

**RURAL DEVELOPMENT IN SOUTH AFRICA:
LESSONS LEARNED FROM THE INTEGRATED SUSTAINABLE AND
COMPREHENSIVE RURAL DEVELOPMENT PROGRAMMES**

by

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RURAL DEVELOPMENT IN SOUTH AFRICA: LESSONS LEARNED FROM THE INTEGRATED SUSTAINABLE AND COMPREHENSIVE RURAL DEVELOPMENT PROGRAMMES

I declare that the above mini-dissertation is my work and that all the sources that I have used or quoted have been indicated and acknowledged using complete references.

I further declare that I submitted the mini-dissertation to originality-checking software and that it falls within the accepted requirements for originality.

I further declare that I have not previously submitted this work, or part of it, for examination at Unisa for another qualification or at any other higher education institution.



SIGNATURE

25 July 2023

DATE

DEDICATION

I offer my research as a tribute to my grandparents, parents, uncles, and aunts who have been my enthusiastic supporters since childhood, fostering my passion for education. Additionally, I extend my gratitude to my siblings, cousins, and my wife Monniemang' Jackals, as well as my beloved children (Boitumelo, Tshegofatso, and Onalenna), whose constant encouragement, cooperation, understanding, and unwavering support have played an indispensable role in making this work achievable.

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ABSTRACT

Rural development has been a crucial focus for the South African government since the inception of democracy in 1994. To address the persistent challenges of poverty and underdevelopment in rural communities, two significant initiatives, the Integrated Sustainable Rural Development Programme (ISRDP) and the Comprehensive Rural Development Programme (CRDP), were implemented in 2001 and 2010, respectively. However, the effectiveness of these programmes in alleviating rural poverty has been a matter of concern. This study delves into the experiences and lessons learned from the ISRDP and CRDP, shedding light on their limited or negligible success in tackling poverty in rural areas.

The research approach chosen for this study is qualitative, relying on individual online interviews with key government officials from the Department of Agriculture Land Reform and Rural Development, as well as the Department of Cooperative Governance and Traditional Affairs. Key representatives from the Ba-Ga Motlhwane Traditional Council in the Northern Cape, and the Amadebele Nzundzha Sokhulumi Traditional Council in Gauteng also participated in the interviews. The valuable insights gained from these interviews provided crucial perspectives on the challenges and shortcomings faced during the implementation of rural development programmes.

Viewing successes and failures as learning opportunities is fundamental in the context of rural development. Rather than discarding failed initiatives, understanding the reasons behind their shortcomings and drawing insights from these experiences can inform the refinement of future programmes. Findings from the study underscore the need for substantial improvements in the implementation of rural development programmes. Both the ISRDP and CRDP have fallen short of their objectives, primarily due to a lack of community-centred approaches and insufficient capacity for sustainable development.

To enhance the efficacy of future implementations, several key recommendations have been identified. Rural development initiatives should prioritise the active participation and engagement of local communities. Involving community members in the decision-making process and understanding their unique needs and aspirations is vital. By incorporating

their knowledge and experiences, programmes can be tailored to suit the specific context of each community, ensuring better outcomes.

By integrating these lessons learned and implementing the recommendations emanated from this study, future rural development programmes in South Africa can overcome past challenges and make significant strides in addressing poverty and promoting sustainable development in rural communities.

KEY CONCEPTS

Comprehensive Rural Development Programme (CRDP)

Development

Development management

Integrated Sustainable Rural. Development Programme (ISRDP)

Poverty

Rural area

Rural development

Rural development programme

LIST OF ABBREVIATIONS / ACRONYMS

ABBREVIATION	MEANING / DEFINITION
ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative for South Africa
CBO	Community-based organisations
CDC	Center for Disease Control and Prevention: Programme Performance and Evaluation Office
CoGTA	Department of Cooperative Governance and Traditional Affairs
COSATU	Congress of South Africa's Trade Unions
CRDP	Comprehensive Rural Development Programme
CRDS	Comprehensive Rural Development Strategy
DRDLR	Department of Rural Development and Land Reform
ESKOM	Electricity Supply Commission by the Government of South Africa
GEAR	Growth Employment and Redistribution
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IDP	Integrated Development Planning
IDT	Independent Development Trust
IGR	Inter-Governmental Relations
ISRDP	Integrated Sustainable Rural. Development Programme
ISRDS	Integrated Sustainable Rural Development Strategy
NDP	National Development Plan
NGO	Non-governmental organisations

ABBREVIATION	MEANING / DEFINITION
NGP	New Growth Path
NPA	New Public Administration
NPM	New Public Management
OECD	Organisation for Economic Co-operation and Development
RDP	Reconstruction and Development Programme
SACP	South African Communist Party
SAHO	South Africa History Online
SALGA	South African Local Government Association
SANCO	South African National Civic Organisation
STATS SA	Department of Statistics of South Africa

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CHAPTER ONE: GENERAL INTRODUCTION

1.1 INTRODUCTION

The rural development policy in South Africa has undergone significant changes since 1994, aiming to address the prevalent poverty and inequality that stem from the historical injustices of the pre-1994 colonial and apartheid regimes. This policy operates within a broader rural development strategic framework that is guided by Constitutional imperatives. The primary goal is to uplift and empower rural communities in underdeveloped areas, aligning with the government's commitment to eradicate poverty and promote dignity among these populations in the post-apartheid era.

To address the developmental challenges faced by rural South Africa, the Integrated Sustainable Rural Development Programme (ISRDP) was introduced in 2001 and implemented until 2010. Following this, the Comprehensive Rural Development Programme (CRDP) took effect in 2010. Both programmes are built upon the principles of the Reconstruction and Development Programme (RDP) initiated in 1994, which aimed to bring about fundamental transformation across the nation, including the improvement of living conditions for rural communities.

The study at hand seeks to draw lessons from the implementation of these rural development initiatives, particularly the ISRDP and CRDP, with the specific objective of alleviating poverty in rural South African communities. To achieve this, the chapter sets the stage by offering background information and defining the research problem and main research questions. It also outlines the study's purpose and research objectives.

Moreover, the chapter provides a concise preliminary literature review, clarifying key concepts such as poverty, development, rural development, and development management. Subsequently, the research design, methodology, and research ethics clearance are discussed before underscoring the study's significance. The chapter concludes by outlining the structure of the mini-dissertation to give an overview of its organisation.

1.2 BACKGROUND INFORMATION

The Constitution of South Africa of 1996 and various policy frameworks aim to establish a developmental state focused on eradicating poverty and reducing inequality. The government often promotes the idea of sustainable development and a socially cohesive society that is free from the shackles of poverty (National Development Plan, 2012: 11).

The White Paper on Reconstruction and Development (1994: 10) marked a significant policy shift in South African society, particularly for the rural poor communities. To achieve social cohesion and sustainable development, well-coordinated systems were required. This led to the formulation of the first rural development policy framework in 1997. Subsequently, the ISRDP was introduced in 2000 to address rural poverty in specific district nodes. Later, in 2010, the CRDP succeeded the ISRDP, and it continues to be active in 2023. Both the ISRDP and CRDP were designed to deliver coherent and sustainable services to rural communities suffering from widespread poverty (Department of Rural Development and Land Reform (DALRRD), 2022a).

The Integrated Sustainable Rural Development Strategy (ISRDS) served as the guiding vision for the ISRDP, aiming to create socially cohesive and stable rural communities with sustainable economies and universal access to essential services. The ISRDP pursued integrated development across social, economic, and environmental dimensions to enhance infrastructure and service delivery, ultimately improving the lives of rural inhabitants. Implementation involved collaboration among government departments, civil society organisations, and rural communities (ISRDS, 2000: vii).

The strategic objective of the ISRDP was to enable the selected rural districts to achieve integrated and sustainable rural development by 2010, effectively reducing poverty in those areas within a decade (ISRDS, 2000: vi). After the conclusion of the ISRDP in 2010, the CRDP was conceptualised as an innovative rural development programme to further transform rural South Africa. The CRDP was conceived alongside the National Development Plan (NDP), which prioritised an integrated and inclusive rural economy by 2030 in rural areas and small towns (DRDLR, 2009a).

The CRDP, based on the Comprehensive Rural Development Strategy (CRDS), aimed to accelerate rural development through the optimal use of natural resources, job creation, and poverty eradication. Key areas of focus included improving access to basic services, infrastructure development, and support for agricultural activities in targeted rural regions. The programme also emphasised community participation and empowerment in decision-making processes (DRDLR, 2009a). The Rural Development Framework of 1997 influenced the strategic goal of the CRDP, seeking to create vibrant, equitable, and sustainable rural communities through integrated development and social cohesion, involving all sectors of society in participatory approaches (Rural Development Framework, 2010: 10).

Although the ISRDP and CRDP were developed and implemented at different times, both aimed to achieve integrated development planning, implementation of development programmes, and the realisation of a socially cohesive society and sustainable development. However, progress towards the strategic objectives and goals of the ISRDP and CRDP has been slow or non-existent (Zantsi & Greyling, 2021: 110-112).

1.3 PROBLEM STATEMENT AND RESEARCH QUESTIONS

While the government has been working to strengthen the implementation of its rural development initiatives, the ISRDP and CRDP, still fail to adequately address the major challenges of poverty faced by rural communities. Consequently, this has led to a decline in the growth of these communities, resulting in increased poverty and inequality. The underdevelopment of rural areas also has a negative impact on food security, leading to hunger and malnutrition among the most vulnerable communities.

One of the reasons for this situation, as pointed out by Cloete, de Coning, Wissink, and Rabie (2018: 7), is the lack of coordination and coherent policy-making, which has led to government departments and agencies operating in isolation from each other. For rural development programmes to be successful, key stakeholders such as officials and representatives from the Department of Agriculture Land Reform and Rural Development, the Department of Cooperative Governance and Traditional Affairs, Traditional Councils and leaders, Communal Property

Associations, political champions, and Inter-Governmental Relations (IGR) structures must work together in an integrated manner to fulfil their responsibilities.

By adopting such a collaborative approach, effective implementation of rural development programmes like the ISRDP and CRDP can lead to the provision of essential services, the creation of economic opportunities, and the development and maintenance of infrastructure in rural areas. This, in turn, would contribute significantly to reducing poverty and inequality in these areas.

Against this background, the research problem is as follows:

- The rural development programmes, ISRDP and CRDP, implemented by the government in 2001 and 2010 respectively, have demonstrated limited or no success. As a result, these programmes have significantly failed to effectively tackle the critical issues of poverty that rural communities in South Africa are facing.

The research questions that were answered to address the research problem are:

- What does the literature say about rural development programmes, specifically the ISRDP and CRDP in South Africa?
- Which research design and methodology is most suitable to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas?
- What are the lessons learned about the implementation of rural development programmes, specifically the ISRDP and CRDP, to alleviate poverty in rural communities in South Africa?

1.4 PURPOSE AND RESEARCH OBJECTIVES

Considering the information provided, the primary objective of this study was to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities in South Africa.

The research objectives are as follows:

- Review available literature and legislation on rural development programmes in South Africa, specifically the ISRDP and CRDP.
- Explore the most suitable research design and methodology to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas.
- Summarise the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities.

1.5 PRELIMINARY LITERATURE REVIEW

Both the 1994 RDP and the 2012 NDP emphasise the critical importance of eradicating poverty and providing land and opportunities for a better life to ensure the success and flourishing of democracy in South Africa. The African National Congress (ANC) recognised that growing poverty posed a significant risk to the survival of the country's political democracy (ANC, 1994: 5).

Despite the implementation of overarching development policies by the government, poverty in rural areas of South Africa has continued to increase. The Statistics South Africa Census Report of 2017 indicated that poverty in rural district municipalities decreased by 50% between 2001 and 2011, a period that witnessed the implementation of the ISRDP. However, poverty levels surged since 2011, with 30.4 million people living below the upper poverty line of R992 per person per month in 2015, when the CRDP was introduced. There is a pressing need to redouble efforts in combating poverty to align with the NDP objectives (Statistics South Africa, 2017: 18).

The ISRDP and CRDP both aimed to create sustainable, equal, and socially cohesive rural communities, but their priorities, influenced by the prevailing political context, seemed distinct yet structured. The ISRDP emphasised building internal capacity for integrated and sustainable rural development, whereas the CRDP placed a greater emphasis on facilitating and accelerating integrated development

through participatory approaches and partnerships with various sectors of society. Despite these differences, both programmes shared the common objective of poverty eradication (Siyo-Pepeteka, 2014: 2-3).

Additionally, the provision and accessibility of basic services to rural communities have declined due to inadequate intergovernmental governance systems meant to achieve integrated local government planning and implementation (Molobela, 2019: 212-216). Rural development involves the cooperation of different entities, necessitating inter-governmental relations and integrated governance systems. The lack of institutional capacity across various levels of government has led to the inability to plan and execute integrated development efforts effectively. Rural areas, particularly those under traditional leadership, suffer from poorly planned and managed public amenities, hindering the transformation of rural spaces in South Africa.

To promote development in rural areas, a comprehensive approach is required, encompassing basic service delivery, the development of community infrastructure, employment creation, educational facilities for early childhood development, and skill development for the youth, women, and the elderly in rural areas. Additionally, adequate road infrastructure development and maintenance are essential to connect communities and foster economic growth (Bourblanc & Anseeuw, 2019: 192-194).

1.5.1 Definition of key concepts

At this juncture, it is necessary to provide definitions of the key concepts utilised throughout the mini-dissertation.

1.5.1.1 Development

Sitas (2020: 827) perceives development as a type of social transformation that cannot be comprehended in isolation but is influenced by various interconnected factors in the broader context. The fundamental aim of rural development programmes is to achieve positive improvements in the living conditions of rural communities.

Development can thus be described as a favourable and progressive alteration or enhancement of the living conditions of individuals and their surroundings, moving them away from the hardships of poverty towards contentment, prosperity, and well-being. It entails fostering macro-economic growth to stimulate productivity in the key sectors of the economy, ultimately leading to positive changes and advancements Sitas (2020: 830-831).

1.5.1.2 Development management

Development management can be most accurately understood by considering development and management as distinct concepts. Development refers to the positive transformation of people's living conditions and personal growth, while management involves activities such as planning, coordination, control, direction, and leadership in the context of a development programme. Management also entails organising multiple individuals to achieve specific goals and objectives by utilising available resources efficiently and effectively. Consequently, development management encompasses the proactive management of development initiatives in a predefined area intending to achieve predetermined objectives. Key actors in development management include the government, bureaucracy, civil service, and communities, among other stakeholders (Looney, 2020: 11).

1.5.1.3 Poverty

According to Bila and Biyase (2023: 19), poverty in rural areas of South Africa is described as multidimensional or multifaceted. This means that poverty cannot be solely measured based on income but must also consider other factors, such as access to basic services, dignity, self-respect, and independence. Poverty is deeply ingrained in rural communities and is closely linked to the lack of development. The main objective of rural development programmes is to eliminate poverty in these regions. To effectively address poverty, the government should adopt a comprehensive approach that combines elements of opportunity, growth, empowerment and security.

1.5.1.4 Rural area

A rural area can be described as an environment characterised by small-scale, sparsely populated settlements situated at a considerable distance from major urban centers, coupled with an economy that lacks diversity. In contrast to urban areas, rural regions have lower population densities and often lack significant industrial zones and developed infrastructure, resulting in lower levels of economic activity (Ashley & Maxwell, 2001: 397). Historically, agriculture has been the dominant economic sector in rural areas, particularly in developing countries. However, in developed nations like rural America, agriculture, forestry and mining remain important industries, but they contribute the least to overall jobs and earnings (United States Department of Agriculture, 2016).

In the context of Sub-Saharan Africa, Chigbu (2013: 814) provides a more specific definition of rural areas on this continent. He characterises them as open stretches of land with distinct cultural identities, located away from urban centres, and inhabited by people whose livelihoods primarily rely on labour-intensive sources. Agricultural and related activities often dominate the land spaces in these rural areas, significantly contributing to their economies. In South Africa, rural areas display remarkable heterogeneity, falling into two main categories: rural formal and tribal authority areas. Some rural areas consist of small towns, sparse populations, and large commercial farms, while others have communal land tenure systems and villages in former homeland states.

