silva, 1986:82). As part of the systems framework, culture is therefore an internal variable that interacts with other organisational variables such as strategy, organisation structure and systems (Chorn, 1987:13). It is therefore important for the three components to match for any organization to succeed and the leadership is there to ensure that this happens.

Culture must be managed properly in any organisation. This is largely dependent on the size of an organization. It is much easier to create and maintain an organisational culture in a smaller than in a larger organisation (Lumerick *et al*. 1984:14).

The Department of Rural Development and Land Reform is a large organization of over 5800 staff but the research will focus on the culture that exists in the Limpopo office, specifically those officials entrusted with the implementation of the CRDP strategy. Structure, culture and strategy complement each other in the success of an organization. These three aspects will be closely studied when the research is conducted on the implementation of the CRDP in Muyexe. Even though the cultural-behavioural theory was found to be relevant for this study, it was found that it was not the major and critical influence on the success of the CRDP. This is because culture is dependent on other variables like leadership, structure, systems and the strategy to be an inhibition or leverage for successful implementation.

2.5.3 Monitoring performance and evaluating results

According to the UNDP (2009:81), monitoring and evaluation serve several purposes. In the absence of effective monitoring and evaluation, it is difficult to know whether the intended results are being achieved as planned. Therefore results or expected outcomes should be known beforehand. According to Gorgens and Kusek (2009:260), routine monitoring systems should be linked to planning processes and timeframes to ensure that monitoring data can be used to help implementers track whether they have implemented what they planned. Data is central to any monitoring system. The fuel of an M&E system is its data (Gorgens and Kusek, 2009:249). Monitoring cannot be defined without referring to data. Kusek and Rist (2004:12) defines monitoring as a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress made. Monitoring assists in tracking whether the intended results will be achieved. Monitoring as well as evaluation provide opportunities at regular predetermined points to validate the logic of a programme, its activities and their implementation and to make adjustments as needed (UNDP, 2009:82). Good planning and design alone do not ensure results. It is important that progress towards achievement of these results is monitored.

Monitoring is about achievement of outputs whereas on the other hand evaluations are about achievement of outcomes. While monitoring is essentially a management function and internal to the implementation of a programme, evaluation is independent and external (UNDP, 2010:26). According to Kusek and Rist (2004:12), evaluation is the systematic and objective assessment of an ongoing or completed project, programme or

policy, including its design, implementation and results. The aim of an evaluation is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. Therefore it is important for an evaluation to provide information that is credible, useful and based on evidence. This is because evaluation findings assist in decision-making. According to Weiss (1998:23), evaluations are expected to produce findings that will influence what programme and policy people decide to do next. They might end the programme, extend it, modify its activities, or change the training of staff, and they are expected to use what evaluators present in order to make wiser decisions. Patton (2008:37) calls this utilization-focused evaluation, as it is done for and with specific intended primary users for specific and intended uses. This will ultimately increase the use and demand of evaluations.

While there are different types of evaluations, there are two major differences, namely evaluations undertaken before or during the implementation of the programme or project and the evaluation that will be done after the implementation has taken place. According to Patton (2008:277), summative evaluations are those conducted after the completion of the programme and for the benefit of some external stakeholders. Formative evaluations, in contrast, serve the purpose of getting ready, by helping work through implementation problems and getting the programme sufficiently stabilized to be ready for a summative assessment. Formative evaluations like readiness assessments focus on the feasibility and practicability of the programme, while summative evaluations consider how well the programme addresses the intended objectives and outcomes, and is often likened to impact evaluations.

In summary, M&E is important to ensure that implementation of the CRDP is monitored to provide interested parties and stakeholders with early warnings about any challenges and even successes of the programme. It is usual for evaluations to take place towards the end of the programme

but it will be wiser to have evaluations incorporated into the programme from the start such as readiness assessment, until the end which is the impact evaluation.

For the purpose of this study the evaluation that is looked at is implementation evaluation which is located between formative and summative evaluation.

It will be important for the findings and recommendations of these evaluations, if any were conducted, to be utilised as argued earlier for improved service delivery and informed decision-making.

2.6 CONCEPTUAL FRAMEWORK

According to Miles and Huberman (1994:18), a conceptual framework explains, either graphically or in narrative form, the main things to be studied, namely the key factors, constructs or variables, and the presumed relationships among them. Frameworks can be rudimentary, theory-driven or based on common-sense, descriptive or causal. The conceptual framework for this study is theory-driven and looks at strategic leadership as one of the key factors that will ensure successful implementation of the strategy. This study goes further to examine the people-centred approach as one of theories that will ensure that rural development occurs since development is about people, and therefore they need to be the focal point.

2.6.1 People-centred approach

Development is about people. There is no credible development that can claim to have taken place without considering the needs of the people, specifically the most vulnerable. Chambers (1991:18) describes rural people as the poor who are often inconspicuous, inarticulate, and

unorganised. Their voices are not heard, while affected and entrenched in poverty.

Burkey (1998: 35) argues that rural people are affected by national policies and by international economic and political conditions over which they have little or no control. These conditions are barriers towards development and cause poverty. He observes, “Does this mean that development cannot occur in rural areas unless all of the macro-level policies and relationships are conducive to local development initiatives?”. To address these challenges faced by rural people, Uphoff *et al*. (1998:175) suggests that dynamics should be managed in ways that harness political energies and opportunities for forward movement, rather than dissipating them in struggles or confusion so as to move rural development efforts from small-scale efforts to larger programmes.

Poverty is a central challenge faced by rural people. According to Uphoff *et al*. (1998:6), one of the tragedies of rural poverty is the destructive pressure it can exert on natural resources such as land, forests and water, on which the livelihoods of future generations depend. Setai (1984:3) agrees with this view by stating that, “poverty is inter alia, caused by low income unemployment, lack of or inadequate access to land, water, markets and credit”. Rural people must be provided with these resources and skills to improve their standard of living.

According to Burkey (1998:35), it was felt that development in any meaningful sense must begin with, and within, the individual. Human (personal) development is a process by which an individual develops self-respect, and becomes self-confident, self-reliant, co-operative and tolerant of others through becoming aware of his/her shortcomings as well as his/her positive changes.

It becomes evident that an attempt to eradicate poverty must focus upon increasing opportunities, especially income generating opportunities for the people in rural areas. (Setai, 1984:3). Another key was participation (Krishna *et al.,* 1997:211). Participation in their own development improves the confidence of rural people and this is crucial to their sense of self-worth. Human development is important to provide skills and training, which will eventually improve their levels of confidence.

Although self-help strategies are important for many reasons, at least some resources and services external to rural society need to be provided by government (Uphoff *et al.*, 1998:6). There are government programmes, voluntary organisations and research projects that seek out those who are more remote and poorer (Chambers, 1991:22).

Uphoff (1998), Burkey (1998), Krishna (1997) and Chambers (1991) are of the view that human development is important for rural development, since rural people will be empowered to do things on their own, without waiting for hand outs. They also stress the importance of addressing poverty through these human development interventions. This is also what the CRDP objectives attempt to achieve.

2.6.2 Strategic leadership

It is expected that such an optimal state of affairs should have been envisioned by someone in the organization. That same person will know whether desired results were achieved or not. According to Ehlers and Lazenby (2007: 217), somewhere in the organisation someone should have a vision of an ideal state and be willing to guide the organisation to the achievement of this vision through successful strategy implementation. The leadership of an organization should have conceptualised what the priorities are and how can they be achieved. Leadership is critical for successful strategy implementation. There is no doubt that the same can

be assumed about the CRDP strategy. In the literature there is much written about attributes which a leader should possess. In this paper the focus will be more strongly on the process of leadership, which will arguably be determined by the leader. It is expected that the leader must know the vision of the organization he/she leads. According to Modern in Smit *et al.* (2003:65), a vision can be defined as an organized perception or phenomenon. It is an imagined or perceived pattern of communal possibilities to which others can be drawn, given the necessary enthusiasm and momentum on the part of the leader who is promulgating that vision. Vision and leadership cannot be separated since leaders are directed by their vision.

According to Bryson (2011:373), creating and communicating meaning is the work of visionary leadership. Sometimes visionary leadership results in a vision of success for the organization (collaboration or community), but in the present discussion visioning covers a broader range of outcomes, and is intended to function more as a verb than a noun. It is expected of leaders to interpret the current reality in which the organization finds itself and articulate the desired situation based on the vision that they have about the organization. In this manner they shape the collective sense of the future and deploy strategies that will promote such a realisation. Bryson (2011:375) further argues that, in revealing and explaining real conditions, leaders are laying the groundwork for framing and reframing issues facing the organization and strategies for addressing them. According to the understanding gathered throughout the literature, framing refers to the examination and explanation of issues, seeking alternatives to addressing them and proposing outcomes. It is often found that the manner in which solutions were planned does not translate into the intended implementation or in practice.

Visionary leadership will be able to identify the above situation, that is, when planned outcomes are not achieved, and then develop options to

address them. This leadership should have history and experience of an organization, so that it can identify issues before they become problems.

There is another type of leadership required for successful strategy implementation, which is strategic leadership. According to Ehlers and Lazenby (2007:217) strategic leadership can be defined as the ability, “to anticipate, envision, maintain flexibility and empower others to create strategic change as necessary” and to articulate a strategic vision for the organization and to motivate others to buy into it. This process requires a leader who will influence others to achieve the goals of an organization. There are several goals intended to be achieved by the CRDP as outlined in the framework.

In development, as with service delivery, leadership is important in order to obtain results. Implementation of the CRDP requires leaders who can manage change, since it is often a new concept to both beneficiaries and officials responsible for execution. Normann (1991:173) adds that the most striking quality of service business leaders in general is an ability to motivate their personnel and to act as change agents in their own organizations.

Normann (1991:172) asserts that two types of successful leaders can be seen in service companies, namely visionary and operational. There are many types of leadership that were identified but the two which were discussed above were found to be important and relevant for the implementation of the CRDP as a strategy. The same can be said about the leadership theory which was found to be the most relevant for this study. It can also be argued that there can be no project, programme or strategy that is successfully implemented without leadership. Leadership influences the success of any strategy. Therefore it is prudent that an analysis of the leadership responsible for the implementation of this strategy is undertaken so as to understand how implementation was

guided. The leadership will also be interviewed in order to establish the types of leadership that exists in Muyexe.

2.7 SUMMARY

Literature review assisted in this study by providing insights into rural development. Initially the thinking was that this is a fairly new concept but through literature review it was established that this concept has been in existence for many decades and is not applicable to South Africa only. It also provided practical examples of how rural development is implemented.

This chapter dealt with theories that exist on both rural development and strategy implementation. These were discussed in detail. The two theories that formed the conceptual framework are a people-centred approach and strategic leadership. These two theories based on the reviewed literature are the most important in the implementation of any new strategic intervention. They also lay a foundation for themes that will be identified at a later stage related to the findings and interpretation of analysis.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

Researchers in all disciplines are guided in the way they design and conduct their studies by the underlying philosophical positions they bring to the research activity. The foundations for these positions are embedded in ontology and epistemology, which are philosophy constructs concerned with the way scientists and researchers develop knowledge (McNabb, 2013:35). These positions are also seen as the foundations or building blocks of research. McNabb further states that epistemology is concerned with questions about the way people can learn while ontology is more focused on what people can learn. Validity or truthfulness is central to epistemology, while experiences and culture are crucial to ontology. As Neumann (2011:92) argues, epistemology is the issue of how people make sense of their world while ontology concerns the issue of what exists, or the fundamental nature of reality. The aim here is to illustrate that once these positions are established the researcher can decide which research strategy to follow for the proposed research project. In the main there are two different research strategies or methodologies, namely quantitative and qualitative. Bryman (2012:35) maintains that for many writers quantitative and qualitative research differs with respect to their epistemological foundations as well as in other respects, and suggests that quantitative research can be construed as a research strategy that emphasizes quantification in the collection and analysis of data. By contrast, qualitative research can be construed as a research strategy that usually emphasizes words rather than quantification. Both these strategies have been used for the same research project and this brought a new dimension to research methodology which is called mixed methods

research. This term is widely used to refer to research that combines methods associated with both quantitative and qualitative research (Bryman, 2012:37).

3.2 QUANTITATIVE RESEARCH

According to McNabb (2013:45), traditionally public administration research has involved the use of positivist research traditions with an emphasis on quantitative methodology. A large proportion of social science research still appears to follow a positivist-quantitative design. Here the emphasis is that the researcher must be detached from own beliefs and subjects; and encouraged to be value-free in their approach to data collection and analysis. Quantitative research designs are employed in the sequence of steps. Until recently many research traditionalists maintained the view that quantitative research was the only appropriate approach to follow with any scientific research problem (McNabb, 2013:102). They also held a view that if a thing cannot be measured, it cannot be studied. Quantitative research takes the form of numbers, henceforth the word quantity; therefore numbers are very important in quantitative research. Buglear (2005:01) asks a series of questions that justifies the use of numbers: “How many times have you seen news programme that does not mention numbers? How many times have you read a newspaper in which no numbers are quoted?” He contends that numbers are integral to the modern way of life and the understanding of the world. This is especially so of the business world that, now and in the future, is interacted with as customers, employees and suppliers.

Miles and Huberman (1994:40) cite Kerlinger who observes that, “there’s no such thing as qualitative data. Everything is either 1 or 0”. This is a hard-line stance that may apply to certain roles. However, there needs to be meaning attached to the numbers. . Numbers assist in decision-making but numbers alone without any form of description will not assist in any way. This is based on the argument raised by Miles and Huberman

(1994:40) citing Kaplan, that, “quantities are of qualities, and a measured quality has just the magnitude expressed in its measure”. Even though there are different views held by the authors, quantitative research is as important as qualitative research. This depends generally on the intended use of different research and the nature of the project.

Data management is of utmost importance in quantitative research because if not done properly it may provide incorrect results. According to Miles and Huberman (1994:45), 20% or more of quantitative studies, including those on clinical drug trials, have serious deficiencies in this regard and could not be precisely reconstructed by the researcher, and could not be replicated by others. Similarly data can be miscoded, mislabelled, mislinked and mislaid without careful data management plans being in place.

In quantitative research the word “variable” is used frequently. According to Neuman (2011:178), a simple definition of a variable is a concept that varies, while in quantitative research the reference is to variables and a relationship between variables. This is done in order to ascertain whether there is a causal relationship or not. Bryman (2012:256) argues that a variable must have two or more values. Once variables become known, then examples become more obvious. For example, gender is a variable; it can take a one of two values, male or female. Understanding variables is important in quantitative research because one needs to examine the relationship between them and the attributes of each. There is a distinction made between independent and dependent variables in quantitative research. The cause variable, or the force or condition that acts on something else, is the independent variable. The variable that is the effect, result, or outcome of another variable is the dependent variable (Neuman, 2011:178). It is not easy to determine which variable is dependent or independent; the best way is to verify which one comes before other variables in time and also determine which one can exist without the other.

Cresswell (2009:12) points out that as a researcher one needs to focus since not all the methods under quantitative research can be utilised, so the method best suited for purpose must be selected. The use of two methods is encouraged, namely surveys and experiments. Survey research provides a quantitative or numeric description of trends, attitudes or opinions of a population by studying a sample of that population. Experimental research on the other hand seeks to determine if a specific treatment influences an outcome. These are the two research methods or designs that Creswell encourages for quantitative research. The quantitative route is explained although it is not used for this study.

3.3 QUALITATIVE RESEARCH

The key to understanding qualitative research is based on the concept that meaning is socially constructed by individuals in interaction with their world. The world, or reality, is not a fixed, single, agreed upon, or measurable phenomenon that it is assumed to be in positivist quantitative research (Merriam, 2002:03). Qualitative data comes in a wide range of forms: photos, maps, open-ended interviews, observations, documents and so forth. Such data can be simplified into two major categories: field research (including ethnography, participant observation, and in-depth interviewing) and historical-comparative research (Neuman, 2011:51).

A qualitative research proposal, whether it is a full chapter of a prospective dissertation or an abbreviated methods section of a proposal, must explain the design of the study, how a sample will be selected, how data are to be collected and analysed, and how trustworthiness will be ensured (Merriam, 2009: 265). The research methodology in the current research was used to explain in detail how certain deductions were made and which methods these were based on.

According to Bryman (2012:617), qualitative research would seem to have a monopoly on the ability to study meaning. Its proponents essentially claim that it is only through qualitative research that the world can be studied through the eyes of people who are under study. Bryman (2012) further argues that, somewhat ironically, many of the techniques with which quantitative research is associated, most notably social survey research based on questionnaires and interviews, have been shown to relate poorly to people's actual behaviour. Looking at the other side of the divide, qualitative research frequently, if not invariably, entails the examination of behaviour in context. Interestingly, both quantitative and qualitative researchers are typically interested in both what people do and what they think, but approach the investigation of these areas in different ways.

The research strategy that was followed in conducting this research was a qualitative research. Information from the literature, officials of the department, members of the Council of Stakeholders, civil society and beneficiaries of the programme was gathered and analysed so that a generalisation in terms of how the programme fared could be made. According to Cresswell (2009:175), "qualitative research yields detailed explanation reported in the voices of participants and contextualised in the settings in which they provide experiences and their meaning of their experiences". The researcher conducted the study in the natural setting to be in a position to learn and understand the phenomena in terms of the meaning, experiences and explanations of the respondents present. The researcher was interested in understanding how respondents interpret their experiences and what they attribute to (Merriam, 2009). All these types of qualitative research have in common the search for meaning and understanding, with the researcher as the primary tool of data collection and analysis, an inductive analysis process, and a product that is a rich description of the phenomenon (Merriam, 2002:15).

3.4 RESEARCH DESIGN

The research design which was utilised is the implementation evaluation. The aim was to evaluate how the CRDP as a strategy has been implemented and whether the intended results were achieved based on the progress that has been made thus far. According to Bryman (2012:57), “the essential question that is typically asked by such studies is: “Has the intervention (for example, a new policy initiative or an organizational change) achieved its anticipated goals?” This is exactly what the research report attempted to establish, namely whether the new strategy of the Department of Rural Development and Land Reform has achieved its anticipated objectives. There are a number of objectives outlined in the CRDP policy, but the one which is central was tested against what is actually happening on the ground. According to the Policy Framework of the CRDP (2009:13), the strategic objective of the CRDP is to facilitate integrated development and social cohesion through participatory approaches in partnership with all sectors of society. The statement is broad and there are no milestones attached to it, but clearly there should have been some form of development that has taken place in Muyexe, by which is meant any change, no matter how minor, that has improved people’s lives. The research report ascertained whether the community of Muyexe was involved in their own development and if there are partnerships with other stakeholders. This report also assessed this intervention by looking at Muyexe before the CRDP was introduced and evaluate against what is happening currently.