1.5.1.5 Rural development

Rural development can be described as a comprehensive effort aimed at eradicating poverty and promoting social infrastructure development, leading to significant social and economic changes in the rural areas of a country. Rather than being a one-time intervention, rural development is considered a long-term policy position adopted by the government. The essence of rural development lies in enhancing the well-being and livelihood opportunities of people by fostering sustainable economic growth within the rural economy, encompassing various sectors such as agriculture. It encompasses multiple dimensions, including agricultural development, human development, social and economic development, and

environmental protection. To address the challenges faced by rural areas, rural development adopts a broad and multi-sectoral approach (Looney, 2020: 12).

A key focus of rural development is to improve the competitiveness and coordination of the rural economy with the national economy. It involves the collaborative efforts of rural development professionals from both the government and private sectors, along with other stakeholders, all striving to enhance the living standards of rural communities. The projects and initiatives in rural development are designed to align with a shared vision for the future of rural regions (International Fund for Agricultural Development, 2016).

Considering the definitions provided, rural development recognises the significance of agricultural development in rural areas. Alongside the provision of essential services, these improvements contribute to enhancing physical well-being, quality of life, and productivity, enabling rural populations to participate more effectively in the national economy (William & Christopher, 2011: 27).

1.5.1.6 Rural development programme

A rural development programme refers to a structured and comprehensive initiative designed to address and uplift the conditions of rural areas. The main objective of such programmes is to alleviate poverty and bring about positive changes in the social and economic landscape of rural communities. Rural development programmes are strategic efforts aimed at improving the well-being and livelihood opportunities of the people residing in rural regions. These programmes are carefully crafted to foster sustainable economic growth, social infrastructure development, and environmental protection. They recognise the significance of agricultural development as a crucial aspect of improving rural areas, along with the provision of essential services (Michalek, Ciaian & Marcantonio, 2020: 1390).

Through effective planning, coordination, and management, rural development programmes work towards achieving specific objectives and goals. These initiatives involve collaboration among various stakeholders, including the government, bureaucracy, civil service and local communities. By harnessing available resources efficiently and implementing proactive strategies, rural development programmes seek to create positive transformations in rural areas and elevate the standard of

living for the people residing there. Ultimately, the overarching aim is to reduce poverty and promote social progress in these rural communities (Michalek, *et al.*, 2020: 1393-1395).

1.6 RESEARCH DESIGN AND METHODOLOGY

The research design employed in this study was qualitative and data was gathered through individual online interviews, which helped to uncover the limited or complete lack of success of the government's rural development programmes, namely ISRDP (implemented in 2001) and CRDP (implemented in 2010). Further details about the research methodology can be found in Chapter 3, which is entirely dedicated to this topic.

1.6.1 Qualitative research design

A qualitative research approach was chosen for this study, aiming to obtain a comprehensive understanding of individual participants, their opinions, perspectives, and attitudes. According to Leedy and Omrid (2014: 142), qualitative research involves gathering rich data from various sources. Flick (2022) highlights that this paradigm allows for in-depth exploration and probing of participants' responses, enabling the researcher to grasp their motivations and feelings accurately. This approach was instrumental in accurately and truthfully capturing the participants' knowledge and experiences concerning the implementation of rural development programmes.

1.6.2 Semi-structured Interviews

To collect empirical data, semi-structured interviews were conducted, using the probability sampling technique. The interviewees were selected from the Department of Agriculture Land Reform and Rural Development, as well as the Department of Cooperative Governance and Traditional Affairs. Further information about these interviews can be found in Chapter 3, Section 3.4.1 *Semi-structured Individual Online Interviews*.

The study adhered to ethical considerations, obtaining relevant permissions to conduct the interviews through official channels. Additional details on ethical considerations are briefly addressed in the subsequent section.

1.7 ETHICS CLEARANCE

Before collecting data, the study obtained ethics clearance from the Research Ethics Review Committee of the Department of Public Administration and Management at the University of South Africa (Annexure A). Additionally, permission to conduct the research was obtained from the gatekeepers (Annexure B). Detailed information about the ethical considerations followed in the study can be found in Chapter 3, section 3.8 *Ethical considerations*.

1.8 SIGNIFICANCE OF THE STUDY

Despite the implementation of rural development programmes in South Africa since 1994, when democracy was established, rural communities continue to suffer from severe poverty and lack of development. These communities lack access to basic necessities such as clean water, proper sanitation, education, healthcare, and infrastructure. Addressing poverty and inequality in rural areas through effective rural development programmes would not only improve living conditions but also help communities cope with malnutrition and the impacts of climate change-related disasters.

The successful implementation of targeted rural development strategies would align with the government's strategic goal of enhancing the quality of life in rural areas and fostering unity within the nation. The study sheds light on the reasons behind the limited or unsuccessful outcomes of the ISRDP and CRDP rural development programmes, which were respectively implemented in 2001 and 2010, in addressing key poverty challenges in rural communities. By understanding the government's approach to implementing rural development policies, the research provided valuable insights and recommendations for future programmes.

It drew upon the experiences of public managers as policy implementers and the perspectives of Traditional Councillors representing the beneficiaries of the ISRDP and CRDP programmes.

The study's findings, including lessons learned from the implementation of rural development programmes, significantly contribute to the field of Public Administration. Moreover, the research revealed practical recommendations to

enhance and sustain the positive effects of rural development programmes in South Africa.

1.9 OUTLINE OF MINI-DISSERTATION

The mini-dissertation comprises five chapters, each serving distinct purposes:

- **Chapter 1:** This section introduces the study and its background, tracing the origins of the rural development policy framework rooted in the 1996 Constitution. It also outlines the research problem and questions, along with the study's objectives and purpose. Key definitions are clarified, and the qualitative research design and methodology are justified as the preferred approach. Emphasis is placed on obtaining ethics clearance before elaborating on the study's significance.
- **Chapter 2:** Chapter 2 of the mini-dissertation begins with defining Public Administration and providing a concise overview of the main paradigms that have influenced its development. Subsequently, an examination of the implementation of rural development programmes is presented. The focus then shifts to the management of rural development programmes within the local government sphere. This leads to an introduction to the ISRDP and CRDP rural development programmes. The literature review proceeds by exploring various development and rural development theories. To further contextualise the subject, an overview of relevant rural development legislation in South Africa is provided. The chapter concludes with an explanation of land reform in South Africa.
- **Chapter 3:** This chapter begins by defining the research design and discussing the chosen research methodology. Detailed information is provided about semi-structured individual online interviews as the data collection tool. The population and sampling techniques relevant to the study are explained. The data analysis cycle and processes are discussed, and the qualitative rigour of the research project is justified. Ethical considerations are touched upon, and the chapter concludes by highlighting the study's limitations.

- **Chapter 4:** The purpose of this chapter is to present, analyse, and interpret the data gathered from the online interviews. It shares the experiences of both the implementers and beneficiaries of rural development programmes. The findings related to the implementation of the ISRDP and CRDP rural development programmes are presented in this chapter.
- **Chapter 5:** This final chapter offers the conclusions and recommendations of the study, aimed at strengthening policy development, implementation, and future research on rural development programmes. It also summarises the lessons learned to enhance the implementation of current and future rural development programmes, specifically focusing on the CRDP programme, with the ultimate goal of alleviating poverty in South Africa's rural communities.

1.10 CHAPTER SUMMARY

This chapter introduced the topic under study by providing background information and by stating the research problem and the main research questions. The research problem had been identified as the government's successive rural development programmes of ISRDP and CRDP implemented respectively from 2001 and 2010 had limited or a complete lack of success, making the rural development programmes fall far short to address key poverty challenges facing rural communities in South Africa'.

The purpose of the study as well as the research objectives were also elaborated on. The study sought to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities in South Africa. A brief preliminary literature review then followed and key concepts regularly used in the study were defined. The research design, methodology, and ethical considerations were subsequently addressed before the significance of the study was highlighted. The structure of the mini-dissertation concluded the chapter.

The subsequent chapter, Chapter 2, is an analysis of available literature and documentation looking at theories of development and rural development. An overview of development and rural development in South Africa is also included in addition to the implementation of the policy framework for rural development management. The literature review is concluded with international best practices for rural development.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

The literature review presented in this chapter answers the research question 'What does the literature say about rural development programmes, specifically the ISRDP and CRDP in South Africa?'. The literature review commences with a definition of Public Administration and a brief overview of the main paradigms in the development of Public Administration.

An analysis of rural development programme implementation then follows. Here, policy implementation, using the 7C protocols to improve policy implementation, leadership and stakeholder involvement in policy implementation, mechanisms ensuring sustainable rural development programmes, and policy monitoring and evaluation are described. The management of rural development programmes in the local government sphere is subsequently highlighted regarding the responsibilities of the key role players and best practices. An overview of the ISRDP and CRDP rural development programmes then follows. The aim and objectives as well as the successes and failures of these programmes are elaborated on.

The literature review then progresses with a description of development and rural development theories. Theories of Development, including rural development, are many and varied. The distinct theories relating to and supporting this study are the Theories of Social Change, Modernisation theory, Basic Needs theory and Sustainable Development theory. New approaches to rural development are also touched on.

The National Land Reform Policy, RDP, Growth Employment and Redistribution (GEAR), Rural Development Framework, the Accelerated and Shared Growth Initiative for South Africa (ASGISA) and the NDP form part of an overview of rural development legislation in South Africa. An explanation of land reform in South Africa concludes the chapter. The current land reform programmes are imperative to address the historical racially discriminatory practices and laws that governed land ownership for much of the twentieth century in the country.

These practices have led to significant disparities in land ownership. To rectify these inequalities, the South African government has undertaken comprehensive land reform initiatives, reflecting its commitment to eradicating past injustices. Nevertheless, land reform remains a highly contentious issue in the country. The legacy of racially skewed land ownership is deeply entrenched, making it challenging to achieve a swift and complete resolution due to cost implications, potential social instability, and concerns about food security (Kloppers & Pienaar, 2014). The literature review, therefore, offers a concise overview of land reform in South Africa, with a particular focus on land restitution, land tenure reform, and land redistribution.

2.2 OVERVIEW OF THE EVOLUTION OF PUBLIC ADMINISTRATION

A definition of Public Administration and the paradigms in the development of Public Administration are presented in this section.

2.2.1 Defining Public Administration

The foundation of public administration in South Africa is outlined in Section 195 of the 1996 Constitution. This section emphasises principles such as encouraging public participation in policy-making and ensuring accountability in public administration. Public administration, as a process, involves government institutions and appointed officials working to meet society's needs within a specific state's boundaries (Wessels, 2017: 29). This process includes providing public services and products at all spheres of government (Nkuna & Sebola, 2014: 290).

Capitalised as "Public Administration," this concept represents an academic discipline dedicated to studying the various processes and activities of government institutions that aim to enhance society's well-being by offering public services and products (Wessels, 2017: 29). In an academic context, Public Administration refers to the efforts of scholars, academics, and students as they investigate and learn about the practical aspects of public administration (Theletsane, 2013: 177).

2.2.2 Paradigms in the development of Public Administration

The development of the discipline of Public Administration has gone through several paradigm stages, each with its distinct characteristics and approaches. These

paradigms have influenced how public policies, including rural development policies, are implemented and managed. The main paradigm stages and their connection with rural policy implementation are briefly presented in this section.

2.2.2.1 *Politics-Administration Dichotomy Paradigm (late 19th to early 20th century)*

This paradigm emerged during the late 19th and early 20th centuries and emphasised a strict separation between politics and administration. The focus was on creating a neutral and efficient administrative system that would implement policies as directed by elected officials without interference (Wilson, 1887: 120-125). This dichotomy viewed public administrators as neutral experts who should remain apolitical in their duties. Under this paradigm, rural policy implementation would be seen as a technical and apolitical process. The policies designed by politicians would be handed over to public administrators to execute efficiently in rural areas. Administrators would follow predefined rules and procedures to ensure effective policy implementation without considering local community input or adaptation to the rural context (Thornhill, Van Dijk & Isioma, 2014: 6).

2.2.2.2 *New Public Administration Paradigm (1960s to 1980s)*

The New Public Administration (NPA) paradigm emerged in response to the perceived failures of the Politics-Administration Dichotomy. It emphasised the need for greater responsiveness, social equity, and citizen participation in public administration. NPA scholars advocated for collaborative governance and community involvement in decision-making processes. Under the NPA paradigm, rural policy implementation would focus on engaging rural communities as active participants in the development process. Policymakers and administrators would collaborate with local stakeholders to design and implement rural policies that reflect the unique needs and aspirations of rural areas. Community-driven development initiatives and participatory approaches would be central to ensuring the effectiveness and sustainability of rural policy implementation (Basheka, 2012: 51).

2.2.2.3 New Public Management Paradigm (1980s to 1990s)

The New Public Management (NPM) paradigm shifted the focus from bureaucracy and hierarchy to efficiency, performance, and market-oriented principles. It promoted managerialism, privatisation, and decentralisation of public services. NPM aimed to introduce market-based mechanisms and performance-based evaluations in public administration. Under the NPM paradigm, rural policy implementation would be driven by performance indicators and efficiency metrics. Rural development programmes may be contracted out to private or non-profit organisations. Public administrators would be tasked with monitoring performance and ensuring service delivery in rural areas. While efficiency could improve, there might be less emphasis on community participation and consideration of rural-specific needs (LeMay, 2006: 132-133).

2.2.2.4 Governance and Network Paradigm (late 20th century to present)

The governance paradigm acknowledges the complexity of public issues and emphasises collaboration and networked governance models. It recognises that multiple actors, including government agencies, civil society, and the private sector, play a role in policy implementation. Under the governance and network paradigm, rural policy implementation would involve forming partnerships between various stakeholders, such as government agencies, non-governmental organisations (NGOs), community-based organisations, and private businesses. These partnerships would collaborate to design and implement rural policies, leveraging their collective expertise and resources to address rural challenges effectively. The focus would be on fostering networks of collaboration that can adapt to the specific context of rural areas and mobilise local knowledge and resources (Basheka, 2012: 61).

Overall, the evolution of Public Administration paradigms has influenced how rural policies are designed and implemented. From a more technocratic and hierarchical approach, the discipline has moved towards emphasising participation, collaboration, and adaptability in rural policy implementation. Contemporary approaches recognise the value of engaging local communities and fostering

networked governance structures to achieve sustainable and context-sensitive rural development outcomes.

2.3 RURAL DEVELOPMENT PROGRAMME IMPLEMENTATION

A description of what policy implementation, leadership and stakeholder involvement in policy implementation, and mechanisms ensuring sustainable rural development programmes entail, is provided before policy monitoring and evaluation is addressed. Best practices and the management of development programmes in the local government sphere are also highlighted.

2.3.1 Policy implementation

Public policy stipulates the course of action to be taken to reach an objective and is the result of interaction between a variety of actors, for example, governmental bodies, politicians, administrators, public officials as well as members of the public, working together (Henry, 2017: 305). Cloete, de Coning, Wissink and Rabie (2018: 7) suggested that public policy is the government's statement of intent in response to the needs of society, including detailed programmes of action to give effect to normative and empirical goals to improve or resolve perceived problems and needs in society.

According to Cloete, de Coning, Wissink and Rabie (2018: 36), a programme is a collection of interrelated projects and activities designed to achieve policy objectives. New programmes are expected to demonstrate experiences of past programmes. A consecutive programme, needs to improve what was developed before to advance the realisation of programme strategic objectives and to accelerate the achievement of the objectives in society. The design of rural development programmes must therefore incorporate lessons learned from previous programmes. According to Leabua (2015: 92-95), the ISRDP and CRDP as successive programmes represent what the government has put in place to articulate and provide a policy framework to transform the living conditions of rural communities.

Cloete, *et al.*, (2018: 17) defined public policy as a representation of government programmes of action to give effect to normative and empirical goals with the

intention to address the problems and needs of society, and to achieve transformation in a society or community. Because circumstances and the needs of society continuously change, policy implementation should follow the planning phase as soon as possible. If circumstances have changed to such an extent that the plans are no longer viable, new plans or programmes have to be designed.