3.5 DATA COLLECTION

A semi-structured interview was used as a tool to collect data from participants. This allowed the researcher an opportunity to ask questions from participants directly and probe further issues that were not clarified. Because the CRDP relates to what the people experienced, its success or failure is really dependent on the people it serves. Bryman (2012:212)

states that, “it typically refers to a context in which the interviewer has a series of questions that are in a general form of an interview schedule but is able to vary the sequence of questions. The questions are frequently somewhat more general in their frame of reference from that typically found in a structured interview schedule”.

3.5.1 Primary data

Primary data was obtained through interviews and observations. Silverman (2006:127) suggests that sharing the subjective view of the interviewee is the place to start. The task is objective in the sense that it is described in depth and detail. Interviews were conducted with beneficiaries on agreed dates and times; the schedule was communicated to them in advance. Data was collected through semi-structured interviews which then comprised of open-ended questions. An interview guide contained these questions and no particular order was followed. This also allowed for further probing questions should there be a need. Qualitative interviewing tends to be flexible, responding to the direction in which interviewees take the interview (Bryman 2012:470). Three different sets of interview questions will be prepared. The first will focus on beneficiaries, the second on officials who are responsible for the implementation of the CRDP, and the third on the stakeholders like non-government organisations and other entities that have shown interest in the CRDP or have been involved or affected by it, specifically in Muyexe. This last group was seen as interested and affected parties.

3.5.2 Secondary data

Secondary data are data that have been collected by someone else or for another purpose. Examples of secondary data include government statistical reports, articles in professional journals, and city or agency records (McNabb, 2013:81). In this study secondary data was relied upon

since most information on the CRDP is contained in the Department of Rural Development and Land Reform's publications and website. There are quite a number of articles published in respect of this strategy but there is not much literature on this topic as compared to rural development or strategy implementation which also forms a focal point for this study. Researchers call all previously published information "secondary literature" – regardless of the form in which it is recorded (McNabb, 2013:97). Sometimes there will be much written about the issue and a researcher will be confronted with volumes of information. It is then necessary to narrow the topic down to the central theme. Secondary data was collected from the documents that were studied and analysed, which are largely progress reports and presentations on the CRDP strategy. Central to this is the information contained in documents which deal with strategy implementation and rural development. McNabb (2013:444) cautions that, when gathering secondary data, every source of information used must be identified in the paper, including complete bibliographic citations. One danger is that the secondary data or existing statistics may be inappropriate for the particular research question. Before proceeding, the researcher will need to consider the units in the data (such as types of people, organizations), and the time and place of data collection (Neuman, 2011:374). This shows that secondary data analysis, even though inexpensive, has limitations.

3.6 SAMPLING

Purposive sampling was used to identify participants in this research. The goal or purpose for selecting the specific study units is to have those that will yield the most relevant and plentiful data (Yin, 2011:88). The study focused mainly on the beneficiaries of the CRDP in Muyexe as participants. In total eight beneficiaries were interviewed. The aim was to understand this topic deeply, and therefore select information-rich sources. Curtis and Curtis (2011:36) state that a crucial point is to recruit participants strategically who will be able to contribute meaningfully to the

research. That is why the research focused specifically on those villagers who were beneficiaries of the programme.

The officials from the Department of Rural Development and Land Reform responsible for the implementation of the CRDP in Muyexe were interviewed. The selected officials were those who were directly involved in the implementation of this intervention on a daily basis and four officials were interviewed. According to Leedy and Ormrod (2005:206), in purposive sampling people or units are chosen for a particular purpose. Officials from this department were targeted based on their knowledge of the issues at hand. They are the only officials who were dealing with the Muyexe community during both the pilot phase and implementation of the CRDP. An attempt was made to get comments from the Greater Giyani Local Municipality officials without success.

There are other groups of people who presented diverse views like non-governmental organisations (NGOs), religious groups and the traditional council. Leedy and Ormrod (2005:206) observe that in purposive sampling a group or people are chosen because they represent diverse perspectives on an issue. Two members of the Vongani Child and Youth Development and the Muyexe Council of Stakeholders respectively were interviewed.

3.7 DATA ANALYSIS

The overall process of data analysis begins by identifying segments in the data set that are responsive to the research questions (Merriam, 2009:176). All data obtained from interviews, observations and document studies was reviewed with the aim of identifying parts which respond to the research questions. The questions contained in the interview guide are linked to the research question and if answered adequately respond to the research question.

Data were then arranged into categories by coding them. Codes were attached to categories based on what the central theme of that subject is. As Neuman (2011:510) explains, “in qualitative research you organize the raw data into conceptual categories and create themes or concepts. Instead of being a clerical task of data management, qualitative coding is an integral part of data analysis”. Interview transcripts were studied and codes allocated to them which fell in that specific category. These categories were refined through iterations before arriving at categories that hold data with the same theme. To further ground the research into theory, these themes were aligned with what emerged from the literature review. In this research a thematic content analysis was used.

3.8 DATA VALIDATION

Two issues are examined − validity and reliability. According to Neuman (2011:114), “In qualitative research we are more interested in achieving authenticity, than realizing a simple “truth”. Authenticity means offering a fair, honest and balanced account of social life from the viewpoint of people who live it every day”. Consent was requested to have interviews recorded by the researcher to ensure all discussions are captured to ensure validity. Transcripts of the interviews were verified against recorded interviews. This exercise was undertaken to determine the truthfulness of the contents of transcript. As Yin (2011:78) explains, “a valid study is one that has properly collected and interpreted its data, so that the conclusions accurately reflect and represent the real world that was studied”. The need to triangulate is less important when the actual data is recorded accurately (Yin, 2011:82).

Reliability has to do with consistency. In this research consistency was achieved through the use of a variety of techniques. According to Neuman (2011:214), “We use a wide variety of techniques (e.g. interviews, participation, photographs, and document studies) to record observations

consistently in qualitative studies". Eight respondents will be interviewed to obtain different views on the same questions in order to ensure reliability.

3.9 IMPORTANCE OF THIS RESEARCH

The findings of this study inform all stakeholders involved about how the CRDP was implemented. This research gives an indication if this strategy is worth pursuing or not. The challenges faced during implementation are discussed and analysed. Recommendations are provided on how the CRDP could be implemented differently.

The lessons that were learned can be used by the department when it decides to implement the Comprehensive Rural Development Programme in other identified sites.

3.10 LIMITATIONS OF THE RESEARCH

The study is limited to the rural village of Muyexe in Giyani, Limpopo Province. Four officials responsible for the implementation of the CRDP from the Department of Rural Development and Land Reform were included in the study, although these respondents may be subjective and this on its own influences the quality of findings. The researcher is an employee of the abovementioned department and might hold certain views about the implementation of the CRDP. Miles and Huberman (1994:08) maintains that, "researchers have their own understandings, their own convictions, their own conceptual orientations; they, too, are members of a particular culture at a specific historical moment".

The other limitation is language, since the beneficiaries speak Xitsonga in which the researcher is not fluent. Therefore the services of an interpreter were utilised in this regard. There is not much written about the Comprehensive Rural Development Programme except for documents that were produced by the department, which may be biased towards the

department. The search for independent reports can be especially problematic when working with government documents (Yin, 2011:81). The time available to the researcher was only one day to complete interviews but this was extended to two days because of the non-availability of some participants. More time would have been useful but Muyexe is distant and required extensive travelling to reach.

3.11 ETHICAL CONSIDERATIONS

Miles and Huberman (1994:228) emphasises that, “specific ethical issues are, explicitly or not, needed in larger theories of how we decide that an action is right, correct or appropriate”. If there is any doubt that a certain action might not be appropriate advice was sought. Honesty and truth helped to inform this research. This also promotes participation Miles and Huberman (1994:288) further encourages the researcher to ask the following questions to deal with ethical issues: “What is my relationship with the people I am studying? Am I telling the truth? Do we trust each other?” Once that trust exists, this will mean that the information provided is consistent.

A consent form was developed that was signed by both the researcher and the respondents, and acknowledged that the rights of the respondents are protected. Participants should be voluntarily involved in the study. They gave consent voluntarily and were not be coerced into participating in this study.

3.12 CONCLUSION

This chapter’s main focus was the methodology followed in the study. It explains why certain approaches were preferred over others such as selecting a qualitative research approach rather than a quantitative research paradigm. It outlines processes used to collect data and explains why purposive sampling method was utilised for this study.

Purposive sampling was used because people who were available and involved in this programme were interviewed. There is a section that deals specifically with how data was analysed and validated. In this instance data was validated through observations so that where achievements were reported and actual delivery alleged to have taken place, those sites were visited for verification purposes.

CHAPTER FOUR

DATA PRESENTATION AND RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter present data from interviews of the respondents and also present the findings that were drawn from the collection of such data. The purpose of this research is to investigate factors that led to the poor implementation of the Comprehensive Rural Development Programme (CRDP) as the strategy for rural development in Muyexe and also make findings on the approach that was utilized by the department during implementation of this intervention. Therefore, interview questions specifically attempting to respond to these areas were crafted and the interview schedule prepared.

The presentation of data and findings is both descriptive and analytical with a view to demonstrate themes and trends that emerged from the analysed data. The themes will be linked to three categories of respondents, namely beneficiaries, officials and other external stakeholders like NGOs, religious groups and traditional leadership so as to have a broad and balanced view. This chapter will allude to the viewpoints as espoused by the respondents of this study, since respondents' perceptions, views and interpretations of the CRDP as a strategy for intervention are critical for this study. These perceptions and views present different sides of the successful implementation of this strategy; some are seen as challenges while others are solutions for implementation in the future.