The government's focus was on poverty alleviation since 1994, and the policy statement by the then President, Mr TM Mbeki in 2001 regarding the ISRDP, was described as an affirmation of a policy change in the government's rural development policy since 1994. The successive policy statement by the previous President, Mr JG Zuma in 2009 regarding the CRDP also represents policy change. The successive nature of rural development programme strategies and policies in South Africa since 1994 thus points to a culture of policy change from time to time by government in particular rural development programmes. However, the national and provincial government spheres must continually review their policy implementation methods in rural areas to ensure sustainable, coordinated and comprehensive rural development (Mbeki, 2001; Zuma, 2009; Nesamvuni, Tshikolomo, Nengovhela, Moloto, Madzivhandila, Swanepoel & Mpandeli, 2017: 103).

Anderson (2022: 217) describes the implementation of policy as "*Implementation has been referred to as what happens after a bill becomes law.*" The implementation of policy is the execution of policy and a process whereby patterns of behaviour are changed and adapted to carry out policy decisions. The implementation phase is the development of techniques and procedures for the realisation of policy in practice. Cloete, *et al.*, (2018: 137) also confirmed that policy implementation is the conversion of mainly physical and financial resources into concrete service delivery outputs.

Policy implementation is the execution and refinement of action plans, projects and programmes to achieve policy objectives. However, policy or programme implementation is severely affected by its history within the political and bureaucratic administrative discourses within a country. According to Cerna (2013: 18), the top-down and bottom-up approaches to implementation differ in several ways such as the role of actors, their relationships and the type of applied policies. In the top-down

approach, decision-makers concentrate on factors manipulated at the central level, whilst in the bottom-up approach, the emphasis is on the target groups and service deliverers with an argument that policies are made at the local community level. The top-down approach appears more prescriptive than the bottom-up approach, which seems more advisory on facts to the experts.

The process of implementing a new policy - particularly those policies that require significant training, learning, and changes within or among organisations, can be time-consuming and expensive. Delays and costs can affect operations and services. Policy implementation at the operational and service levels also involves co-ordination with other organisations – including those that may have no previous experience working together, which may have either a positive or a negative effect on service delivery. In addition, a one-size fits all approach to implementation will most likely not meet the varied needs of different target populations and clients of services in the country.

Thus, the degree of flexibility to adapt policy strategies affects the ability of service providers and other stakeholders to respond to local needs or specific subgroups of the population covered by the policy. Implementation, therefore, involves adapting the ideal plan to local conditions, organisational dynamics, and programmatic uncertainties. This process is often uneven and, in the end, actual programmes and services often turn out to be different from the original plans (Bhuyan, Jorgensen & Sharma, 2010: 9; Tezera, 2019: 93-95).

2.3.1.1 Using 7C protocols to improve policy implementation

The 7C protocols, also known as the 7C approach, are systematic tools that can be used to improve the implementation of rural development programmes in South Africa. The 7C protocols focus on seven key principles that guide the design and implementation of development initiatives, especially in rural areas. Each of the 7Cs and their significance in the context of rural development in South Africa is presented in the following section (Molobela, 2019: 212-216):

- **Community-centered:** The first "C" emphasises the importance of placing the community at the centre of the development process. Rural development programmes should begin by engaging with local communities to understand

their needs, aspirations, and existing resources. Participatory approaches, such as community meetings, consultations, and focus groups, enable stakeholders to have a say in decision-making, ensuring that the development interventions are relevant and responsive to the local context.

- **Capacity development:** Capacity building is essential to empower rural communities and institutions to actively participate in and sustain the development process. This "C" involves identifying and strengthening the skills, knowledge, and abilities of individuals and organisations within the community. Training programmes, workshops, and mentoring initiatives can help enhance the capacity of local leaders, community groups, and government agencies to implement and manage development projects effectively.
- **Coordination:** Coordination among various stakeholders is crucial to avoid duplication of efforts, streamline resources, and maximise the impact of rural development programmes. The "C" of coordination entails bringing together different actors, such as government agencies, NGOs, private sector partners, and community-based organisations, to work collaboratively towards common development goals. Effective coordination ensures synergy and fosters a more comprehensive approach to rural development.
- **Collaboration:** Collaboration goes beyond coordination and emphasises active cooperation and partnership among stakeholders. Collaboration involves sharing responsibilities, expertise, and resources to collectively address complex development challenges in rural areas. Public-private partnerships and multi-stakeholder platforms are examples of collaborative mechanisms that can pool resources and leverage expertise to achieve sustainable rural development outcomes.
- **Communication:** Open and effective communication is vital for successful rural development programmes. This "C" involves establishing clear channels of communication between all stakeholders, ensuring that information flows freely, and ensuring that all parties are well-informed about project progress, challenges, and outcomes. Transparent communication

helps build trust, enhances accountability, and encourages greater participation and support from the community.

- **Consensus:** Rural development initiatives should be based on shared goals and objectives agreed upon by all relevant stakeholders. The "C" of consensus-building involves facilitating dialogue and negotiation to reach common ground and build a shared vision for development. Engaging in consensus-building processes helps overcome conflicts, align interests, and foster a sense of ownership among all stakeholders, thereby increasing the likelihood of successful implementation.
- **Context-sensitivity:** Lastly, rural development programmes must be context-specific, recognising the unique socio-cultural, economic, and environmental conditions of each rural area. The "C" of context-sensitivity requires tailoring development interventions to match the local realities and needs. A one-size-fits-all approach is unlikely to be effective in diverse rural contexts in South Africa, so development programmes should be flexible and adaptable to address specific challenges and opportunities in each community.

By applying the 7C protocols, rural development programmes in South Africa can become more participatory, inclusive, and sustainable. By involving local communities, building capacity, promoting collaboration, and considering context-specific factors, these programmes are better equipped to address rural poverty, unemployment, infrastructure gaps, and other pressing challenges. Additionally, the 7C approach helps strengthen governance and social cohesion within rural communities, enabling them to take ownership of their development and contribute to broader national development objectives (Molobela, 2019: 217).

2.3.2 Leadership and stakeholder involvement in policy implementation

Effective policy implementation relies on strong leadership. High-level actors and influential leaders play a crucial role in communicating the policy's rationale and mechanisms and advocating for its successful execution, which necessitates coordination and cooperation (Bhuyan, *et al.*, 2010: 5). The level of consensus among leaders and other stakeholders regarding the policy's content and

importance influences the extent and timing of its implementation. However, those who led policy formulation might not always be directly involved in its implementation, and different groups may be responsible for carrying out policy directives (Mthethwa, 2012: 42).

Stakeholder participation in policy implementation is influenced by various factors, including the policy's context, content, stakeholders' needs and resources, their level of knowledge about the policy, and their relative power and influence. Involving stakeholders in implementation can be challenging as it often requires collaboration among new partnerships that did not previously exist. Sometimes, stakeholder groups and organisations with differing interests must find common ground to support implementation. Stakeholders may also become involved in ways not originally planned by the policy. As policy implementation progresses, additional stakeholders may find themselves affected by the changes and seek to insert themselves into the process (Bhuyan, *et al.*, 2010: 6-7). The successful engagement of diverse groups within society, civil society, and the private sector is crucial for effective implementation, as each sector contributes unique perspectives, skills, and resources (Mthethwa, 2012: 43).

Once strategies are determined, implementation organisations need to assess and mobilise the financial, human, and material resources required for effective policy execution. Introducing new policies often entails adopting new strategies, which may necessitate modifications or abandonment of old practices. In many cases, this requires training implementers in the policy's content and the necessary skills. Long-standing norms and socio-cultural factors can influence the capacity of governments and organisations to act. Hence, addressing these factors during policy planning is crucial for successful implementation (Bhuyan, *et al.*, 2010:8; Mthethwa, 2012: 43).

2.3.3 Mechanisms ensuring sustainable rural development programmes

Mechanisms need to be built into rural development programmes to meet community needs, making sure that management style and training are in accordance with local customs and culture. Staff members need to be trained as far as possible in a consultative style, working with local community organisations. The strictly administrative or bureaucratic organisation found in government

departments needs to be changed to operate on the principle of a bottom-up process with local government and rural districts taking responsibility for the development of priorities. This implies feedback from the target group on social and economic development which is used to modify and improve the implementation of programmes. When implementing rural development programmes, several mechanisms are crucial to ensuring sustainability (Tezera, 2019: 97-107):

- Engaging local communities and stakeholders in the decision-making process is essential. Their active involvement helps to identify local needs, priorities, and potential solutions, fostering a sense of ownership and sustainability.
- Taking an integrated and holistic approach is vital for long-term sustainability. It involves considering various aspects, such as economic, social, environmental, and cultural factors, to ensure that development initiatives align with local conditions and aspirations.
- Enhancing the skills, knowledge, and capabilities of local individuals and organisations is crucial. Providing training, technical assistance, and resources empowers the community to manage and maintain development programmes effectively beyond external support.
- Sustainable rural development requires the responsible management of natural resources. This includes promoting sustainable agricultural practices, efficient water management, forest conservation, and renewable energy adoption. Balancing economic growth with environmental conservation is key.
- Improving rural infrastructure, including transportation, water supply, sanitation, and energy systems, is critical. Access to these basic amenities enhances the quality of life, fosters economic activities, and reduces inequalities between rural and urban areas.
- Encouraging diverse income-generating activities is essential to reduce dependence on a single sector or resource. Promoting entrepreneurship, supporting local industries, and facilitating market access enable rural communities to thrive and adapt to changing circumstances.

- Ensuring that development programmes are inclusive and address gender disparities is crucial. It involves promoting equal access to resources, opportunities, and decision-making processes, empowering marginalised groups and fostering social cohesion.

By incorporating these mechanisms into rural development programmes, it is possible to foster sustainability, resilience, and long-term positive impacts on rural communities and their environments.

2.3.4 Policy monitoring and evaluation

The challenges in achieving the objectives of rural development programmes in South Africa may stem from a lack of responsiveness to the real-life issues faced by local rural communities. Despite the successive introduction of such programmes, the connection between genuine problems and surface-level symptoms remains unresolved. Policy evaluation can help bridge this gap by systematically assessing the programme's intended outcomes and extent of impact. Through various techniques, programme evaluation measures the performance of policies or programmes to enhance their effectiveness in achieving strategic goals. Decision-makers can receive updates on programme receptiveness and progress through evaluation, enabling them to make informed decisions (Cloete, *et al.*, 2018: 247).

Monitoring and evaluation play crucial roles in ensuring accountability, improving performance, and encouraging further progress. Effective communication among different stakeholders is essential, as well as the establishment of agreed-upon indicators and feedback systems to track progress towards desired outcomes. Beneficiaries' perspectives and feedback on policy implementation are vital to assess interim achievements, make necessary adjustments, and ensure a comprehensive approach (Mthethwa, 2012: 43-44).

Policy evaluation is conducted for various reasons, such as measuring progress towards policy objectives, learning from specific projects for future policy improvement, testing assumptions or models, demonstrating political and financial accountability, advocating for specific viewpoints, and enhancing the public image of individuals or institutions (Cloete, *et al.*, 2018: 212). A well-designed and properly

executed evaluation provides an accurate assessment of project impact, helping planners identify projects with the best returns on investment. It allows analysis of factors significantly influencing a project, leading to improved project design. Moreover, it highlights groups benefiting less from a project, enabling the implementation of measures to encourage their participation (Cloete, *et al.*, 2018: 215-222).

To guide the planning and implementation of rural development programmes, substantial information needs to be gathered, flowing from the community level to the national sphere through municipalities and provinces. This information aids in diagnosing problems, implementing corrective measures, anticipating potential issues, and modifying procedures and strategies. Ongoing evaluation is essential to identify deviations and recommend improvements, ensuring precise targeting and addressing real problems (Center for Disease Control and Prevention: Programme Performance and Evaluation Office (CDC), 2021).

2.3.5 Management of rural development programmes in the local government sphere

Two significant factors influencing the management of rural development projects are the nature of the task and the environment in which they are carried out. It is crucial to acknowledge that existing organisational structures are culturally Western-oriented, and local personnel working within them had to adapt to a foreign management system that comes with significant social, psychological, value, and structural differences. Therefore, management styles should align with the local culture, particularly concerning leadership, delegation, and group identity (Mamokhere & Meyer, 2022: 21).

The Inter-Governmental Relations (IGR) Framework Act 13 of 2005 establishes mechanisms within the government to enhance oversight, management, coordination, and implementation of rural development programmes. These structures include municipalities, municipal mayors, and other governance entities at municipal, provincial, and national levels. According to the Constitution of South Africa of 1996 (Section 154), national and provincial departments are mandated to support and build the capacity of municipalities to execute their functions effectively.

Decentralisation involves conferring rule-making and executive powers to formally constituted state institutions or public organisations. In the South African context, decentralisation empowers provincial and local spheres of government, which are constitutionally separated from the national sphere and are responsible for providing various services. The national sphere plays a supervisory, coordination, and monitoring role. Decentralisation is linked to community participation in development planning and aims to bring implementation institutions closer to the beneficiaries of policy functions. It advocates for bottom-up decision-making, where decisions reflect the views of affected communities, as opposed to centralisation with top-down decision-making. In rural development, decentralisation can be employed when national and provincial sector departments are unable to fulfil their obligations, and municipalities are involved in decision-making and policy implementation (CDC, 2021).

According to Nesamvuni, *et al.* (2017: 102), local government plays a critical role in poverty alleviation, ensuring social and economic rights, enabling economic growth, and overseeing spatial or physical planning and environmental justice. The Municipal Systems Act 32 of 2000 mandates public participation, integrated development planning, and the monitoring and evaluation of government programmes and projects. Local governments are thus well-suited for effectively coordinating rural development programmes (Municipal Systems Act, 2000: Chapters 4, 5, and 6).

Delegating responsibilities to local government involves transferring tasks from the national government to provinces and municipalities. In the case of the ISRDP), certain responsibilities, such as coordination, monitoring, and evaluation, were delegated to state development agencies. For instance, the Independent Development Trust, the National Development Agency, and the Electricity Supply Commission (ESKOM) were tasked with implementing functions within affected communities. These delegated functions were carried out in an integrated manner through municipal Integrated Development Planning (IDPs) (Department of Provincial and Local Government, 2003).

A crucial aspect of the ISRDP is the involvement of municipalities' IDPs. These IDPs are developed through citizen participation, allowing local communities to identify

and prioritise their development needs. The municipal IDPs serve as strategy documents and planning tools for the effective implementation of municipal programmes to cater to community needs. Compliance with legislative requirements and regular reviews ensure the credibility and ongoing relevance of the IDPs. Municipal IDPs are consulted upon and inclusive of input from national and provincial sector departments, and the projects within them should be funded and reflected in the Government's medium-term expenditure framework over five-year plans. Consequently, IDPs function as mechanisms for administering and managing the implementation of development programmes at the local government level (Mamokhere & Meyer, 2022: 23).

The success of rural development programmes, including IDPs, relies on a conducive environment that fosters integrated sustainable rural development. Collaboration among various stakeholders, including non-governmental organisations, civil society organisations, and community-based groups, is critical to achieving greater integration. Alongside municipal IDPs, additional governance structures like ward committees, the South African Local Government Association (SALGA), and traditional leadership play pivotal roles in coordinating and integrating rural development planning at the community level (Nesamvuni *et al.*, 2017: 104-105).

Proper resource allocation is essential to the success of IDPs. Integrating planning, supporting sustainability-driven mini-projects, and ensuring coordinated policy programme implementation with constant resource support are key factors for successful implementation. The government must act to bridge the gap between rural policy development and its implementation to urgently realise the vision of IDPs (Mamokhere & Meyer, 2022: 28-29).

2.3.5.1 Responsibilities of role players

To ensure a clear delineation of responsibilities and avoid raising unrealistic expectations in communities, it is necessary to define the roles of different levels of government. Within the ISRDS of 2000, provincial political and technical champions were tasked with managing functional policies, including institutional arrangements, programme management, project planning, coordinating provincial investments in

infrastructure and social initiatives, monitoring and evaluating specific outcomes and key performance indicators, and overseeing project implementation by line departments at the provincial level. At the local government level, transformation in governance and service delivery plays a crucial role. The responsibilities of local political and technical champions within the ISRDS involved addressing key issues such as project implementation, coordinating local investments, managing social dynamics, facilitating social processes, and utilising statutory planning tools to achieve integrated development (ISRDS, 2000).

Table 2.1 below defines the roles and responsibilities of the various role players across the three spheres of government. In the spirit of co-operative governance, certain roles are shared or delegated by mutual agreement.

Table 2.1: Role differentiation across the three spheres of government

National government	Provincial government	Local government
<ul style="list-style-type: none"> • Urban and rural policy formulation • Funding • Organisation of urban and rural nodes programme • Overall monitoring of the rural and urban programmes 	<ul style="list-style-type: none"> • Functional policy for urban and rural nodes • Project planning and programming • Programme integration across sectors and spheres • Supervision, monitoring and evaluation • Implementation (provincial components) 	<ul style="list-style-type: none"> • Implementation of projects • Funding (municipal components) • Social facilitation • Co-ordinating public and private investments • Local-level planning through IDP mechanisms

Source: (ISRDS, 2000).

2.3.5.2 Best practices

Frameworks or strategies are crafted with elements learned domestically and internationally to defeat poverty quicker and to realise rural development speedily.

Best practices remain important because they have improved and influenced the way modern rural development programmes are implemented and approached. Best practices are considered accepted *modus operandi* that yield better results than other practices. Best practices have become a benchmark on how things could be better done within legislative parameters as it brings, among other benefits, efficiencies, competitiveness, improved staff skills, quality, and quick responses and technology. The United Nations: Sustainable Development Goals (2022), proposed the following best practices to meet the goals of rural development:

- Rural strategies should focus on the mainstreaming of rural development into all policies and not the development of stand-alone rural policies within each sector.
- A clear set of rural indicators and targets must be provided against which performance will be measured.
- The development and implementation of policies should be a bottom-up process with local government and rural districts taking responsibility for the development of priorities.
- Budgets of municipalities must include items allocated to rural services and priorities. These budgets should promote equity and provide an indicator of rural service delivery performance.

2.4 ISRDP AND CRDP RURAL DEVELOPMENT PROGRAMMES

As hinted above in section 2.3.1 *Policy implementation*, a programme refers to a collection of projects working together to achieve an organisation's strategic objectives in a coordinated manner. It involves the management of a portfolio of projects aimed at accomplishing specific institutional goals. programme management entails various complex tasks, including defining objectives, creating plans, allocating resources, staffing, implementing control mechanisms, issuing directives, motivating personnel, and fostering innovation for alternative approaches. These activities are essential for the effective execution of a programme. A programme typically consists of multiple projects with certain common characteristics, such as the need to prioritise and adjudicate between

competing projects due to shared or scarce resources. Additionally, some interdependencies require coordination across projects, as well as the presence of common infrastructure or activities that allow for economies of scale through sharing. Furthermore, shared risks necessitate opportunities for management and containment across multiple projects (Cloete, de Coning, Wissink & Rabie (2018: 36).

2.4.1 Integrated Sustainable Rural Development Programme (ISRDP) (2000)

The ISRDP was an implementation outline of the ISRDS. As stated in Chapter 1, section 1 *Introduction*, implementation of the ISRDS started in 2001 after it was tabled in Cabinet on 27 November 2000 (ISRDS, 2000: vii). It was a comprehensive campaign against poverty and underdevelopment in the rural areas of South Africa and involved all three spheres of government as well as the private sector and community-based organisations. Its vision was to attain 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, equipped to contribute to growth and development. The ISRDS attempted to provide an integrated solution to poverty and underdevelopment in rural areas, especially in the former homeland areas. The ISRDS ceased to exist in 2009 (Harmse, 2010: 441)

2.4.1.1 Aim and objectives of the ISRDP

The South African Government renewed its commitment to rural development in 2000 and initiated the ISRDP in consultation with a wide range of key stakeholders and launched a new stage of concerted effort to improve opportunities and wellbeing for the rural poor. This approach was built on the vast experience from the implementation of the past rural development approaches and policies as well as assimilating lessons from similar efforts worldwide. The goal of the ISRDP was to reduce inequalities left behind by apartheid by eradicating poverty through the provision of basic services and by creating employment opportunities in rural communities (Gwanya, 2010).

The ISRDP was designed to bring together all government sector departments and municipalities including traditional leadership. The expected outputs were to attain

socially cohesive and stable rural communities with viable institutions, sustainable economies, and universal access to social amenities. These institutions would have been able to attract and retain skilled and knowledgeable people who were equipped to contribute to growth and development (ISRDS, 2000). The ISRDP was subsequently defined as promoting integrated service delivery through coordinated planning, resource allocation and implementation by government and external stakeholders as a way of fast-tracking service delivery to improve the quality of life of the citizens in the nodal areas (Gwanya, 2010).

The expected outcomes of the ISRDP were as follows (ISRDS, 2000):

- Enhancing education facilities to improve literacy rates among children aged 0 to 6 years, youth, and adults;
- Establishing health facilities, including primary and secondary healthcare clinics and hospitals;
- Managing social welfare services for recipients of grants;
- Generating employment opportunities;
- Ensuring access to housing and essential services such as hygienic sanitation, water, electricity, refuse removal, communication, transportation, and other household services.

Everatt, Dube and Ntsime (2004: 32-38) described the ISRDP as an elegantly simple idea, in which local government co-ordinates sectoral departmental delivery to achieve more integrated and responsive development. The ISRDP identified local government as the key driver of the programme which set out to co-ordinate existing departmental initiatives and programmes to achieve greater effect. It was implemented in thirteen nodes (or spatial locations) which were selected because of their poverty, lack of infrastructure and capacity, and provincial representativity. The concept of nodal development is based on spatial targeting, where resources are directed to selected areas in response to identified development problems and opportunities. Since the inception of the programmes in 2001, political champions at the national, provincial and local government spheres were appointed to service

the selected rural districts. These political champions were intended to reflect the embodiment of the ISRDP. Their primary mandate was the promotion of the vision and mission of the programme and to remove blockages or impediments to the successful implementation of the programme.

The districts within which the ISRDP was implemented had to develop their internal capacity for integrated and sustainable rural development by 2010. The ISRDP did not have a special fund, but it coordinated and drew its capital from existing national, provincial, and local government active programmes. The ISRDP set out to address a range of problems which had affected public investment programmes which resulted in projects characterised by poor co-ordination, limited consultation, weak participation, improper planning, weak institutional and regulatory mechanisms, slow delivery and weak sustainability. It was designed to realise a vision that would attain 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 strategy in its totality presented an opportunity for South Africa's rural people to realise their potential and contribute more fully to their country's future (South African Government, 2000).

2.4.1.2 *Successes and failures of the ISRDP*

Within two years after the ISRDP implementation, the Independent Development Trust (IDT) evaluated the entire programme on work done in the thirteen districts countrywide with parallel and supporting activities. The evaluation found that officials tasked to implement the ISRDP could not comprehend the programme as expected. This finding revealed capacity and skills gaps and a lack of preparedness of the government to successfully implement its rural development programme. All this is despite the 1997 Rural Development Framework emphasising capacity building and skills development and knowledge of implementing practitioners. The Independent Development Trust Report of January to June 2003 confirmed the absence of capital funds for most anchor projects in all identified ISRDP areas. Consequent to that, no progress was registered. For example, in certain instances, claimed land under the restitution programme delayed the commencement of projects (Olivier, Van Zyl & Williams, 2010: 159; Everatt, Dube & Ntsime, 2004: 36-

38). In addition, the Public Service Commission (2009: 78) evaluated the ISRDP in 2009 and revealed that the programme had not adequately lived up to its promises of coordination. Based on the structure, strategy, funding and institutional delivery mechanisms, the strategy was unsustainable and failed to impact positively on the lives of the serious mass of poor rural communities. Kole (2005) also found that cooperative governance and integrated planning were absent under the ISRDP.

According to Harmse (2010: 436), in practice, the ISRDP turned out to be neither integrated nor sustainable, nor was it in any real sense a rural development programme. Due to challenges, such as a lack of funding and the necessary technical expertise for implementation, most of its plans were never translated from paper to practice. Moreover, from its commencement, the strategy was ambiguously defined, inadequately financed, poorly implemented and weakly coordinated. It justly relapsed into erratically implemented, scattered and isolated small projects such as piggeries and poultry.

Furthermore, Harmse (2010: 440) found that cooperative governance, integrated planning, and the establishment of functional intergovernmental structures were absent. The principle of people-driven development requires a strict and careful identification of important stakeholders and beneficiaries of the programme. Therefore, a lack of coordination and integration in planning and implementation indicated poor organisation of critical stakeholders' involvement. That alone painted a bleak picture of the realisation of the ISRDP objectives to transform rural areas.

During the National Land Summit of 2005, government representatives and other stakeholders expressed a need to rethink the development approach to rural areas. Two years later, the ANC's 2007 national policy conference identified a new development approach that would integrate rural development, land reform and agrarian change as the key pillars of rural transformation in South Africa. In 2009, the South African government announced the establishment of a Ministry of Rural Development and Land Reform. During the same year, CRDP was introduced (Gwanya, 2010).

Despite the negative evaluations of the ISRDP period of implementation, Statistics South Africa 2011 Census reported a different picture. The 2011 Statistics South Africa Census found that in all ISRDP districts, 30 per cent of the households had

multiple poverty on various elements in 2001 but was halved to 15 per cent in 2011. The 2017 report on poverty trends between 2006 and 2015 supported the 2011 Census findings. The same 2011 report compared poverty reduction statistics of the ISRDP identified districts and found the performance similar on issues of education, economic activities, living conditions and multi-dimensional poverty (Statistics South Africa, 2011).

2.4.2 Comprehensive Rural Development Programme (CRDP) (2010)

According to a DRDLR (2009a), the CRDP, like the ISRDP, is a programme derived from the Comprehensive Rural Development Strategy (CRDS). The CRDS aims to promote the integration and coordination of development programmes across different government sectors through inter-governmental relations to accelerate rural development. The CRDS is influenced by the strategic objectives of the RDP and aims to address the historical dispossession of land, as well as the cultural and social challenges faced by rural black communities in South Africa. The enactment of the 1913 Natives Land Act resulted not only in the loss of land but also in the erosion of culture, livelihoods, and agricultural capabilities due to land degradation. The overarching objective of the CRDP is to reduce inequality by eradicating poverty and creating employment opportunities in targeted rural areas. As mentioned in Chapter 1, section 1.1 *Introduction*, the CRDP has been in operation since 2010, enabling rural residents to take control of their development with government support.

2.4.2.1 Aim and objectives of the CRDP

The CRDP is aiming at being an effective response against poverty and food insecurity by maximising the use and management of natural resources. It is also aimed at improving the standards of living. Moreover, it sought to rectify past injustices through rights-based interventions and addresses skewed patterns of distribution and ownership of wealth and assets. The CRDP is deemed as a participatory process through which rural people learn over time, through their own experiences and initiatives, how to adapt their indigenous knowledge to their changing world. In achieving its vision, the CRDP is premised on three phases, namely (DRDLR, 2009a):

- Phase I, which could be regarded as an incubator stage of the programme, has basic human needs as the main driver;
- Phase II, the entrepreneurial development stage, has infrastructure development as the main driver; and
- Phase III is the stage of the emergence of agri-village, industrial and financial sectors and is driven by small, micro and medium enterprises and village markets, like agri-processing, village markets, finance and credit facilities.

The CRDP is a programme aimed at alleviating poverty by creating vibrant, equitable and sustainable rural communities through land and agrarian reforms. In this context, rural development deals with economic and social development, land tenure, restitution and the redistribution of land. Agrarian change is its core business; ensuring the optimal and sustainable use of land and food security. The key sub-programmes of rural development include (i) Rural infrastructure development that is focused on improving access to physical, social and economic infrastructure; (ii) Rural enterprise and industrial development that deals with the creation of an institutional environment for sustainable rural development; and (iii) the National rural youth services force that focuses on empowering young rural people through training and skills development programmes (DRDLR, 2009a). Meeting basic needs, rural enterprise development and rural industries markets and credit facilities were thus the expected outputs for the programme. The CRDS programme is integrated into the National Development Plan and has recommended the establishment of a Rural Development Agency (The Urban Foundation, 2010).

The CRDP therefore places great emphasis on the development of new and the rehabilitation of existing infrastructure in rural areas which includes the improvement or development of economic infrastructure such as roads, community gardens, production and marketing stalls, fencing for agriculture, storage warehouses, electrification, irrigation schemes for small scale farmers, water harvesting, internet cafes and rural shopping malls (Impact Economix, 2013).

2.4.2.2 Successes and failures of the CRDP

Since the launch of the CRDP in 2009, evaluation was undertaken by the Department of Rural Development and Land Reform in collaboration with the Department of Planning, Monitoring and Evaluation in 2013 on the lessons learned, successes and failures during the implementation of the strategy. Recommendations were made to strengthen the CRDP's institutional arrangements and integrated planning processes by strengthening inter-governmental coordination and integrated planning. The overall view from the results and findings of the evaluation indicated that the desired outcomes of the strategy were not achieved. Recommendations aimed at strengthening the CRDP's design and implementation were provided. The Department of Rural Development and Land Reform undertook to ensure that each CRDP site has a dedicated full-time project manager, that consultation processes take place with local government to agree on specific measures to strengthen municipal involvement in the CRDP. Measures were introduced to strengthen the stakeholder council operating in each site (DRDLR, 2009a: xii).

The first pilot project for the implementation of the CRDP took place in Muyexe, a village in the Greater Giyani Local Municipality in Limpopo Province. By 2013 DRDLR had been rolled-out to 157 rural villages (DRDLR, 2009b). A case study focusing on the economic and social influence of the CRDP in the Muyexe village found that not much had been attained regarding the building of economic and social infrastructure. It was also found that jobs created were only on a short-term basis, enterprises and co-operatives established were not sustainable, and the unemployment rate was still a serious concern (Ramovha, 2016: 93).

Fortunately, according to Leabua (2015: 95-98), there were some areas of success in the provision of housing, electricity, fencing, and household gardens during the implementation of the CRDP Strategy in Muyexe. However, it was indicated that the beneficiaries were not properly consulted since their needs are still not addressed after more than four years of implementation of the strategy. The beneficiaries also felt that they were not involved in matters affecting them. 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, by whom and with how much resources. It was also 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. Information on who the project manager is and who to consult on certain issues should have been made available. There must be an improvement in communication. The provision of adequate training to both officials and beneficiaries in implementing the CRDP projects was also not prioritised.

In 2014, Siyo-Pepeteka (2014: 2-3) investigate the extent to which the CRDP succeeded to create a platform for rural people to be effectively involved in development. Siyo-Pepeteka (2014: 97-100) found that the poor situation remains in the community of Desselsdorp in the Western Cape Province where no tangible benefits permeate into rural communities, rather the ruling elites benefit as they were the decision-makers.

Jacobs and Hart (2012: 9-12) identified drawbacks to proper planning to achieve the desired results. Vital infrastructure was delivered to fewer households than what was contained in the departmental strategic and budget plans. A concern is that despite the good intentions of the programme, the observed practices appear to repeat many of the mistakes of previous rural development programmes. Although the government planned to hand over 30 per cent of land (24.5 million hectares) to black people by 2014, the goal was far from being achieved. The Twenty-Year Review Report on Service Delivery Challenges (2014), indicated that only 5 000 farms amounting to 4.2 million hectares were successfully transferred to black people benefiting over 200 000 families countrywide. Therefore, for more than a decade, the government's strategic goal to de-racialised land ownership and agricultural sector in the country were not met.

A broad framework for rural development programme implementation is presented in the following section.

2.5 DEVELOPMENT AND RURAL DEVELOPMENT THEORIES

The Theories of Social Change, Modernisation theory, Basic Needs theory and Sustainable Development theory are described in this section. New approaches to rural development are also touched on.

2.5.1 Theories of social change

Improving poverty through rural development programmes in South Africa requires a comprehensive understanding of theories of social change that can inform effective policy interventions. Social change, which extends beyond individual or small-scale patterns, impacts entire communities, making it essential to address poverty at a systemic level. As societies operate as dynamic systems with interconnected elements, rural development programmes must consider the complex interactions among various factors to drive meaningful and sustainable transformations (Shuprio, 2003).