4.2 CRITERIA FOR INTERVIEWEE SELECTION

Purposive sampling method was used in the selection of the sample. Leedy and Ormrod (2005:145) note that, “how you identify your sample must depend on what research question(s) you want to answer”. The questions were seen to be relevant to the three categories of the selected sample. In total, 16 respondents were interviewed for this research, eight from recipients of the CRDP, four DRDLR officials, two members of an NGO and two members of the Council of Stakeholders. It should be emphasised that the sample chosen does not represent the views of all the people in Muyexe village. As Welman and Kruger (2001:47) explains, “since it is impossible to conduct research from a large population, researchers have to obtain data from only a sample of this population”. Due to the limited resources and time at the disposal of the researcher, it was not possible to obtain the views of all people affected by the CRDP. The views from the sampled population are regarded as representative of the whole community.

4.3 RESPONDENTS’ PROFILE

Table 1 below provides a list of all the beneficiaries and their demographic profiles.

Table 1: Sampled population profile

Category	Race	Gender	Age	Level of education	Residence
Beneficiary	African	Male	67	No schooling	Muyexe
Beneficiary	African	Male	72	No schooling	Muyexe
Beneficiary	African	Male	55	Primary	Muyexe
Beneficiary	African	Female	58	Secondary	Muyexe
Beneficiary	African	Female	55	Secondary	Muyexe
Beneficiary	African	Female	60	Primary	Muyexe

Beneficiary	African	Female	48	Secondary	Muyexe
Beneficiary	African	Female	51	Secondary	Muyexe
NGO	African	Female	32	Tertiary	Giyani
NGO	African	Male	41	Secondary	Thomo
Council of Stakeholders	African	Male	48	Secondary	Muyexe
Council of Stakeholders	African	Female	50	Secondary	Muyexe
DRDLR	African	Male	33	Tertiary	Polokwane
DRDLR	African	Male	33	Tertiary	Polokwane
DRDLR	African	Male	40	Secondary	Giyani
DRDLR	African	Female	32	Tertiary	Tzaneen

4.4 INTERVIEW QUESTIONS AND RESPONSES: BENEFICIARIES

As explained in the preceding chapters, brief background information on the researcher was provided before questionnaires were administered and the purpose of the research was explained to the respondents. Short and simple questions were asked since respondents do not use English as their home language. These questions were also open-ended, allowing more clarity to be sought.

4.4.1 How did you know about the CRDP?

This question sought to establish how this intervention was communicated to beneficiaries. All beneficiaries stated that they were called to a public meeting by the Muyexe Traditional Council and it was explained to them that there is, “a project aimed at improving their lives” (Interview, 20 November 2014). Prior to that meeting, there were numerous visits by government officials. It was not clear to them whether the officials came from local, provincial or national departments. Vehicles bearing

government signage like the coat-of-arms and government registration numbers were seen driving around the village which was not previously the case.

It is clear according to respondents that the intervention was not properly communicated. Both the Provincial Department of Agriculture and Rural Development and the National Department of Rural Development and Land Reform relied on traditional leadership and local councillors to communicate their intentions to the community. Even though there were meetings held, the message was not communicated effectively since some of the beneficiaries still have unanswered questions. The most prominent question is why people should come from far to do things in their village while there is a local municipal council and other structures. There is still confusion amongst community members on the role of each sphere of government.

4.4.2 How were you affected by the CRDP?

The majority of beneficiaries, six out of eight, stated that at the beginning they felt that it was a positive initiative taken by the government. The challenge is that so many promises were made and as time went by these never materialised. They then lost hope that something positive will ever come out of this programme. As a result the roads that were promised and water supply is still awaited. The only time that something happens is when there is a visit by the President and/or the Minister of Rural Development and Land Reform.

They stated that they were given tasks to perform before and during the visits like cleaning and maintenance work. According to the respondents this is done to showcase that there is activity in the village. The other two respondents felt that it was just one of those attempts by the government

to attract votes. As a result they were negatively affected by this intervention since they spent so much time for nothing.

4.4.3 Have you benefited from this programme?

In responding to this question, all eight beneficiaries stated that they have benefitted one way or another from this programme. Most commonly listed benefits were fencing of their houses and gardens, support with agricultural products and instruments, nursery, Early Childhood Development Centre, housing, water tanks and toilets. Respondents also felt that the basic role of government is to provide water, electricity and sanitation. In terms of Muyexe, this happens on a very small scale and some parts of the village do not receive these services at all.

The main services that need to be provided and which all agree on are water and roads. Electricity is seen as important but water appears to be at the top of the list of their priorities. Unemployment was also raised as one of the challenges faced by the community even though respondents conceded that this is a national problem, but that they were hoping the youth of Muyexe will become employed through this programme.

4.4.4 Were the needs of the community addressed by this programme?

Even though this question is closely related to the previous one, here the views of the respondents were sought on service delivery to the broader community. The response from all beneficiaries was that much can be done to improve the plight of this community. Their view is that the community should be consulted on matters affecting them since there is indigenous knowledge that exists among community members that can be explored. They further stated that regarding some of the problems, they have solutions but lack resources and support from the government.

Seven respondents said the water crisis and shortages should be prioritised, because with access to water much more can be achieved. It will make their farms productive which will in turn improve their standard of living. Access to markets can only be ensured through proper roads. They accept that government, specifically DRDLR, is trying its best to meet their needs but the pace of delivery is too slow. All respondents conceded that the needs of the community are diverse and inroads can only be made if those prioritised needs like water are addressed first.

4.4.5 Do you regard the CRDP as a success in Muyexe?

All respondents indicated that there had been some areas of success since there were quite a number of changes that took place. The majority of people have received houses and water tanks through this programme. There were other benefits alluded to by respondents which clearly shows that indeed there was a change in their lives. However, the impact of the programme was not felt as advocated initially. They say they had higher expectations but given the challenges that were already raised there were some disappointments. There was a general feeling that this programme was rushed through without careful consideration of the challenges that might occur in the future.

In summary, there were mixed feelings from respondents as more challenges and success were raised on this question. As a result there was no single response provided. The major finding is that the intended impact was not achieved.

4.4.6 Will you recommend that the programme be rolled out to other rural areas?

Seven respondents felt that it was a good programme in principle but that the challenge comes with implementation. They agreed that it should be

considered for other rural areas provided that resources are adequately set side aside for it. The communities affected should be consulted and be involved throughout the process. They also raised infrastructure as being the pillar for any successful programme implementation. One respondent stated that the government must first deal with problems at Muyexe before even considering roll-out to other areas.

All eight respondents agreed that mistakes committed in Muyexe should not be repeated if the programme is to be successful in other areas. Officials and all other stakeholders involved in this programme should have learned lessons from this pilot project and ensure that these are shared with their counterparts in other parts of the country. Due consideration should be given to proper planning.

4.5 INTERVIEW QUESTIONS AND RESPONSES: OFFICIAL AND OTHER STAKEHOLDERS

Although some stakeholders were not directly involved in the implementation of the CRDP it was felt that the questions should all be the same. This is because they were observing as the implementation happened. Most questions are around capacity, leadership, success and challenges in implementing the programme.

4.5.1 What were the rural development challenges prior to the implementation of the CRDP?

The officials from the DRDLR and members of the Council of Stakeholders raised similar challenges that were experienced by the villagers. These can be summarized as follows: no proper co-ordination of rural development especially from the leadership side; no roads for public transportation; no water in the village either for household use or agricultural purposes; no proper housing except for mud houses; and no access to the electricity grid.

Members of the NGO raised the following concerns as challenges: processes not well documented; lack of leadership; favouritism in allocation of projects more especially on other programmes like Letsema, CASP and ISRDP in the Giyani area; and communities not consulted on matters affecting them. In general the village was ignored and its people not taken seriously, more especially regarding service delivery issues.

4.5.2 Were there any attempts made to deal with these challenges?

DRDLR officials were of the view that there were numerous attempts from local and provincial government. The communities were given social grants and household profiling was done in 2009 and 2010 to identify the needs of these communities. As a result of that exercise houses were built and roads gravelled. There were programmes implemented by other departments like Health, Public Works, COGTA and Agriculture, but the challenge was that the focus was on greater Giyani municipality which Muyexe forms part of. They could not point out exactly what attempts or interventions were directed to the people of this village.

One member of the NGO felt that the issuing of social grants to the needy, although it helps, also creates dependence on government. People rely solely on grants to survive without attempting to create a living for themselves. The community gardens and other food security programmes collapsed due to this dependence syndrome that people have adopted. The other member noted there were attempts but these were implemented haphazardly without co-ordination and leadership, and as a result they collapsed. He further stated that interventions from all spheres of government were not sufficient to deal with the problems of the village.

4.5.3 Was this strategy (CRDP) necessary?

This question was asked of DRDLR officials and members of the Council of Stakeholders. Their response was that this intervention was necessary to bring some relief to the area. The objectives of the programme were noble and it could change the lives of Muyexe people forever. They will be able to form co-operatives and enterprises, produce their own food, and gain access to markets and other commodities. Even though there were no proper consultations, the programme was well received by members of the community.

The sustainability of the programme was questioned from the onset given the history of government interventions by the members of the NGO. Even though the programme was well received by the community at large, there was some reluctance from provincial and local government officials. They felt, in the opinion of NGO members, as if national department is usurping their functions and were doubtful about budget allocation for this programme. These concerns were raised by government officials on a number of occasions.