Throughout history, various reasons have been presented to explain the occurrence of social change. In the nineteenth century, the issue of explaining social change was a central concern in sociology, leading to the proposal of multiple theories to define and elucidate the concept. These include Evolutionary theory, Cyclical theory, Economic theory of Social Change, Conflict theory, and Technological theory (Shuprio, 2003).

The concept of evolution in social sciences derives from Biological Evolution theories. With the introduction of Darwinian theory, societies and cultures began to be seen as undergoing similar changes and exhibiting comparable trends. The fundamental premise of Evolutionary theory is that change is inherent in human society, and the current state of society is presumed to be the result of past changes. Furthermore, change is considered inevitable and results from internal forces within society or culture. Despite criticisms and neglect from modern sociology, this theory remains significant in understanding social change (Athens, 2021: 512).

The Economic theory of Change, also known as the Marxian theory of change, owes much of its influence on Marx and Marxism. Although economic interpretations of social change need not be exclusively Marxist, Marxism remains particularly

important in this context. The Marxian theory posits that changes in society's economic infrastructure act as primary drivers of social change. In the context of rural development, this means focusing on improving economic opportunities, such as access to markets, job creation, and support for small-scale enterprises. By addressing economic disparities and empowering rural communities with sustainable livelihood options, the CRDP can effectively combat poverty (Ekstedt & Fusari, 2010: 87).

In the nineteenth and early twentieth centuries, social theorists were preoccupied with societal conflicts. Conflict theorists reject the idea of smooth societal evolution and believe that progress is achieved through the struggles of conflicting groups. They contend that conflict is a necessary catalyst for change, present in all societies, regardless of their state of development. Consequently, conflict plays a role in various types of social change (Taylor, Walton & Young, 2013: 51-54). Poverty often stems from inequitable distribution of resources and power struggles within rural communities. By understanding the underlying conflicts and promoting social cohesion, rural development programmes can facilitate positive change and create opportunities for economic and social advancement.

Social change arises from the interaction of multiple factors, with technology being a significant driver of such a change. Technological developments create new life conditions that necessitate adaptation. Mechanisation, for instance, has led to changes in labour organisation and the demise of traditional domestic production methods. Numerous inventions in diverse fields, from transportation to communication, have revolutionised human life, enabling greater efficiency and interdependence in societies. Technological advancements have transformed systems of production, communication, social organisation, and cultural processes. Mechanisation, for example, can modernise labour practices and boost agricultural productivity. By integrating appropriate technologies into rural development initiatives, the CRDP can drive positive transformations and improve livelihoods in underserved communities (Walther, 2021: 9-15).

2.5.2 Modernisation theory

Modernisation theory is employed to examine the processes involved in societies' modernisation. It assesses the beneficial aspects and obstacles to economic development in countries, aiming to identify areas where development assistance could foster modernisation in traditional societies. The concept of progress, attributed to figures like Marquis de Condorcet, forms the basis of early principles in this theory, suggesting that societies can self-develop and change. Moreover, Modernisation theory contends that technological advancements and economic changes can influence shifts in moral and cultural values (Mark, 2022).

Rostow (1959: 1-16) proposed a five-stage model that developing countries must pass through to achieve an advanced economic status. The stages are (1) Traditional society; (2) Preconditions for take-off; (3) Take-off; (4) Drive to maturity; and (5) Age of high mass consumption. Rostow argued that specific strong sectors could lead to economic development, contrary to Marxist views that advocate equal sectoral development. To progress through these stages, South Africa's rural development efforts should prioritise increasing investment rates, establishing high-growth manufacturing sectors, and creating supportive institutional, political, and social frameworks.

Despite its popularity, the Rostow model has notable flaws. Firstly, it assumes a universal sequence of stages for development across all countries, which is a questionable assumption. Secondly, it solely measures development based on GDP per capita increase, neglecting other crucial factors. Lastly, the model focuses on developmental characteristics but fails to identify the underlying causal factors driving development, thereby overlooking the essential social structures that support development (Jacobs, 2023). The assumption of a universal sequence of stages for development across all countries may not align with the diverse and complex rural contexts in South Africa. Development measurement solely based on GDP per capita increase neglects other essential factors affecting poverty, such as social and environmental indicators.

While Modernisation theory can offer insights into rural development, South Africa's approach should be adapted to its specific context. By embracing a multi-dimensional view of development, focusing on human well-being and local

empowerment, and addressing underlying social structures, rural development programmes can better combat poverty and create sustainable change in South Africa's rural communities.

2.5.3 Basic Needs theory

To improve poverty through rural development programmes in South Africa, it is essential to consider the Basic Needs theory, introduced by the International Labour Organisation in 1976 as an alternative to modernisation-inspired approaches. This theory establishes an absolute minimum of resources required for an individual's long-term physical well-being, serving as a crucial framework for uplifting impoverished populations above the poverty line (Emmeriji, 2010: 1).

The Basic Needs approach recognises the importance of addressing immediate and essential requirements for subsistence, such as access to food, clean water, shelter, healthcare, and education. By prioritising these fundamental needs, rural development programmes can directly impact the well-being of individuals and families, elevating them from absolute poverty. Eradicating absolute poverty through the Basic Needs approach fosters active participation in society. When people's basic needs are met, they can contribute more effectively as labourers, consumers, and savers. Rural development initiatives that ensure access to education and vocational training can empower individuals with the skills needed to participate actively in the economy (Emmeriji, 2010: 1-2).

However, implementing the Basic Needs approach in rural South Africa requires careful consideration of potential challenges. Critics have raised concerns about the lack of practical precision in the approach, as determining the exact minimum resources for each individual can be complex. Moreover, integrating poverty alleviation with growth promotion policies may require balancing short-term needs with long-term economic development.

To address these concerns, South Africa's rural development programmes should adopt a multi-dimensional approach. Alongside meeting basic needs, initiatives should promote sustainable economic growth and address structural inequalities. Integrating capacity-building programmes, access to financial services, and livelihood support can empower rural communities to lift themselves out of poverty

and foster long-term economic resilience. Furthermore, ensuring the continuity and effectiveness of rural development efforts is essential. Development programmes should be designed with sustainability in mind, incorporating local community input, and leveraging partnerships with governmental, non-governmental, and private sector entities to maximise resources and expertise.

2.5.4 Sustainable Rural Development theory

To improve poverty through rural development programmes in South Africa, the Sustainable Rural Development theory provides a valuable paradigm that emphasises responsible governance and the pursuit of equitable access to resources without compromising the needs of future generations. This approach seeks to offer rural communities more choices, a healthy and secure life, and equal opportunities, all while safeguarding the environment for sustainable development (Mensah & Casadevall, 2019: 2-3).

In South Africa, the sustainable rural development is enshrined as a priority goal, with the government integrating sustainable development principles into the legislative framework. The ISRDP and CRDP are exemplifications of the country's commitment to sustainable rural development (United Nations: South Africa, 2023).

Widespread poverty poses a significant threat to achieving rural development goals and protecting the environment. Impoverished rural communities, lacking access to education and essential resources, may resort to exploiting natural resources to improve their daily lives, unintentionally harming the environment in the process. Addressing poverty and empowering rural communities through social, political, and economic means is crucial for sustainable development.

To promote sustainable rural development, programmes should prioritise economic, social, and cultural sustainability. Emphasising and integrating existing traditions and cultural practices, including indigenous knowledge, can provide valuable insights for sustainable development initiatives. Involving rural communities in decision-making processes ensures that development efforts align with their needs and aspirations, fostering a sense of ownership and responsibility towards environmental conservation (United Nations: South Africa, 2023).

Sustainable rural development requires a long-term vision and consideration of the well-being of future generations. By focusing on maintaining natural systems, enhancing social capital, and ensuring economic viability, development initiatives can create lasting positive impacts and break the cycle of poverty. Equitable access to ecological resources, coupled with responsible governance, will contribute to building resilient and prosperous rural communities (Mensah & Casadevall, 2019: 2).

2.5.5 New approaches to rural development

The future presents novel approaches to rural development, particularly through revitalising initiatives. One significant hindrance to rural development is the lack of trust or belief in the existing economic infrastructure in many developing countries worldwide. Building confidence is crucial to expedite development, starting with the least developed economies. Confidence for citizens and stakeholders in a country's economy is based on three critical aspects. Firstly, it relies on a robust and well-maintained infrastructure, as it is vital for the effective functioning of the country's economy and sustainable rural development. Secondly, it involves democratising economic life by fostering a dominant private sector engaged in production and trade with other private entities (not just the government), along with strong non-governmental organisations. Lastly, sustainable export of produce is an essential aspect of generating confidence. Strengthening infrastructure, modernising the public structure, democratising economic activities, and achieving success in sustainable export are all priority areas that international institutions should support to encourage sustainable rural development and instil self-confidence in developing economies (OECD, 2022).

2.6 OVERVIEW OF RURAL DEVELOPMENT LEGISLATION IN SOUTH AFRICA

Rural development in South Africa is guided by various legislation and policy frameworks, including the ISRDP and CRDP, that aim to address historical inequalities, promote sustainable development and improve the lives of rural communities. This section discusses key legislation and policies related to rural development in South Africa, highlighting their objectives and implications.

2.6.1 National Land Reform Policy

The National Land Reform Policy of South Africa had been implemented over several phases and iterations since the end of apartheid in the mid-1990s. The policy has evolved over time to address the historical injustices related to land ownership and distribution in the country. The initial phase of land reform began in the mid-1990s with the adoption of the RDP after the first democratic elections in 1994. The RDP aimed to address poverty, inequality, and land reform as part of the broader transformation of South Africa after apartheid (Zantsi & Greyling, 2021: 110-112).

The National Land Reform Policy of South Africa is a comprehensive framework aimed at addressing historical injustices in land ownership, promoting equitable access to land, and fostering rural development. The policy recognises the significance of land as a critical economic, social, and cultural resource and seeks to ensure that land distribution is fair and sustainable. The National Land Reform Policy is rooted in the historical legacy of apartheid, which resulted in widespread dispossession of land from indigenous communities, particularly black South Africans. The policy acknowledges the need to rectify these past injustices and promote social cohesion, economic growth, and sustainable development (Bourblanc & Anseeuw, 2019: 192-194).

The primary objectives of the National Land Reform Policy are to redistribute land to historically disadvantaged individuals and communities, provide restitution to those who were dispossessed of their land rights through forced removals, discriminatory legislation, or other unjust means, and promote sustainable land use practices that enhance food security, conservation, and environmental protection. The policy also aims at leveraging land reform as a catalyst for rural development, poverty alleviation, and job creation in rural areas (Zantsi & Greyling, 2021: 112).

The National Land Reform Policy employs several mechanisms to achieve its objectives. The policy facilitates the transfer of land from landowners to eligible beneficiaries, such as landless individuals or communities. It aims to ensure that the process is fair, transparent, and economically viable. The policy also provides for the restitution of land or equitable redress to individuals or communities who were forcibly removed or otherwise dispossessed of their land rights. It includes a process

for lodging claims, investigating claims, and providing appropriate compensation or land restoration. Insecure land tenure is addressed by recognising and formalising different forms of land rights, including communal land tenure, farmworker tenure, and labour tenant rights. It aims to strengthen the security of land tenure for vulnerable groups and promote equitable access to land. In addition, the policy allows for the acquisition of land through various means, including voluntary sale, expropriation with just and equitable compensation, and public-private partnerships. It ensures that land acquisition is conducted within the framework of the Constitution and respects property rights (Bourblanc & Anseeuw, 2019: 197; Zantsi & Greyling, 2021: 117).

The implementation of the National Land Reform Policy involves collaboration among various government departments, civil society organisations, and communities. The policy emphasises the importance of effective coordination, stakeholder engagement, and participatory decision-making processes. Monitoring and evaluation mechanisms are in place to assess the progress, impact, and challenges of land reform initiatives. The implementation of the National Land Reform Policy faces several challenges, including limited funding, complex legal processes, competing interests, and historical complexities. Addressing these challenges requires sustained commitment, policy coherence, and effective governance. The policy encourages collaboration and partnerships with the private sector, civil society, and international stakeholders to leverage resources, expertise, and support for successful land reform outcomes (Zantsi & Greyling, 2021: 119).

2.6.2 Reconstruction and Development Programme (RDP) (1994)

The RDP is a comprehensive socio-economic policy framework adopted by the Government of National Unity in 1994 to eradicate poverty and reduce inequality in South Africa. Its core objectives include eliminating the apartheid legacy and establishing a democratic, non-racist, and non-sexist society. The RDP integrates development, reconstruction, redistribution, and reconciliation into a unified programme. Its vision encompasses accelerating social spending to address widespread poverty, while also promoting equal opportunities and strengthening democracy for all South Africans. The supporting goals of the RDP include meeting basic needs like housing and water, investing in human resources through

education and training, developing economic infrastructure, and enhancing healthcare and wellness. The RDP also emphasises democratisation by safeguarding human rights and increasing the availability of information (ANC, 1994; Motlhabane, 2015: 47).

The African National Congress developed and implemented the RDP to tackle the socio-economic challenges resulting from apartheid. The focus was on alleviating poverty and addressing deficiencies in social services throughout the country. The ANC recognised that poverty alleviation and economic growth were interconnected and mutually supportive. To achieve meaningful change, the RDP combined economic measures like fiscal discipline, tax management, debt reduction, and trade liberalisation with socially-oriented provisions for social services and infrastructure projects (ANC, 1994).

The three spheres of government embraced the RDP as a guiding document for planning and executing development programmes within their respective jurisdictions. Rural development programmes established by the government since 1997 have their roots in the RDP. Cooperative governance, integrated planning, and functional inter-governmental structures were emphasised to work concurrently between the National Department of Agriculture and Land Affairs and provincial departments, as outlined in the 1996 Constitution. The primary objective was to transform the agricultural economy and land ownership while safeguarding property rights (Motlhabane, 2015: 49-50).

The Statistics Community Survey Report of Statistics South Africa positively evaluated the RDP's performance in meeting basic needs commitments, such as education, water services, energy, and telecommunications. The report indicated that the RDP has had a comprehensive impact on the social and economic aspects of development, earning a credible certificate for its efforts in addressing these vital areas (Statistics South Africa, 2007).

2.6.3 Growth, Employment and Redistribution (GEAR) strategy (1996)

Following an evaluation of the RDP's performance in 1996, the South African government introduced the Growth, Employment and Redistribution (GEAR) strategy. The primary objective of the GEAR strategy was to achieve sustainable

economic growth, which would in turn support social programmes and employment creation. The strategy aligned with the United Nations Sustainable Development Fund's perspective, emphasising the importance of economic growth in eradicating poverty (United Nations: Sustainable Development Goals, 2022).

The GEAR strategy encompassed various objectives, including reducing fiscal deficits, lowering inflation, maintaining exchange rate stability, removing trade barriers, and liberalising capital flows. It aimed to address many of the social goals initially outlined in the RDP. The GEAR strategy was especially committed to improving access to basic services in rural communities, with around 500 projects dedicated to rural infrastructure development, clean water supply, sanitation, electrification, and healthcare facilities. It linked rural economic growth to land reform, asset redistribution, long-term employment prospects, and improved tenure. These efforts were considered significant contributions to poverty alleviation in South Africa (GEAR, 1996).

However, the GEAR strategy faced criticism from the Congress of South Africa's Trade Unions (COSATU) and the South African Communist Party (SACP), who argued that it followed a neo-liberal approach. While the GEAR strategy achieved macro-economic aims satisfactorily, it was criticised for failing to effectively address the country's unemployment challenges. The rising unemployment and poverty rates led to concerns about the sustainability of the GEAR strategy and its negative impact on social cohesion. Critics argued that the policy perpetuated socio-economic divisions, widening the gap between the rich and the poor, with little progress in reducing unemployment and poverty in South Africa (National Treasury, 2020).

The attempts to extend credit to poor households and alleviate poverty and unemployment through strategies like the RDP and GEAR were considered ineffective. Both strategies lacked transparency and a clear plan for mobilising the country's resources to address poverty and economic policy challenges. The inadequacies of these approaches in tackling pressing economic problems, such as poverty, unemployment, and unequal access to credit, were apparent (National Treasury, 2020).