4.5.4 Was there adequate capacity to implement this programme?

This question was asked to assess if there were enough skills, resources and infrastructure to implement this envisaged programme. All respondents, including DRDLR officials, conceded that the capacity which exists, more especially human resources, was not enough. This was argued on the basis of the scope of work that needed to be carried out and the timelines attached to these.

The NGO members felt that most officials did not possess the requisite skills for the work, because water requires water specialists and

technicians, roads requires engineers and so forth. There is a serious skills gap that exists within the municipality and other government departments specifically involved in this pilot programme. These functions require a range of skills that should be managed like a project. This is also one of the challenges initially identified. The majority of timelines that were set by the task team were not achieved. Most of the project team members are older and do not possess many skills like project management and financial management. There is also a lack of monitoring progress; this was evident in one meeting where officials were expected to present progress reports.

It is also important to note that every piece of work was not expected to be carried out by government officials. There are certain functions which require certain skills to be outsourced. The expertise that is required here is to co-ordinate all these functions and ensure that timelines are adhered to, resources optimally utilised and services/products are of good quality. This then becomes the responsibility of government officials because public funds will be used for this purpose. They are expected to account on all aspects of the project. Capacity here refers to all abilities listed above.

4.5.5 Is the CRDP successful? To what can that success be attributed?

Officials from the DRDLR and members of the Council of Stakeholders stated that there were areas of success since the implementation of the CRDP in Muvexe. The achievements were listed as follows: more than 350 RDP houses were built; the Thusong Centre was established; water sources like boreholes and water tanks were provided; a Post Office and an Early Childhood Development Centre were built; schools were refurbished; trees were planted; gardens and houses were fenced; and new toilets were built. They contend that this programme should continue

for consistency and more work should be done on planned activities. Since they have learned some lessons it should be easier to implement in the future.

NGO members argued that limited success was achieved and it cannot be generally stated that the programme was successful. This is based on the fact that much was promised and not even a quarter of programme deliverables were achieved. Timelines set by the task team were not adhered to and this affected the achievement on set priorities. This relates to the question of skills.

4.5.6 Were there any challenges during the implementation? How were these dealt with?

There were questions asked previously on challenges but these challenges are not related to the implementation of the CRDP. They relate to the situation prior to the intervention and attempts made to deal with those problems. This is done to assess whether there were no other programmes previously that the government could have built on. This question deals directly with the challenges experienced during the implementation of the CRDP programme as a strategy towards successful rural development.

All respondents indicated that, as with any other government programme, there were challenges. Officials from the DRDLR agreed that necessary steps were taken to deal with whatever situation might affect the success of this strategy. If there were matters requiring intervention from national office they were escalated accordingly and immediately.

Members of the NGO stated that officials who were supposed to deal with challenges were not adequately capacitated to handle those matters. They further stated that they did not assist at all since, when asked pertinent

questions, they could not provide answers. They referred to a number of incidents where officials could not provide answers or give direction. The critical issue was when the officials could not explain what criteria were used to select households for this programme, because almost all the households in the village experienced similar problems. This became more apparent with the allocation of houses. Both members of the NGO are of the opinion that if officials were adequately capacitated some of the challenges could have been avoided.

Two officials from the Council of Stakeholders seemed to be satisfied with how DRDLR officials handled challenges. When asked about challenges raised earlier by the members of the Vongani Child and Youth Development NGO, they said they were not aware of them. They further stressed that they were working with officials regularly and in their opinion they knew what they were doing in implementing the programme.

4.5.7 What could have been done differently?

Even though some proposals have been made in terms of what could have been done for this programme to succeed, this question was asked in an attempt to obtain a response to one of the research questions: What are the strategies for consideration in the implementation of the CRDP in Muyexe? It was purposefully asked of three groups, namely officials from the DRDLR, Council of Stakeholders and the NGO, since they were largely involved in the implementation. The beneficiaries, even though not directly asked this question, made suggestions around proper consultation and resource allocations.

The NGO as indicated earlier raised the issue of capacity on officials. The community should have been properly consulted and given the project details. Co-ordination and integration of work should have been done better since there were a number of stakeholders involved.

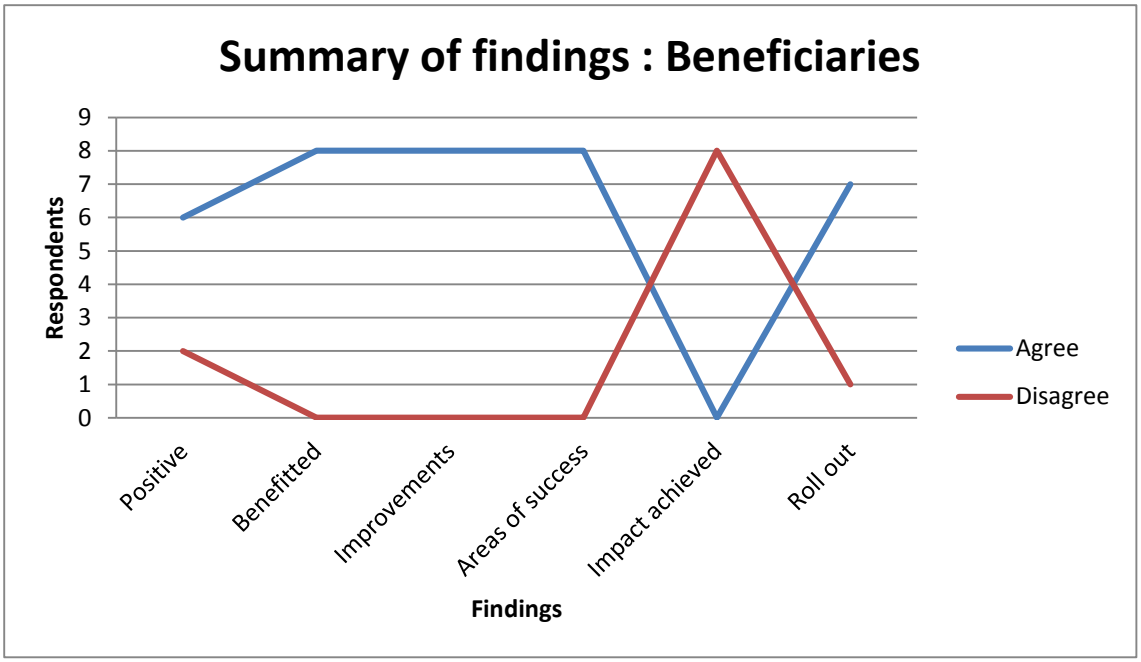
Members of the Council of Stakeholders, on the other hand, were concerned about leadership. The suggestions were that a task team should have been established possessing all the necessary skills and expertise. This was going to assist in ensuring that project deliverables are met and resources are properly utilised. They also agreed that programmes of this nature require enough time to be set aside so that they can be sustained in the long term.

DRDLR official were of the view that task teams should have had terms of reference and this will be applicable to any institutional arrangement done for this programme. This will clearly articulate roles and responsibilities of each member of the team. The reporting lines and performance standards will be known to all members.

4.6 SUMMARY OF FINDINGS

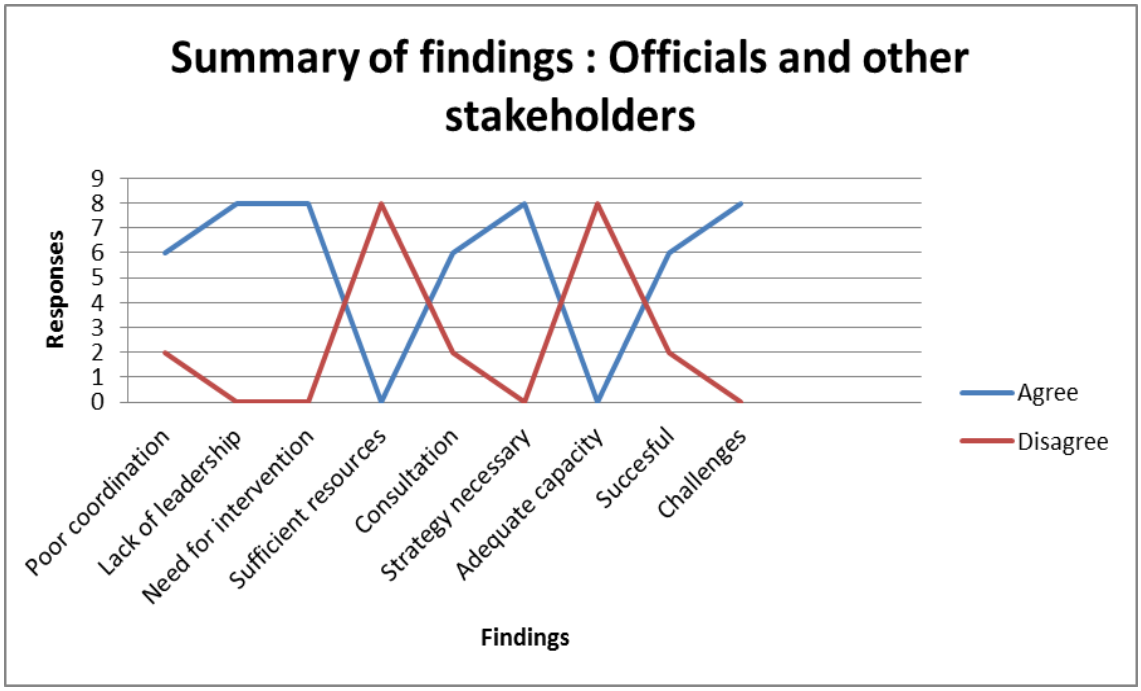
Based on Figure 1 below, it is clear that beneficiaries have similar concerns, more especially on consultation and communication. They all agreed that they have benefitted one way or the other from the programme and it should be rolled out to other areas. However, they acknowledged that much can be done to improve implementation and address the challenges experienced during implementation. They also agree that the desired impact was not achieved; this is premised on the promises that were made before implementation took place. Interestingly, there is still hope since majority of beneficiaries are positive about this programme.