2.6.4 Rural Development Framework (1997)

The year 1997 saw the development of the Rural Development Framework by the then Department of Land Affairs. The Rural Development Framework originated from the RDP policy and was an extension of the objectives of the RDP policy. The policy was hailed as an initiative to put together departmental cross-cutting issues like infrastructure programmes, access to basic services, economic development and employment creation, to respond to rural challenges identified at the time. The policy framework was found to be necessary at the time because, among other challenges, more than 70 per cent of the rural communities were classified as poor. The Departments of Water Affairs, Energy, Housing, Education, Health, Transport, Land Affairs and Agriculture and the Development Bank of South Africa were identified as critical departments to cooperate with provinces and municipalities. The coordination of crosscutting issues into one framework meant that the programme entailed cooperative governance that needed integration in implementation (Department of Land Affairs, 1997).

Reforming the right to land through restitution, redistribution and security of tenure, were intended to provide the rural communities with an economic base. The objectives of the Agricultural Development sub-programme or the Rural Development Framework were thus to increase access to agricultural land by black people and to contribute to the redistribution of approximately 30 per cent of the country's commercial agricultural land, that is formerly white commercial farmland.

The programme also aimed at improving the nutrition and incomes of the rural poor who want to farm on any scale and to overcome the legacy of past racial and gender discrimination in the ownership of farmland. Unfortunately, the programme lacked targeted support mechanisms and, as a result, little was achieved (Ministry for Agriculture and Land Affairs, 2022: 3). Atuahene (2011: 124) argued that South Africa's land reform programme has delivered disappointing results because it failed to appreciate and integrate rural people's complex livelihood strategies and the constraints of resources for poor farmers.

The Rural Development Framework of 1997 can be regarded as another unsuccessful effort of the Government because the set 30 per cent target of redistribution of land to the previously disadvantaged were not met. However, land

reform programmes remain critical for the successful implementation of any rural development programme considering sustainable economic, food security, social, and cultural development for national security purposes. As a result, the ISRDP was launched in 2001 (Atuahene, 2011: 124-126).

2.6.5 Accelerated and Shared Growth Initiative for South Africa (ASGISA) (2006)

Following vast critics of the GEAR strategy, the Government launched the ASGISA strategy in 2006 as an augmentation of GEAR to ensure that the social priorities of the government and major societal challenges such as unemployment are addressed quicker and more effectively. The aim was a steady improvement of the economy and increased job-creating capacity and to introduce policies, programmes and interventions that would halve poverty and unemployment between 2004 and 2014 (The Presidency, 2006).

The ASGISA strategy, as a further development on the RDP and GEAR strategies, acknowledged the challenges of prolonged poverty driven by unemployment, low earnings, and the jobless nature of economic growth. The ASGISA builds on the foundations of the RDP's goals of building a united, democratic, non-sexist, non-racial society, and a single integrated economy (The Presidency, 2006).

The ASGISA strategy aimed at improving policy implementation and economic growth by dealing with the lack of skilled and committed staff in the public service, the lack of human resources to implement policies, inadequate financial resources, corruption and mismanagement of funds. It also sought to deal with the issue of lack of people-driven development, lack of proper co-ordination between institutions, barriers to entry, limits to competition and limited new investment opportunities.

ASGISA also aimed at promoting small businesses and encouraging investments, which would contribute to economic growth and further create job opportunities and thus reduce poverty. However, as argued above the government of South Africa seems to be too good at drafting and developing policies and strategies, while the implementation of such frameworks tends to lag, be of a long term and ends up being abandoned as a result of poor planning, lack of capacity and financing part thereof (Department of Economic Development, 2011).

The ASGISA strategy was augmented in 2011 by the New Growth Path (NGP) framework. The NGP framework is aimed at enhancing growth, employment creation and equity. This framework reflects the government's commitment to prioritising employment creation in all economic policies. It identifies strategies that will enable South Africa to grow more equitably and inclusively while attaining South Africa's developmental agenda. The NGP strategy recognised that structural unemployment remained very high that poverty continued to afflict millions, oppression of workers continued and inequalities were deeper than ever before. The NGP framework was envisioned to accelerate growth in the South African economy by rapidly reducing poverty, unemployment, and inequality (Department of Economic Development, 2011).

2.6.6 National Development Plan (2012)

The National Development Plan (NDP) of South Africa is a comprehensive and long-term blueprint that outlines the country's vision for economic, social, and sustainable development. It was adopted in 2012 and covers 20 years, aiming to guide policy and decision-making to address key challenges and inequalities in the country. The NDP envisions a South Africa where all citizens are free from poverty, have access to opportunities, and live in a society that promotes social cohesion and equality. The plan sets out six core objectives, namely to eliminate poverty and reduce inequality, create employment opportunities and decent work, enhance education and skills development, build a capable and developmental state, improve infrastructure and promote sustainable development and strengthen social cohesion and promote active citizenship (Auriacombe & Meyer, 2020: 3-4).

The NDP aims to achieve inclusive economic growth by promoting a more competitive and diversified economy. It emphasises the need for increased investment, expanded infrastructure, improved education and skills development, and support for small and medium-sized enterprises. The plan also emphasises the importance of reducing unemployment, creating decent work, and addressing historical economic disparities. The NDP also recognises the importance of sustainable development and environmental conservation. It emphasises the need to transition to a low-carbon economy, promote renewable energy sources, and reduce greenhouse gas emissions.

The plan also addresses climate change adaptation, sustainable land use, biodiversity conservation, and the sustainable management of water resources (Fourie, 2018: 769).

The NDP recognises that successful implementation requires collaboration among government, business, civil society, and citizens. It calls for effective coordination, monitoring, and evaluation mechanisms to track progress and address challenges. The plan emphasises the importance of regular reporting, feedback mechanisms, and the adaptation of policies and strategies based on evidence and feedback (Fourie, 2018: 769-770; Auriacombe & Meyer, 2020: 6).

2.6.7 Land reform in South Africa

The Constitution of South Africa of 1996 provides the framework for land reform in the country. To address the consequences of apartheid concerning land, the Constitution specifies that a person or community dispossessed of property after 19 June 1913 because of past racially discriminatory laws or practices is entitled either to restitution of that property or to equitable redress. The government must take reasonable legislative measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis. Also, a person or community whose tenure of land is legally insecure because of past racially discriminatory laws or practices is entitled to legally secure tenure, or to comparable redress (Constitution 1996: Section 25(7)).

There is the widespread belief that there is limited productive use of land gained from redistribution and restitution in areas where land tenure has been strengthened. Livelihoods and social welfare on such projects remain precarious with inadequate infrastructure and limited social services support. Integration between rural development programmes and other government programmes has been inadequate, consequently limiting their efficiency and effectiveness. Consequently, beneficiaries of land reform programmes have had only marginal economic benefits. Agricultural productivity has also been restricted by inadequate state support. In addition, a liberalised economic policy withdrew significant agricultural support from farmers.

For example, new farmers only receive small grants intended to start-up or kick-start a narrow range of their investments. Social cohesion and development within rural and peri-urban areas are also limited. Few integrated rural centres have adequate social services, residential lands and commercial and small industrial sites to cater for the broader population (ANC, 2012: Online).

Land reform covers three components, namely the restitution, tenure reform and redistribution programmes. The implementation of land reform is driven by the Strategic Framework and the Land Reform Programme of the Department of Rural Development and Land Reform. The common denominator between land reform and rural development is the vulnerability and deprivation of their targeted beneficiaries. The poor and deprived in need of rural development programmes are usually landless and land poor with inadequate access to land as well as weak and insecure tenure. If the tenure and access to land issues are addressed sufficiently, the ability of the poor to engage meaningfully as active economic citizens would improve (DALRRD, 2022a; DALRRD, 2022b).

Land use management refers to the officially recognised system that determines and regulates the provision and use of land. It can be seen as a subcomponent of the broader concept of land management. The role that land management plays in the provision of land for human settlements can be summarised using the following land management dimensions, namely: (1) how land is accessed and acquired; (2) the process by which individuals, households and communities continue to have and to hold land rights; (3) how land use is regulated; (4) the systems by which land is developed; and (5) how land is traded (Dubovitski, Klimentova, Averina, Galitskaya & Tsykora, 2022: 1192).

2.6.7.1 Land restitution

Since achieving democracy in 1994, land restitution has been a significant issue in South Africa. The legal framework for land restitution is provided by Section 25(7) of the Constitution of 1996 and the Restitution of Land Rights Act 22 of 1994. This legislative framework governs land reform and restitution, encompassing the lodging of land claims, expropriation, redistribution, and restitution. The primary objective of the restitution programme is to restore land rights to individuals who were

dispossessed due to discriminatory race-based legislation. The programme aims to resolve claims within target periods through negotiated settlements, which may involve restoring land rights or providing equitable redress, such as compensation below market prices (SAHO, 2020).

The land restitution programme in South Africa is designed to implement the constitutional provision that individuals unjustly dispossessed after the Native Land Act 27 of 1913 are entitled to either restitution of their property or compensation. Its main purpose is to provide fair redress to victims of racially motivated land dispossession. The Restitution of Land Rights Act also established a Commission on Restitution of Land Rights in 1995, headed by a Chief Land Claims Commissioner and seven Regional Land Claims Commissioners. The commission's role is to assist claimants in submitting their land claims (SAHO, 2019; SAHO, 2020).

To expedite the process of handling claims, the Restitution Act of 1994 was amended in 1997, transitioning from a judicial approach to an administrative one. Claimants were granted direct access to the Land Claims Court, and the Minister of Land Affairs was empowered to settle claims through negotiation. Both the Land Claims Commission and the Land Claims Court were established in 1995, with the commission handling the administration of land claims and compensation to current owners, while the court specialises in resolving disputes not resolved by the commission (SAHO, 2020).

The settlement of claims faced various challenges, as noted by the Land Claims Commission, including historical claims on privately owned land, prioritising claims for financial compensation over others, conflicts among beneficiaries, and claims on un-surveyed state land (SAHO, 2019; SAHO, 2020).

Specific criteria must be met for claimants to lodge a claim, including being a person dispossessed of land rights after 19 June 1913 due to racially discriminatory laws or practices. The initial deadline for lodging restitution claims was 31 December 1998, which has been extended four times since then. In February 2017, President JG Zuma proposed a new plan for land reform, indicating that the willing-buyer-willing-seller system was not effective. However, the exact mode of action has yet to be announced by the government (SAHO, 2020).

2.6.7.2 Land tenure reform

In South Africa, tenure reform is a complex process aimed at resolving historical issues. The proposed solutions may involve new landholding systems, ownership forms, and land reform measures, with significant implications. The overall objective of tenure reform is to transfer 30 per cent of agricultural land within 15 years. The national Department of Rural Development and Land Reform drives this reform process. Therefore, policy development concerning tenure reform must be approached with utmost care. The principles guiding tenure reform policies are as follows (Hornby, Kingwill, Royston & Cousins, 2017: 167; DALRRD, 2020):

- Tenure reform should shift towards rights and away from permits, aiming to transform permit-based and subservient land rights into legally enforceable rights.
- The goal is to establish a unitary non-racial system of land rights for all South Africans, allowing for diverse land rights within a single framework. This commitment includes phasing out second-class tenure systems created exclusively for black individuals.
- All tenure systems must align with the Constitution's dedication to basic human rights and equality.
- A rights-based approach should be adopted to ensure the security of tenure, recognising and accommodating *de facto* vested rights, including legal rights and informal interests without formal legal recognition.
- People should have the freedom to choose the most suitable tenure system according to their circumstances.

2.6.7.3 Land redistribution

In South Africa, land redistribution has been an ongoing process for the past two decades, with the goal of addressing national challenges related to inequalities, food insecurity, and unemployment. Specifically, the Land Redistribution programme aims to address the disparity between white commercial farming, which dominates 87 per cent of the land, and the former homelands, which hold only 13 per cent of

the land. The objective is to diversify the ownership structure of commercial farmland and redistribute about 30 per cent of the land to the landless poor, labour tenants, farm workers, and emerging farmers. However, the programme has had limited success so far, redistributing only approximately 7 per cent of the land (Ministry for Agriculture and Land Affairs, 2022: 1-2).

Initially, the redistribution was based on a market-assisted approach known as the willing-buyer-willing-seller principle, but the land market itself was not restructured, leading to fiscal implications and slow progress due to uncertain land prices. To address these challenges, the South African government is considering a review of the willing-buyer-willing-seller principle and exploring the use of expropriation where necessary, following constitutional guidelines (ANC, 2012; Ministry for Agriculture and Land Affairs, 2022: 2).

Many of the farms that have been redistributed are facing financial difficulties, high debts, poor infrastructure, lack of support, and limited skills development. In response, the Department of Rural Development and Land Reform is using proactive land acquisition and recapitalisation strategies to address these issues. The overall goal of the government's land reform strategy is to promote social cohesion and development based on shared growth, relative income equality, full employment, and cultural progress. The department is working on strengthening integrated development to ensure that land access leads to broader economic benefits. To support black farmers, preferential allocation of water rights, infrastructure provision, and access to markets are being implemented. While many policy reforms have laid a solid foundation for the agricultural sector to grow, some components of the sector have not fully benefited from these initiatives.

2.7 CHAPTER SUMMARY

The chapter commenced with a definition of Public Administration and a brief overview of the main paradigms in the development of Public Administration. An analysis of rural development programme implementation then followed. Here, policy implementation, using the 7C protocols to improve policy implementation, leadership and stakeholder involvement in policy implementation, mechanisms ensuring sustainable rural development programmes, and policy monitoring and

evaluation were described. The management of rural development programmes in the local government sphere was subsequently highlighted. An overview of the ISRDP and CRDP rural development programmes was then followed.

The chapter then progressed with a description of development and rural development theories. The National Land Reform policy, RDP, GEAR, Rural Development Framework, the ASGISA and the National Development Plan formed part of an overview of rural development legislation in South Africa. An explanation of land reform in South Africa concluded the chapter.

The following chapter, Chapter 3, outlines the research design and methodology of the study.

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

This chapter provides the design and methodological framework adopted and followed in carrying out this study to answer the research question ‘Which research design and methodology is most suitable to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas?’. The chapter commences with a description of the meaning of research design and identifies the qualitative research design as the preferred design for this study. The chosen research methodology receives attention thereafter. Semi-structured individual online interviews are then elaborated on as the data collection instrument.

The chapter subsequently progresses to the population and sampling techniques applicable to the study. The probability sampling technique is highlighted as the suitable technique. The data analysis cycle and processes are analysed before the qualitative soundness of the research project is motivated through a detailed description of how trustworthiness was ensured. Ethical considerations are touched on before the chapter is concluded with the spotlight on the limitations of the study.

As mentioned, the chapter commences with an overview of the research design, before the research methodology is presented.

3.2 RESEARCH DESIGN

A research design represents the framework followed to structure, plan and execute a research project. The research design includes the techniques chosen by the researcher to combine various components in a reasonably logical manner to address and solve a research problem. It includes the strategy, conceptual framework, identification of participants, data collection procedures as well as data analysis processes. A research design, therefore, enables a researcher to administer and manage an investigation and is generally divided into qualitative and quantitative research designs (Stofile-Hlahla, 2018: 61).

In summary, a research design is a complete plan and structure for conducting an empirical study (Van Zyl, 2014: 397). A research design is, therefore, a blueprint to respond to research questions and achieve research aims and objectives (Alers, 2018: 117). The researcher adopted a qualitative research design for this study, as explained in the following section.

3.2.1 Qualitative research design

Qualitative research, mostly followed in social sciences research, collects, analyses and interprets non-statistical data to obtain the inner meaning from the data in an attempt to understand societal life. Data sources for qualitative study comprise observations and participation, fieldwork, interviews and questionnaires, document analysis, case studies and often the researcher's impressions of data collection processes and the participants (Leedy & Omrid, 2014: 142).

In this study, qualitative data was collected using individual online interviews. A descriptive approach was followed during the analysis and interpretations to formulate the findings, conclusions and recommendations. The interview questions centred around the awareness, development, implementation and experiences of the managers and implementers of the ISRDP and the CRDP programmes, as well as the beneficiaries of these two successive rural development programmes. The online interviews were recorded by the researcher (Flick, 2022).

The objective of using the qualitative research design was to capture the common and different experiences, as well as the understanding and opinions of the participants on the implementation and outcomes of the ISRDP and CRDP rural development programmes. The reasons for the lack of success to address key poverty challenges which face rural communities in South Africa were explored.

3.3 RESEARCH METHODOLOGY

According to Babbie (2016: 482), the concept 'research methodology' refers to the methods, strategies, techniques and instruments used to implement the research design. It, therefore, comprises selecting research methods, identifying the research population, selecting sampling techniques and developing instruments to gather data. It also included the data analysis processes and how the research findings

were formulated. Essentially, a research methodology provides a research path in which all the aspects regarding a research topic and the related problem are identified and selected, including data gathering, analyses and the interpretation of how things appear to be.

Document analysis and empirical research were applied to analyse the two successive rural development programmes. Fortunately, vast information and sources on the topic are available in the public domain.

3.3.1 Documents analysis

Document analysis is a form of qualitative research in which documents are interpreted to give voice and meaning to an assessment topic. Analyzing documents incorporate coding content into themes how focus groups or interview transcripts are analysed. Document analysis is an effective way of collecting data because it enables easy management of documents, and is practical, accessible and a dependable source of data (Zeegers & Barron, 2015: 52).

The available literature, history, legislation and budgetary information on the rural development programmes were sourced from government departments, strategic plans, annual reports and official government websites. Subject-related research articles in accredited journals were also included in the literature review and document analysis. Statistical reports and periodical reviews on poverty were consulted to gain insight into the phenomena under study. In this way, the document analysis contributed to the theoretical framework of the study, and the basis for an in-depth analysis study of the ISRDP and CRDP rural programmes was enabled.

3.3.2 Empirical research

The participants targeted for the interviews were four managers at the national sphere of government, and the four representatives from the Traditional Councils who embodied the communities who benefited from the respective rural programmes:

- The Department of Agriculture Land Reform and Rural Development is responsible for the development and implementation of the ISRDP, and the

Department of Cooperative Governance and Traditional Affairs is responsible for the development and implementation of the CRDP.

- The Ba-Ga Motlhwane Traditional Council in the Northern Cape where the beneficiaries of the ISRDP reside, and the Amadebele Nzundzha Sokhulumi Traditional Council in Gauteng in which the beneficiaries of the CRDP live.

The officials from the national departments were objective and critical because of the development of policies and their implementation, whilst the Traditional Councils are community-based and provided real experiences of the programme on a daily basis.

3.4 DATA COLLECTION INSTRUMENTS

Semi-structured interviews that remained focused on the aim of the study to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities, were used in generating data. The interviews provided an opportunity for the participants to explain freely how they feel about the successes and failures of the two successive ISRDP and CRDP rural development programmes and to propose ways in which rural development programmes can be implemented more effectively to alleviate poverty challenges facing rural communities.

This method was efficient as the questions were repeated or re-phrased if unclear and until saturation was reached. According to the Oxford English Dictionary (2022), saturation may be defined as 'a state beyond the point regarded as necessary or desirable'. In this study, online interviews were indeed conducted until all the research questions have been answered sufficiently. Prior to the actual research interviews, the researcher read an opening statement which placed the participants in a relaxed and trusting atmosphere before proceeding to the research questions. The questions included in Annexures F and G were posed to the participants.

3.4.1 Semi-structured individual online interviews

Interviews serve as a means of gathering information through oral questioning, using a predetermined set of core questions. According to Pollitt (2016: 81&82), interviews can be highly effective as they allow the interviewer to focus on specific issues of concern, leading to focused and constructive feedback and answers. The main advantages of using interviews as data collection tools are as follows:

- Direct contact with participants often yields specific and constructive suggestions.
- Interviews are effective at obtaining detailed information.
- Gathering rich and detailed data can be achieved with only a few participants.

For this study, the researcher personally asked the participants questions and records their verbal responses. Semi-structured interviews were employed, allowing for open-ended questions and providing flexibility for the researcher to adapt follow-up questions based on the interviewee's responses, thus gaining a deeper understanding of the subject matter. The researcher was conscious of the risk of not obtaining sufficient information from the interviewees regarding the development, implementation, outputs, and outcomes of rural development programmes. Therefore, individual online interviews were utilised as the primary data collection method for this study.

The sampling population technique to improve the representation of the population for this study is elaborated on in the following section.

3.5 POPULATION AND SAMPLING TECHNIQUES

According to Levy and Lemeshow (2008: 61-67), the concept of 'population' refers to the entire group of individuals, items, or elements that share a specific set of characteristics and from which a researcher aims to draw conclusions or make inferences. The population represents the entire target group that the research study seeks to investigate. When conducting research, it is often impractical or impossible to collect data from the entire population due to factors such as time, cost, and

logistical constraints. Therefore, the researchers usually select a subset of the population, known as a sample, to study. The sample is intended to be representative of the larger population, allowing researchers to generalise their findings from the sample back to the entire population. This section elaborates on the selected target population, sample size and probability sampling techniques applied in this research project.

3.5.1 Population

The participants included in this study are listed in the following Table 3.1.

Table 3.1: Target population and sample size

GROUP		POPULATION	SAMPLE SIZE
1.1	Department of Agriculture Land Reform and Rural Development	Nine managers	Two managers
1.2	Department of Cooperative Governance and Traditional Affairs	Ten managers	Two managers
2.1	Ba-Ga Motlhwane Traditional Council (Northern Cape)	Five Council members	Two representatives
2.2	Amadebele Nzundzha Sokhulumi Traditional Council (Gauteng)	Seven Council members	Two representatives
TOTAL			8 interviewees

3.5.2 Probability sampling technique

Probability sampling is a method that employs a selection process to choose participants from a larger population based on the principles of probability theory. This approach ensures that all units in the research population have an equal chance of being selected through random sampling. By using statistical theory, probability sampling randomly selects a small number of individuals from the larger population and predicts that their responses will represent the entire population. This sampling process is effective, accurate, enhances relevance, and avoids potential ethical concerns. Its simplicity makes it accessible to anyone without requiring specialised technical knowledge. Furthermore, it is not time-consuming or complex.

Probability sampling is well-suited for this study as it saves both time and costs due to its straightforward and efficient nature (QuestionPro, 2022).

After the data was collected, several tasks were completed in readiness for data presentation and analysis, such as data editing, coding, data entry and data cleaning. The data analysis techniques are discussed in the following section.

3.6 DATA ANALYSIS CYCLE AND PROCESSES

The process of inspection, cleaning and displaying each component of data to ascertain valuable data, inform conclusions, and assist decision-making, is known as data analysis (Best & Khan, 2006: 347-349). In this study, information from numerous sources was collected, evaluated, and then analysed to arrive at the findings and conclusions. The following data analysis process was used to analyse the data collected through the interviews (Babbie, 2016: 486):

- Familiarisation by reading field notes, interview transcripts and audio recordings;
- Inducing themes by categorising the data accordingly;
- Elaboration aiming at finding meaning of the themes;
- Integration of the findings with the literature review about the rural development programmes.

Different views about the implementation and outcomes of the ISRDP and CRDP rural development programmes were obtained. The reasons for the lack of success to address key poverty challenges which face rural communities in South Africa were also explored. Inducing themes streamlined the responses from the participants. The findings were viewed from the perspective of the theoretical framework of the study, to enable the formulation of the conclusions and recommendations.

The qualitative soundness and trustworthiness of the study is discussed in the following section.

3.7 QUALITATIVE SOUNDNESS – TRUSTWORTHINESS

The study's trustworthiness is assessed by considering four aspects: credibility, transferability, dependability, and confirmability. Credibility involves ensuring that the research results are reliable and acceptable. In qualitative research, the participants themselves often play a crucial role in judging the credibility of the findings. To enhance credibility, this study interviewed both the implementers and beneficiaries of rural development programmes. Transferability refers to the extent to which the results of a qualitative study can be applied or generalised to other contexts or settings. The responsibility for transferability lies with the one attempting to generalise the findings. This is achieved by providing evidence that the study's findings could be relevant to different contexts, situations, times, and populations. The research could be somewhat generalisable, especially in cases where similar rural programmes are implemented by the government (Harley & Cornelissen, 2022: 241).

Dependability in qualitative research assesses the quality of data collection, analysis, and theory generation processes. It is crucial for establishing the consistency and repeatability of the research findings. Researchers aim to ensure that their conclusions align with the raw data collected. Restricting the study to the specific environments and communities where the rural development programmes were implemented improved the study's dependability (Harley & Cornelissen, 2022: 242).

Confirmability, according to Yadav (2022: 681-683), ensures objectivity and guards against the researcher's biases influencing the study's findings. Confirmability involves a comprehensive examination of the entire research process, including data and record audits, to determine the scientific adequacy of the study. It refers to the extent to which other researchers can independently verify the findings, thus validating the accuracy of the research's data collection and analysis methods.

Trustworthiness is also enhanced by complying with the ethical requirements which govern research. These aspects are described in the following section.

3.8 ETHICAL CONSIDERATIONS

The participants invited to participate in the study had extensive experience with the government processes and were involved in the roll-out and implementation of the two rural development programmes. Participation was anonymous, and the participants were not coerced to disclose their identity. Their privacy was respected, and their identities were not to be disclosed in the mini-dissertation or in any publication.

The information collected from the participants was treated with strict confidentiality and used for research purposes only. No one would be able to connect any participant to the answers and the responses they provided. The participants had the right to withdraw their participation in the study at any time, hence participation was regarded as voluntary. Those who decided to participate received or were handed a *Participant Information Sheet* (Annexure C) and requested to sign an *Informed Consent Form* (Annexure D). A confidentiality agreement was signed by the transcriber (Annexure E).

The participants did not receive any payment or reward, financial or otherwise, and the study did not incur undue costs to the participants. Finally, all the documents, forms and data were safely stored in a locked cupboard and the data stored in a computer was protected using a password. The data was to be destroyed when it was no longer of functional value five years after completing this research project. An electronic copy of the mini-dissertation will be available in the library of the University of South Africa.

3.9 LIMITATIONS OF THE STUDY

Every research endeavour comes with its own set of constraints. One such limitation encountered in this study was the use of government documents lacking dates and signatures, which posed difficulties in citing them as official sources. Another hurdle arose from delays in obtaining data collection permissions from some gatekeepers.

Moreover, the study's scope regarding participants was restricted to two managers per department in the national departments. Similarly, when examining the beneficiaries, time and cost constraints only allowed for interviews with two

representatives from each Traditional Council, despite referring to them as 'community members'. Consequently, the number of participants involved in the study remained limited.

Despite the challenges mentioned, the primary restriction of this research was that its findings could solely be applied to the ISRDP and CRDP rural development programmes and could not be generalised to other government initiatives. Additionally, since the implementation of the ISRDP ceased in 2009, any recommendations regarding it had to be made retrospectively and used as lessons for enhancing the implementation of the CRDP.

3.10 CHAPTER SUMMARY

Chapter three has given an overview of the key aspects of the research to provide an understanding of the research design and methodology of the study. The emphasis has been on the qualitative research design. The chosen research methodology also received attention. Justifications for doing a document analysis and empirical research were then presented. Semi-structured interviews were thereafter elaborated on as the main data collection instrument. The chapter subsequently progressed to the population and sampling techniques applicable to the study.

The probability sampling technique was highlighted as the suitable technique. The data analysis cycle and processes were analysed before the qualitative soundness of the research project was motivated through a detailed description of how trustworthiness was ensured. Ethical considerations were touched on before the chapter was concluded with the spotlight on the limitations of the study.

The following chapter, Chapter 4, provides the data analysis and findings of the study.

CHAPTER FOUR: DATA ANALYSIS AND FINDINGS

4.1 INTRODUCTION

The research design and methodology of this study were described in Chapter 3. The qualitative research design was identified as the suitable design for this study, and individual interviews were identified as the data collection instrument. This chapter explores the insights drawn from the implementers and beneficiaries of the ISRDP and CRDP during the interviews. The responses from the participants are presented and analysed after which findings are drawn.

Individual interviews were carried out with government officials who have experience and who were present during the time of implementation of the programmes. Also interviewed were members of the Traditional Councils of the then Kgalagadi District Municipality, now called the John Taolo Gaitsewe District and Sokhulumi Village located in the City of Tshwane Metropolitan Municipality, Gauteng. The Traditional Councils are regarded as the beneficiaries and recipients of the programmes' services and products.

The research objective 'Analyse the reasons why the implementation of the ISRDP and CRDP rural development programmes is failing to address key poverty challenges facing rural communities in South Africa' was kept in mind when formulating the interview questions and during the data analysis process. The research findings incorporated in this chapter enabled the conclusions and recommendations made in the following chapter, Chapter 5 to answer the research question 'What are the lessons learned about the implementation of rural development programmes, specifically the ISRDP and CRDP, to alleviate poverty in rural communities in South Africa?'.

This chapter describes the demographic profile of the participants after which the qualitative data analysis and findings of the individual interviews with the public managers as implementers of the ISRDP and CRDP follow. The data analysis is presented per theme, namely the implementation of the ISRDP and CRDP programmes, implementation support mechanisms, collaboration between

government and communities, institutional capacity, monitoring and evaluation of the rural development programmes, ISRDP and CRDP implementation successes and failures, and recommendations for effective implementation. Insights from the Traditional Councils that embody the communities who benefit from the ISRDP and CRDP are then revealed. Here, the analysis and findings are presented per the following topics: implementation of the ISRDP and CRDP programmes, relevance and credibility of the programmes, community participation in programme implementation, perceived outcomes and effects of rural development programmes, and recommendations for improved implementation. The overall findings are also presented.

The demographic information is presented first.

4.2 DEMOGRAPHIC PROFILE OF PARTICIPANTS

Demographic profile information was collected to determine the characteristics of the participants and their ability to express and provide constructive responses about the limited or a complete lack of success of the government's successive rural development programmes that made the rural development programmes fall far short to address key poverty challenges facing rural communities in South Africa. The demographic profile of the participants was categorised according to the national department responsible for the rural development programme and the beneficiaries of the ISRDP and CRDP. Table 4.1 illustrates the profile of the participants:

Table 4.1: Demographic profile of participants

GROUP	PARTICIPANT CODE	RURAL DEVELOPMENT PROGRAMME
Department of Agriculture Land Reform and Rural Development	Participant 1	ISRDP
	Participant 2	ISRDP
Department of Cooperative Governance and Traditional Affairs	Participant 3	CRDP
	Participant 4	CRDP

GROUP	PARTICIPANT CODE	RURAL DEVELOPMENT PROGRAMME
Ba-Ga Motlhwane Traditional Council (Northern Cape)	Participant 5	ISRDP
	Participant 6	ISRDP
Amadebele Nzundzha Sokhulumi Traditional Council (Gauteng)	Participant 7	CRDP
	Participant 8	CRDP

The selection of participants one to four was based on the fact that they are public managers at the Department of Agriculture Land Reform and Rural Development or the Department of Cooperative Governance and Traditional Affairs and are directly involved with the management and implementation of the ISRDP or CRDP rural development programmes. Participants five to eight represented the community structures, namely the Traditional Councils, that represent the beneficiaries of the ISRDP or CRDP programmes.

4.3 QUALITATIVE DATA ANALYSIS AND FINDINGS: INDIVIDUAL INTERVIEWS

Semi-structured interviews were conducted with two public managers at the Department of Agriculture Land Reform and Rural Development and two managers from the Department of Cooperative Governance and Traditional Affairs. The purpose of the interviews was to gather information about the implementation of the ISRDP and CRDP programmes, implementation support mechanisms, collaboration between government and communities and the institutional capacity to implement the ISRDP and CRDP. The researcher also wanted to determine the effectiveness of monitoring and evaluation of the rural development programmes, implementation successes and failures, and obtain recommendations for effective implementation. All the interviews were conducted online through MS Teams.