Figure 1: Beneficiary responses



The summary in Figure 2 below shows that all respondents agreed that the CRDP pilot project was not a success. There seems to be agreement on a number of issues between the members of the Council of Stakeholders and officials from the DRDLR. The majority of respondents in this category are of the opinion that there was poor coordination, lack of consultation and some pockets of success. All respondents here agree that there was lack of leadership, and there was no enough capacity to implement this strategy. They are positive in that they all agree there was a need for this kind of intervention even though challenges experienced were more than areas of success.

Figure 2: Officials and other stakeholders' responses



4.7 CONCLUSION

The purpose of this chapter was to engage in questions about the implementation of the CRDP in Muyexe. A number of questions were asked to the 16 participants and a summary of responses given. These questions assisted to gather sufficient answers for the study. Conclusions from these interviews are that beneficiaries knew what was promised to them and officials knew what was expected of them. On a number of occasions, they conceded that things could have been done better.

It was also felt that members of the Council of Stakeholders and departmental officials did not clarify the situation on issues like water, electricity and sanitation. For instance, mention is made of toilets and water tanks being provided. They did not state that toilets are a temporary structure in the form of a VIP toilet. Water tanks are useful only during rainy seasons. Electricity is not provided per household but only access to the grid is provided. This is the level of detail that will be required to

assess the level of sustainability of programmes of this magnitude. However, these responses were sufficient to respond to the research question, the sustainability thereof cannot be addressed here.

The next chapter provides an analysis of the study and attempts to respond to the problem statement, interpret information and provide analysis of the collected data on the implementation of the programme. The emerging themes are also discussed in the next chapter.

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CHAPTER FIVE

DATA ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

The chapter will provide the analysis of findings, taking into consideration the problem statement. The conceptual framework will be discussed with the aim of linking literature reviewed with what is currently happening in Muyexe, namely the findings. It will also give a detailed discussion on areas of success and improvement, and factors that lead to poor implementation. For purposes of this study, the terms project and programme are used interchangeably, as are intervention and strategy.

5.2 CONCEPTUAL FRAMEWORK

5.2.1 Strategic leadership

The desired outcome of the CRDP should have been envisioned by someone in the DRDLR. This person is none other than the Minister, but implementation of this strategy requires leadership as well. It requires a person or persons who will influence others, to steer implementation in the right direction, since leadership is about influence. This is a critical area that was ignored and had dire consequences in the failure of the pilot project. Co-ordination is also dependent on leadership, because the leader should co-ordinate activities and empower people to perform to the optimum. Leadership should guide the implementation of strategies and ensure that the desired outcomes are achieved.

Bryson (2011:373) argues that leadership must create and communicate meaning of this strategy. This on its own gives purpose to all individuals

involved about their contribution towards the vision of the department, Minister and government at large. It was established during interviews that officials were not clear as to what this strategy is about and where will it be funded from. It is the duty of the leader to communicate all these matters and clarify any uncertainties from the inception of the programme.

The vision of, “vibrant equitable and sustainable rural communities” (Department of Rural Development and Land Reform, 2009) is held by top management of the organization and is not necessarily shared by every official involved. A strategy of this nature, which was aimed at taking rural communities forward, should have been work shopped to officials. The vision should have been cascaded down to all levels so that officials and all stakeholders involved could see the bigger picture. Leadership should be seen as a collective, meaning that leaders are not simply individuals but a team with the aim of achieving the vision of the organization. It is the responsibility of leadership to ensure collaboration, as they are expected to interpret the current situation and articulate the desirable outcomes based on the vision of the organization. In this manner they shape the collective sense of the future and will communicate and deploy strategies that will help them achieve that.

Normann (1991:173) suggests that the most striking quality of leaders is to motivate their personnel and to act as change agents in their own organizations. These officials should have been made aware that things will be done differently and to see the reasons why this is important for both the organization and the people they serve. In bureaucracies, leadership should exist on each and every level for purposes of control and co-ordination. There was a serious lack of leadership at both strategic and implementation level for the CRDP. Even though top management identified the need for this strategy, it was not filtered down to all levels. Middle management was neglected and had to make their own meaning of

this strategy, therefore implementation could not bring about desired results.

5.2.2 People-centred approach

It has already been stated in the literature review that development is about people and there is no development that can claim to have taken place if the needs of the people were not at the forefront. In the case of Muyexe, there was a household profiling exercise that was undertaken but it is not yet clear what was done with the results. This is because the DRDLR officials could not provide reasons (selection criteria) for why certain households were selected for this intervention.

Chambers (1991:18) describes rural people as being the poor who are often inconspicuous, inarticulate, and unorganised. Their voices are not heard while affected by and entrenched in poverty. Therefore, it was critical for these people to be consulted and explanation provided in detail as to what this strategy is about. An explanation that it will change their lives for the better is not sufficient. This could be interpreted differently or even misconstrued depending on the knowledge and understanding an individual possesses. It is evident that the beneficiaries were not properly consulted since their needs are still not addressed after more than four years of implementation of this strategy. Consultation promotes participation, and once rural people participate in matters affecting them their confidence is improved. They will ultimately see their self-worth and be masters of their own development. This can be improved further by providing them with the required skills and training, so that they can be actively involved in the rural economy.

As indicated earlier, human development is critical for rural people because it improves their abilities and motivates them to do things for themselves. In this study beneficiaries felt that they were not involved in

matters affecting them. To alleviate poverty people must be empowered. Development in any meaningful sense must begin with, and within, an individual (Burkey, 1998:35). Attempts to eradicate poverty must focus on increasing income generating opportunities to the rural people. This can be done by human development to enable them to fend for themselves. This intervention has partially developed those who were involved with fencing and building but it is not sustainable, since housing and fencing will be completed at some point. People should have been given skills in agricultural production, agro-processing, enterprise development, marketing, finances, and project management. These skills can then be used to sustain their rural livelihoods.

In this regard strategic leadership could have easily ensured a people-centred approach towards rural development. When this CRDP strategy was crafted people should have been at the centre and not as beneficiaries of hand-outs but as part of human development. For every activity taking place, the villagers should have been involved in order to impart knowledge and skills to them. It is evident that strategic leadership can influence which approach is followed in the implementation of strategies of this nature.

5.3 AREAS OF SUCCESS

5.3.1 Area-based planning

There was criticism about poor consultation, but the household profiling that was conducted in the area is seen as one of the success areas. If utilised correctly, this profiling will inform the government of the needs of individual households and where areas of intervention should be. It could have been taken further to provide a community profile of needs. The mere fact that there was household profiling done indicated positive direction. It is regrettable if officials do certain things for the sake of doing them without knowing the intended purpose. Area-based planning is one

of the critical issues any developmental specialist should look at. Assumptions by officials as to the needs of communities make development impossible. In area-based planning communities are involved in that they are expected to participate in the survey that can take the form of a questionnaire or interview. All participants agreed that this profiling was done even though some question its timing. What is of importance is that the household profiling was indeed conducted.

5.3.2 CRDP Intervention

It is not clear which came first between this intervention and the profiling. It could be that the profiling informed the selection of the pilot site for the CRDP. In the problem statement, mention is made that the village is one of the poorest in the country. Obviously there should have been something used to make this inference and conclusion. One might also argue that this was based on other research that was conducted for other purposes. Even if this were the case, the fact remains there was a CRDP intervention in the village, save implementation challenges. There were achievements as already mentioned around fencing, water tanks, school refurbishment and similar. If there was no intervention these would not have been achieved. The intervention and its achievements are thus seen as one of the success factors.

5.3.3 Community participation

The success here is that the programme was well received by the community. They supported it until there were delivery issues. As indicated above, there was no proper consultation but the community nonetheless participated on numerous occasions. There were meetings where the community was called and they gave input. The challenge is that the community refused to take ownership of the failure of the programme because they felt they were not fully involved at all the steps. For instance,

when choices were made between boreholes and water tanks their opinion was not sought. This ultimately makes them lose confidence in the programme and raise suspicions about the intentions of officials. These issues might appear insignificant and petty but they have an impact on the trust built with communities. Openness and transparency in all respects is a requirement to win the community's trust and ensure continued support.

5.4 AREAS FOR IMPROVEMENT

5.4.1 Resource allocation

The resources allocated for this programme were limited. This is because there was no cost analysis done before promises were made. A budget was allocated without considering what needs to be achieved, when and by how much. The costs increased because the area to be serviced was on the periphery. The transportation costs of materials put additional strain on the budget. The area of improvement here is to conduct a feasibility study and conduct a cost-benefit analysis. This will inform the community when to expect certain services and products.

Each item will have a timeline of delivery and the cost associated with it. This analysis will inform the community who the recipients of certain services are, who will benefit first, followed by whom and which projects are prioritised for that particular period. All these issues should be communicated to them on time so that they know what to expect.

5.4.2 Consultation

As previously explained, consultations were not properly handled. One or two meetings will not be sufficient to deal with problems faced by the community. Consultation is seen as a continuous process that will not end until objectives are met. What causes concern is when the communities are not informed about matters affecting them, and communication is thus

very important when dealing with communities. It is evident, based on responses, that there were no proper communication channels. Beneficiaries did not know who to consult when there were issues around this programme. The Council of Stakeholders would refer them to the departmental officials who would then refer them elsewhere. There should be improvement in communication. Information on who the project manager is and who to consult on certain issues should be made available. Regular meetings with communities should be held to inform them of progress and any problems experienced. In this way trust will be gained and the villagers will have a sense of belonging, resulting in them taking ownership of the project.

5.4.3 Skills development

Critical skills required to make a project a success or a failure should be identified from the inception phase. When dealing with infrastructure projects, a diverse range of skills is required. Rural development similarly requires skilled people who will train others so that there is continuity after the intervention. There could be many lessons learned from the literature specifically on interventions that were made by donor organizations in African countries. The priority was to sustain projects long after the donor has exited. This could only be achieved by training people and ensuring that they possess the necessary skills to be independent.

In this case the issue of skills is two-fold; it is applicable to both officials and beneficiaries. Hence it is of critical importance to identify skills gaps and provide adequate training. Good programmes have failed because people did not have the technical expertise. Skills training has positive effects and results because once beneficiaries have been trained they can produce for their own growth, instead of getting people from outside to work for them, at a cost. It is thus a good cost-saving measure.

5.4.4 Institutional arrangements

For any structure that exists, there should be some form of rules with which to comply. How the structure operates should be governed by terms of reference. The reporting lines should be clear. This is applicable even if a structure consists of two or three people. This was overlooked in this programme since everyone did what he or she thought was their responsibility. It becomes even worse if the project attracts skills from different disciplines. It is important to document and map all processes involved and develop work plans that will explain in detail the working arrangements that should exist. These arrangements must be agreed and be known by all parties involved.

5.5 FACTORS THAT LED TO POOR IMPLEMENTATION

5.5.1 Lack of leadership

Leadership has been raised on a number of occasions as one of the hindrances in successful implementation of this strategy. As previously stated, leadership applies to all management echelons in an organization. There was no clear direction and supervision given to officials responsible to implement this priority. It was evident that everyone used his or her discretion in allocating and prioritising projects and resources. It was also disturbing to note that some officials were not clear what the intended outcomes of this project were, but they were only there to fulfil their duties and continue with business as usual.

Strategic leadership is of paramount importance, more especially around new interventions. It alleviates their fears of officials and changes their attitudes to become more positive. This is done through communication and consultation with everyone involved.

5.5.2 Poor communication and consultation

In most instances this project was seen as an intervention by national office since it was a prerogative of the Minister. It is a concern if officials from the department are not aware of the intended outcome, or how will they relay the message to beneficiaries. Beneficiaries were thus worse off since officials were seen as the representatives of the DRDLR. Most officials blamed the manner in which the programme was introduced and with which they were expected to comply. The time factor was raised as another issue around consultation, since before they knew what the programme entails they were on the ground implementing. Even though they were not properly consulted it becomes their duty to acquaint themselves with the programme and its objectives.

Communication and consultation are closely related since one cannot claim to have consulted without having communicated with affected parties. This is one area that was neglected and the belief was that meetings are sufficient.

5.5.3 Lack of adequate capacity to implement

The capacity issue could have been mitigated before the implementation began, if the skills gap issue that was discussed above was taken into consideration at the beginning of the process. People remain the drivers of strategy in any organization and if they are not skilled they will not be able to deliver in accordance with the set standards.

Capacity does not refer to skills only in this regard, but other resources like infrastructure and equipment. The question should have been asked: For this implementation to succeed what will be required? This area was also neglected. A narrow approach was adopted to deal with capacity and this resulted in services and goods of poor quality.

5.5.4 Unfunded programme

Before any programme can commence, there should be sufficient funding. When the CRDP started as a pilot in Muyexe there were no funds specifically allocated for it. Monies had to be shifted from other budget programmes to accommodate this initiative. This is dangerous and runs a risk of collapsing before it even starts.

Officials will state that they were told that the programme was important and had to be prioritised. Here the time factor alluded to earlier played an important role. Requests can be made to National Treasury for additional funding, but because these normally take time, the shortcuts are often preferred by officials. It seems as if this was a well thought through programme but it was rushed for piloting since roll-out was supposed to happen very soon in other parts of the country.

5.5.5 Poor co-ordination of activities

Poor co-ordination was as a result of lack of leadership. Role clarification and role responsibilities are functions that are carried out by leadership. Co-ordination is the organization of the different elements of a complex body or activity so as to enable them to work together effectively (Soanes & Stevenson, 2006:314). In this regard, co-ordination is vital because of a number of stakeholders involved in this process. These stakeholders need to be managed to harmonize successful implementation of this programme. Planning is a prerequisite of proper co-ordination.

If co-ordination does not happen the resources will be wasted and time will be spent on activities that will not bring desired results. Therefore co-ordination and control work very closely. It should be accepted that the co-ordination function was not properly done since there was confusion in

terms of responsibilities. This was established from the responses officials gave, in that they were not sure about their roles and how long the intervention was envisaged. Without leadership co-ordination is not possible.

5.5.6 Poor monitoring and evaluation

In the problem statement it was mentioned that the impact of this programme is unknown and it is not clear the extent of the resources that were used. Monitoring tracks the implementation of programmes while evaluations looks at achievement of outcomes. If there was a proper monitoring progress this would have been reported on a regular and continuous basis. There should be quarterly reports that share progress on planned outputs. This programme should also be reported on an annual basis in the DRDLR Annual Report. There was an evaluation conducted on the CRDP by the Department of Planning Monitoring and Evaluation, but these evaluation findings are not yet published. Evaluations assist in establishing whether the desired outcomes were achieved and what the programmes should be focused on in the future.

Lack of monitoring and evaluation means there is limited accountability. There should be reporting systems in place to track performance. This will assist leadership in deciding whether to continue or cancel the intervention. Accountability is a requirement since there are public funds involved.

5.6 CONCLUSION

There were numerous themes that emerged from the findings. The most important themes are strategic leadership; consultation and communication; capacity and skills; and resource allocation. They are dependent on each other; for instance, for effective communication to occur there should be leadership and the skills to communicate.

Co-ordination of activities and resources is also dependent on leadership and skills. People are central to any successful strategy implementation. Their behaviour, attitudes and culture will determine the success of an organization. For any intervention to succeed, these issues need to be seriously taken into consideration. Leadership is responsible to ensure that these matters are considered at the conceptualization of any programme. Recommendations are provided below to guarantee successful implementation of this strategy.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The aim of the research was to evaluate the implementation of the Comprehensive Rural Development Programme (CRDP) as a strategy for rural development. The findings of this research will attempt to provide answers to the research questions, while not claiming to be a comprehensive study that has covered a complete list of issues affecting rural development in the village. However, this report is seen as a small contribution to the rural development discourse, specifically in South Africa.

The study makes several recommendations to consider when this strategy is considered for implementation elsewhere. It also attempts to highlight lessons learned during the implementation of this programme. It must be acknowledged that Muyexe CRDP was a pilot project from which lessons could be learned.

6.2 PURPOSE STATEMENT

The research intended to investigate factors leading to poor implementation of the CRDP and to make findings on the approach that was utilised during implementation. The purpose was also to interpret and analyse the implementation of this strategy and recommend strategies for the implementation of rural development in the future.

The research investigated the challenges and successes and approach that was utilised in implementing the CRDP strategy, and attempted to answer the following questions:

- What are the factors leading to the poor implementation of the CRDP?
- What are trends in the implementation of the CRDP in Muyexe?
- What are the strategies for consideration in the implementation of the CRDP in Muyexe?

The trends in the implementation also include the approach utilised by DRDLR when piloting this programme. The findings focus on where the challenges were encountered within the adopted approach. Embedded in the last question are the lessons that may be learned as this programme is implemented. What needs to be avoided and considered for the strategy to succeed is critical during implementation. The study considered how services were provided by the DRDLR and accessed by the community at large.

6.3 SUMMARY OF FACTORS LEADING TO POOR IMPLEMENTATION

Lack of leadership was identified as one of the factors that contributed to poor implementation. It is obvious that people need to be guided on new interventions since it is the first time they are engaged in an exercise of that nature. Leadership must ensure that operations are sufficiently equipped to undertake activities linked to the intervention.

This strategy was not communicated and consulted meticulously with all involved. Only a few meetings were held without any follow-up on the resolutions taken. People will most likely take ownership of any programme if they have been thoroughly consulted and know exactly what to expect out of it.

There was a serious lack of capacity to implement this strategy. This includes skills the officials should possess and the required infrastructure. This was mainly caused by lack of funds for this programme. It depended on officials and equipment which was already in place. However, a programme of this magnitude requires new acquisitions to be made.

Even though there were funds allocated for this programme, they were taken from other programmes that were running already. There was no specific allocation of the budget for the CRDP from National Treasury. This meant that officials had to make do with the little that was available. There was no budget programme in the department for the implementation of the CRDP.

In fact, the department did not need special funding for this intervention if it was well co-ordinated. Co-ordination means bringing all the resources and skills from a range of stakeholders together in an integrated manner to have the maximum impact. There are several departments which could have made contributions to this intervention. The DRDLR would then be expected to play a strong co-ordination role. There are many challenges facing the people of Muyexe and for each area there is a department responsible irrespective of whether it is at a national, provincial or local level. Co-ordination is thus critical since it helps to circumvent duplication of services and reduce costs.

The results and impact of programmes will not be known if there is no proper monitoring and evaluation. Officials and other stakeholders are held to account through the monitoring and evaluation system. They also serve as an early warning system because any deviations from the planned outcomes will be identified on time and corrective measures implemented to rectify these shortcomings.

6.4 LITERATURE REVIEW

Literature review was necessary to ground this research in theory. It was established through the reviewed literature that rural development interventions have been around for a long time. Different approaches and strategies were utilised in different parts of the world to address rural development. Some were initiatives taken by the rural people through the formation of co-operatives and enterprises. Initially in Africa, rural development depended largely on donor funding and food security programmes of the United Nations.

The purpose of literature review is to establish a theory base that exists in strategy implementation. There were theories developed on rural development like integrated rural development, multi-sectoral approach towards rural development, people-centred approach, rural development through projects, land reform theory, and agricultural-based rural development. All these theories were considered relevant for this study since they address issues that needed to be dealt with in Muyexe. On strategy implementation, the following theories were identified: strategic leadership; structural approach; cultural-behavioural theory; and monitoring performance and evaluating results. Detailed discussions on these theories are found in chapter two of this report.

The two theories, namely a people-centred approach and strategic leadership, were viewed as the most applicable and relevant to this study and formed part of the theoretical framework. The emphasis is placed on strategic leadership and the vision that the leader should have towards attaining the goals of any intervention. Characteristics and expertise that the leader should have were also discussed but consultation, co-ordination and communication skills are central for any leader to deliver. They were also identified as critical for rural development strategy to succeed.

It needs to be emphasised that in any development intervention the people affected are very important, since they have first-hand experience and can influence the direction an intervention should take. Therefore a people-centred approach is necessary for the success of this programme. It was also seen in the literature that countries like Thailand, China, India, Brazil, Indonesia, Uganda, Zimbabwe and Botswana used this approach to address rural development. This approach will ensure that beneficiaries are properly consulted and their needs analysed. As a result, a credible rural development plan can be developed based on the needs of the people.

6.5 RESEARCH METHODOLOGY

Qualitative research as alluded to previously was adopted as the strategy to conduct this research since, “its proponents claim that it is only through qualitative research that the world can be studied through the eyes of the people who are studied” (Bryman, 2012:617). Cresswell (2009:175) emphasises that, “qualitative research yields detailed explanation reported in the voices of participants and contextualised in the settings in which they provide experiences and their meaning of their experiences”. Information from the literature, officials of the department, members of the Council of Stakeholders, civil society and beneficiaries of the programme were gathered and analysed so that a generalisation on how the programme was implemented could be made. An implementation evaluation was preferred as a design because the overall aim of the research was to evaluate how the CRDP as a strategy was implemented.

A semi-structured interview was used as a tool to collect data but there were also observations by the researcher. These observations took place when the site was visited for the purpose of conducting interviews. Both primary and secondary data were obtained from respondents and literature respectively.

Purposive sampling was selected with the objective of ensuring that data is derived from four categories of people affected by the CRDP. A civil society organisation was used to provide a diverse perspective on implementation. Data was analysed through development of themes that responded to the research questions by utilising a thematic content analysis approach. These themes were then coded and grouped together to respond to areas of this research.

Even though a finding was made on lack of documentation of processes followed when piloting the CRDP in Muyexe, this issue is also seen as a limitation to this study. Limitations as explained in chapter three remain pertinent.

6.6 FINDINGS

Data was gathered through interviews to establish what factors led to poor implementation. Findings relating to the challenges were discussed in detail in paragraph 6.3 above. However, an explanation still needs to be provided on the approach followed during implementation and what strategies to consider in the future, to respond fully to the research questions. Strategies to consider when implementing the CRDP in the future are presented under recommendations below.

The approach followed by the DRDLR in implementing the CRDP was to start first by meeting the basic needs of the people, including water to electricity. The Greater Giyani Municipality and Mopani District Municipality already identified the needs of Muyexe village in their Integrated Development Plans. The challenge was that these needs were not budgeted for when an intervention was made by DRDLR. This meant that it had to fund them. That was when the water tanks, VIP toilets and electricity were supplied as temporary measures to alleviate the extent of the problem.

The department also funded the housing and fencing projects, the building of the Early Childhood Development Centre and grading of roads. These were mostly infrastructure-related and could have been allocated to other provincial and national departments. However, DRDLR undertook these projects. This illustrates the lack of co-ordination that was raised previously. The other problem was that responsible departments like Water Affairs, Roads and Transport, Education and Agriculture did not prioritise the area, therefore these service were not budgeted for. Unfortunately the DRDLR budget could not meet all the aforementioned needs and this led to complaints that promises were made and not kept. The reputation of the department was dealt a blow in this regard.

It was also found that the community has organised itself through communal gardens, even though not effective, for food security. Not much was done to resuscitate this initiative. This could have formed the basis of developing co-operatives and enterprises. At present, the village is nowhere near the second phase of the CRDP which is the establishment of rural enterprises and co-operatives.

There are several themes that were developed from these findings such as consultation, communication, resources, skills, leadership, planning, monitoring and evaluation, and structure. These themes form the basis of analysis of findings and recommendations.

6.7 INTERPRETATION OF FINDINGS

It has been established throughout this study that successful implementation of this strategy is dependent on strategic leadership, proper resource allocation, and sufficient capacity amongst officials, effective communication, and thorough consultation. There should also be structure in place to respond to the needs of the community. Strategic leadership and a people-centred approach are once more emphasised as

essential ingredients for any rural development initiative to succeed, as has been established from the literature.

There were areas of success like area-based planning, CRDP intervention and community participation. Area-based planning occurred when the household profiling was conducted. This helped to inform what the needs of the communities were. If used effectively it can guide implementation and also articulate what the objectives of the programme should be. The CRDP intervention on its own was seen as an area of success, since at least there was an intervention from government. As a result of this intervention some of the programme milestones were achieved. Community participation, though on a limited scale, was achieved as well as the programme was embraced by the community at its embryo stage. Their participation continued on a number of occasions even though there were concerns about proper consultation.

Areas of improvement were identified as resource allocation, consultation, skills development and institutional arrangements. The resources mobilised for this programme were not sufficient and as a result some priority areas like water and electricity were not adequately addressed. Communication and consultations were not handled properly, and should have continued until the end of the intervention. Having only a few meetings is not sufficient to communicate with communities and more should have been done in this regard. Skills development was identified as another aspect that could have addressed lack of capacity amongst officials. The required skills should have been identified and provided to officials responsible for the implementation of this programme. Terms of reference and structures outlining responsibilities and roles of each individual assist to clarify ambiguities in the programme. Officials and other stakeholders will be in a position to know what is expected from them.

The abovementioned issues, if disregarded, result in negative implications for the successful implementation of the programme. It was also noted that factors that led to poor implementation are more than the areas of success, which clearly illustrates that there is more that needs to be done.

6.8 RECOMMENDATIONS

6.8.1 Recommendations to the DRDLR

The recommendations below are applicable to the DRDLR as the department responsible for the programme. No recommendations were made for the beneficiaries, Council of Stakeholders and the NGO since no factor leading to poor implementation can be allocated to them. Before the CRDP is implemented in other areas the DRDLR should take the following recommendations into account.

- Develop a communication strategy detailing how internal and external communication will be handled.
- Conduct a proper skills audit for officials responsible for implementation, to ensure adequate capacity to respond to the needs of the community.
- Create organizational and functional structures with clear reporting lines, stating the roles and responsibilities of all officials involved in the implementation of the CRDP.
- Craft and implement a monitoring and evaluation system precisely for the CRDP, to track performance and report on achievements. This will also assist in decision-making.
- Prepare and finalize budgets required for future interventions, taking into account National Treasury guidelines.
- Formulate a Resource Plan stating which resources are required and where. How much of these resources are critical for the programme to succeed, should come out clear in the plan.

- Conduct a stakeholder analysis stating their contribution and what they expect from the DRDLR.
- Lessons learned should be shared with all stakeholders involved, more especially officials from the department.
- Capitalize on already existing structures like co-operatives and Council of Stakeholders to ensure stability and consistency.
- Establish a co-ordination structure like Inter-governmental Relations to mobilise other government departments.
- Conduct a readiness assessment of the community where an intervention is to be made, which will indicate skills, resources and capacity existing in that community.

All these recommendations accentuate the importance of resources, skills and capacity that the DRDLR should have in order to implement this strategy successfully. Recommended processes and procedures that need to be in place include the co-ordination role that the department should play in order to ensure that all stakeholders are involved, more especially government departments.

6.8.2 Recommendations for future research

A recommendation for future research is to conduct a comprehensive evaluation study on the impact of the CRDP in Muyexe, which should include a cost-benefit analysis.

6.9 CONCLUSION

It has been indicated in this chapter that several factors contributed to the poor implementation of the CRDP as a strategy for rural development, and most of these require rectification by the DRDLR. There are also several recommendations for the department to consider when it implements this programme in other parts of the country. What is critically important are

the lessons that were learned during implementation, which should be shared with other departmental officials, so as to further implement this programme.

This report attempted to determine the role played by all stakeholders involved and the approach they followed. It is necessary to mention consultation as one of the pillars for any developmental programme to succeed. Consultation is also dependent on leadership, since, if taken for granted, any intervention will be met with resistance by affected communities. Resource allocation is also important in that it will determine the capacity and skills available for the programme.

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