4.3.1 Data analysis: Insights from public managers as implementers of the ISRDP and CRDP

The insights from public managers as implementers of the ISRDP and CRDP are analysed per interview question. The questions were addressed to the interviewees under the following themes:

- Implementation of the ISRDP and CRDP programmes
- ISRDP/CRDP implementation support mechanisms
- Collaboration between government and communities
- Institutional capacity to implement rural development programmes
- Monitoring and evaluation of ISRDP and CRDP programmes
- ISRDP and CRDP implementation successes and failures
- Recommendations for effective implementation of rural development programmes

For the sake of reporting on the responses received from the individual participants, the interview questions were stated as if they referred to the ISRDP and CRDP, whereas the actual interview questions were directed to either the ISRDP or the CRDP implementers. The answers from the participants immediately follow the interview question.

4.3.1.1 Implementation of the ISRDP and CRDP programmes

As stated in Chapter 2, section 2.3.1 *Policy implementation*, public policies, including rural development programmes are responses to the needs of society. To establish whether there is a common understanding of the mandates of the ISRDP and CRDP, the following question was posed to the participants:

“In your view, which problems in society were addressed by the ISRDP/CRDP?”

ISRDP Participant 1: *“Poverty due to unemployment. To eradicate backlogs in the provision of basic service delivery, the ISRDP involved the communities.”*

ISRDP Participant 2: *“The CRDP encroached on functions of other departments. The CRDP should rather have concentrated on coordinating operations at the municipal level, and not initiate projects that form part of the functions of other government departments.”*

CRDP Participant 3: *“Lack of development prevalent in historically disadvantage communities. The CRDP addresses rural economic growth, socio-economic development, access to basic services and job creation. Also, providing service delivery, alleviating poverty and reducing inequality. The CRDP aims to build socially cohesive and stable rural communities with social amenities that attract and retain people, especially the youth.”*

CRDP Participant 4: *“Rural areas had no basic infrastructure. The CRDP is therefore about re-building rural areas to an acceptable level for comfortable living and agricultural activities.”*

The African National Congress (ANC) identified growing poverty as a risk to the survival of a thriving democracy in South Africa. Land reform and the provision of basic services have been identified as some of the prerequisites for a better life for all South Africans (ANC, 2012). According to the ISRDP participants, one of the main issues was poverty caused by unemployment. The ISRDP aimed at eliminating backlogs in the provision of basic services, as confirmed in Chapter 2, section 2.4.1 *Integrated Sustainable Rural Development Programme (ISRDP) (2000)*. However, one of the ISRDP participants expressed the view that the CRDP encroached on the responsibilities of other government departments and should have focused on coordinating operations at the municipal level rather than initiating projects overlapping with other departments.

The CRDP participants highlighted the lack of development in historically disadvantaged communities, and the CRDP aims to address this through rural economic growth, socio-economic development, access to basic services, job creation, and poverty alleviation. The objective is to build socially cohesive and stable rural communities with attractive social amenities, particularly for the youth. The CRDP participants also emphasised the lack of basic infrastructure in rural

areas, and the CRDP aimed to rebuild these areas to a satisfactory level for comfortable living and agricultural activities. These statements were in line with the objectives described in Chapter 2, Section 2.4.2.1 *Aims and objectives of the CRDP*.

The Public Service Commission's (2009: 78) evaluation found that the ISRDP intervention mechanisms could not achieve the programme's objectives and that the ISRDP has not adequately lived up to its promises and failed to be a forerunner in coordination and integration. It was highlighted in Chapter 2, section 2.3.5 *Management of rural development programmes in the local government sphere*, that coordination was meant to strengthen and give meaning to the institutionalisation of integration. Yet the government is still dealing with insufficient integrated planning by the different sectors involved in rural programme implementation.

It was emphasised in Chapter 2, section 2.3.3 *Mechanisms ensuring sustainable rural development programmes* that a participatory approach is required to ensure sustainability. Engaging local communities and stakeholders in the decision-making process is essential. To establish the implementation approach of the government when implementing the ISRDP and CRDP programmes, the following question was asked:

'Which rural development implementation approach was adopted by the government?'

ISRDP Participant 1: *"The ISRDP was piloted in thirteen district areas. The planning and implementation of all development projects were included in the municipal IDPs. The National Department's role was to ensure coordination between the role-players. The provinces provided hands-on support to the municipalities, while the municipalities executed the programme plans within their municipal IDPs. All documents and records were kept and safely archived as international donors demanded accountability."*

ISRDP Participant 2: *"Due to limited capacity, international organisations such as GIZ, the World Bank, Independent Development Trust, European Union and the United Nations provided support to municipalities."*

CRDP Participant 3: *"The CRDP was placed in the centred of communities and was area profile driven. The CRSP introduced the slogan 'Know your community better'. A phased-in approach was followed."*

CRDP Participant 4: *“The CRDP was piloted in selected areas using STATSSA and CoGTA data to break down community wards into implementing sites. After three years, the assistance of implementing agents, such as the Independent Development Trust, the Development Bank of South Africa and other state entities was required to augment the required capacity.”*

The ISRDP participants explained that the ISRDP was piloted in thirteen district areas, with development projects planned and implemented through municipal IDPs. The National Department ensured coordination among various stakeholders, while provinces provided support to municipalities. Accountability was maintained through document archiving for international donors. They also mentioned that international organisations like GIZ, the World Bank, Independent Development Trust, European Union, and the United Nations-supported municipalities due to limited capacity.

The CRDP participants described the CRDP as community-centered and driven by area profiles. It introduced the slogan *“Know your community better”* and followed a phased-in approach. They stated that the CRDP was piloted in selected areas, using data from the Department of Statistics of South Africa (STATSSA) and the Department of Cooperative Governance and Traditional Affairs (CoGTA) to determine implementing sites. After three years, implementing agents such as the Independent Development Trust, the Development Bank of South Africa, and other state entities were brought in to augment the required capacity. As confirmed by Tezera (2019:97-107), the active involvement of the key and relevant stakeholders helps to identify local needs, priorities, and potential solutions, fostering a sense of ownership.

4.3.1.2 ISRDP/CRDP implementation support mechanisms

Implementation support is about providing mechanisms needed to assure sustainability, as highlighted in Chapter 2, section 2.3.3 *Mechanisms ensuring sustainable rural development programmes*. The following question sought to determine what mechanisms and protocols were available to support the implementation of the ISRDP and CRDP:

‘What mechanisms and protocols are available to support the implementation of the ISRDP/CRDP?’

ISRDP Participant 1: *“Finance and monitoring protocols were in place. Qualified coordinators were also available to coordinate the implementation process between the provinces and municipalities. An integrated planning approach was strictly enforced.”*

ISRDP Participant 2: *“Supporting programmes for rural development include anchor projects, key projects in small business development, enterprise support and community investment programmes. Periodic profiling of communities also guided the implementation process. I believe that the district management areas made the coordination and integration of responsibilities difficult.”*

CRDP Participant 3: *“The CRDP is largely linked to agrarian reform. The programme creates space for provincial departments to provide hands-on and financing support by assigned coordinators.”*

CRDP Participant 4: *“Effective coordination between the role-players enforces joint planning and commitment that improve consistency in the implementation process. Planning does not take place in silo.”*

The implementation of the programmes from the national sphere must be consistent not to mislead departments from other spheres about their roles and responsibilities. As stated in Chapter 1, section 1.3 *Problem statement and research questions*, the coordination and integration of various tasks by multi-layers institutions are essential elements in providing solutions to complex societal challenges. According to the ISRDP participants, the ISRDP had established financial and monitoring protocols, qualified coordinators, and enforced an integrated planning approach to facilitate the implementation process between provinces and municipalities. The ISRDP participants also mentioned that supporting programmes for rural development included anchor projects, small business development, enterprise support, and community investment programmes.

The implementation process was guided by periodic profiling of communities, but the coordination and integration of responsibilities were challenging due to the district management areas.

The CRDP participants stated that the CRDP was closely linked to agrarian reform, providing space for provincial departments to offer hands-on support and financing through assigned coordinators. The CRDP participants also emphasised the importance of effective coordination among stakeholders to promote joint planning, commitment, and consistency in the implementation process, emphasising that planning should not be done in isolation.

Despite all the participants supporting the view that integrated planning played an important role in the rafting and implementation of rural development programmes, Kole (2005) found that cooperative governance and integrated planning were absent under the ISRDP, as indicated in Chapter 2, section 2.4.1.2 *Successes and failures of the ISRDP*.

4.3.1.3 Collaboration between government and communities

In establishing the inclusivity of the development programmes, collaborations and partnerships between government and communities were investigated by asking the following question:

“Is there synergy between government and community structures to ensure successful implementation?”

ISRDP Participant 1: *“A stage of reaching synergy was not yet reached because the programme did not reach the communities at the right time. Also, an integration and monitoring framework was not yet in place at the time of initial implementation, and it negatively affected the relationship between the communities and the government. Yet, synergy existed in the investment programmes. The IDT did lots of community participation, though not effective.”*

ISRDP Participant 2: *“Funds were needed to conduct extensive consultations. A lack of funds, limited skills and language barriers lead to inadequate cooperation and interaction between government and CBOs. Insufficient training was provided to community structures and the community at large. Then, the vastness of municipal wards is a challenge. Bringing community representatives in a Ward under one roof for meetings and discussions very often requires long-distance travelling. Hence the need for funding to support poor communities.”*

CRDP Participant 3: *“There is no synergy between the government and the implementers of the programme. Traditional leadership and the Ingonyama Trust are active in rural areas, while non-profit organisations generally do not participate in rural communities. A lack of knowledge is the reason for the lack of synergy. Participatory structures and individuals require training to expand their knowledge. The Traditional Councils and Communal Property Associations are unable to plan and work together with municipalities. These structures fail to enter into conversation with the rural areas’ residents about rate payments resulting in regress and failure in rural development in the long run. Many rural municipalities that are supposed to lead in planning, are dysfunctional. It seems that municipalities are not budgeting for the maintenance of community infrastructure.”*

CRDP Participant 4: *“Only organised communities assist in successfully facilitating development within their areas. Rural programmes in unorganised and poorly structured communities were most likely to fail. At first, the structure of the Council of Stakeholders was successful towards creating synergy, but only lasted until community members demanded stipends and benefits to serve as members. The relationship collapsed because serving in a Council of stakeholders was voluntary without compensation.”*

The participants assessed the level of synergy between the government and community structures for the successful implementation of a programme. The ISRDP participants noted that the programme did not reach communities at the right time, lacked an integration and monitoring framework, and affected the relationship between communities and the government.

However,, there was some synergy in investment programmes, although community participation was not effective. The ISRDP participants also mentioned that inadequate funds, limited skills, and language barriers hindered cooperation and interaction between the government and CBOs. As stated in Chapter 2, section 2.3.1 *Policy implementation*, adequate training and qualifications, and a practical approach to policy management are required for effective policy implementation. Still, the interviewees reported that insufficient training was provided. The vastness of municipal wards also posed a challenge.

The CRDP participants highlighted the lack of synergy between government and implementers, with traditional leadership and the Ingonyama Trust active in rural areas, while non-profit organisations generally do not participate. Lack of knowledge and training contribute to the issue, and structures like Traditional Councils and Communal Property Associations struggle to collaborate with municipalities. The CRDP participants also emphasised that only organised communities are successful in facilitating development, while unorganised and poorly structured communities are likely to fail. A Council of Stakeholders initially created synergy but collapsed when members demanded compensation for their voluntary service.

4.3.1.4 Institutional capacity to implement rural development programmes

It was confirmed in Chapter 2, section 2.3.3 *Mechanisms ensuring sustainable rural development programmes* that enhance the skills, knowledge, and capabilities of local individuals and organisations is crucial in building capacity. The following question was posted to enquire whether the government has sufficient capacity and skills to successfully implement the rural development programmes:

“Do the local, provincial and national spheres of government have the appropriate capacity and skills to successfully implement the rural development programmes?”

ISRDP Participant 1: *“There is a significant shortage of appropriately qualified engineers to manage and maintain infrastructure.”*

ISRDP Participant 2: *“Government does not recruit people with the required technical skills.”*

CRDP Participant 3: *“There are not sufficient technical skills. Government does not have adequate and appropriate technical skills. There is a misplacement of people in jobs.”*

CRDP Participant 4: *“There are not sufficiently skilled staff to perform monitoring and evaluation in the Engineering Departments. There is also a shortage of qualified project managers responsible for rural development. The majority of the staff is qualified in social sciences.”*

The participants discussed the capacity and skills of the local, provincial, and national government spheres for successfully implementing rural development

programmes. The ISRDP participants emphasised a significant shortage of qualified engineers who can effectively manage and maintain infrastructure. They also criticised the government for not hiring individuals with the necessary technical skills, which further contributes to the problem.

The CRDP participants echoed this same sentiment, stating that there is a lack of sufficient technical skills across the government. They also mentioned the issue of misplacement, where individuals were not assigned to suitable positions that matched their skills. The CRDP participants added that there was a shortage of skilled staff in crucial areas such as monitoring and evaluation, as well as in the Engineering Departments. Furthermore, there was a dearth of qualified project managers responsible for rural development, with the majority of the staff having qualifications in social sciences rather than the required technical expertise.

4.3.1.5 Monitoring and evaluation of ISRDP and CRDP programmes

Monitoring provides stakeholders with indications of the extent of progress and the achievement of objectives and progress in the use of allocated funds, while evaluation determines the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability (see Chapter 2, section 2.3.4 *Policy monitoring and evaluation*). It was therefore needed to establish if the implementation of rural development programmes was sufficiently monitored and evaluated (Public Service Commission, 2008: 11).

‘Are there monitoring and evaluation of on-going and completed programmes?’

ISRDP Participant 1: *“Yes, best practices were put in place and documented. There was quarterly reporting by established IGR governance structures and political champions to higher echelons of government across the different spheres.”*

ISRDP Participant 2: *“The Department of Provincial and Local Government coordinated reporting to the IGR structures and various Ministers. A political champion structure was created to address critical challenges. To a certain extent, protocol mechanisms were put in place to aid coordination.”*

CRDP Participant 3: *“Profiling was done, but later instructions were given to stop profiling communities. From 2009 to date, no monitoring and evaluation was not done.”*

CRDP Participant 4: *“Only the Department of Monitoring and Evaluation did a review. An internal review was never done properly, so no proper monitoring and evaluation.”*

The participants engaged in discussions concerning the importance of monitoring and evaluation processes for both ongoing and completed programmes. The ISRDP participants expressed that they had successfully implemented and documented best practices, emphasising the importance of regular quarterly reporting. They highlighted the involvement of established inter-governmental relations (IGR) governance structures and political champions who reported to higher levels of government. This systematic reporting aimed to ensure accountability and transparency in programme implementation.

The ISRDP participants also expanded on the reporting aspect, mentioning the role of the Department of Provincial and Local Government in coordinating the reporting process. They emphasised that these reports were directed towards the relevant IGR structures and various Ministers, allowing for effective communication and oversight. Additionally, they highlighted the establishment of a political champion structure that aimed to address critical challenges faced during programme implementation. The participants acknowledged the need for protocol mechanisms to enhance coordination among the involved stakeholders, as confirmed in Chapter 2, section 2.3.4 *Policy monitoring and evaluation*.

However, the CRDP participants expressed concern over the discontinuation of community profiling. Initially, profiling was conducted to gather important data, but instructions were given to cease this practice, resulting in a lack of monitoring and evaluation since 2009. This interruption raised concerns about the ability to effectively assess the progress and impact of the programmes. The CRDP participants also added to the discussion by pointing out that the Department of Monitoring and Evaluation had conducted a review. However, they highlighted the lack of proper internal reviews, suggesting that the monitoring and evaluation efforts

were not comprehensive. This observation indicated potential shortcomings in the assessment of programme performance and the identification of areas for improvement.

4.3.1.6 ISRDP and CRDP implementation successes and failures

The following questions were raised to determine the scope of success and failure with the implementation of the ISRDP and CRDP programmes:

‘Which projects were successfully implemented, and what contributed to their effective implementation?’

ISRDP Participant 1: *“To improve programme implementation, the focus was not on project success, but rather on programme management. International donor funding contributed to successes as it alleviated capacity challenges experienced by the Department of Provincial and Local Government. The President led the ISRDP programme, and quarterly reports had to be submitted to the Presidency. Active and knowledgeable political champions promoted project successes. All IGR structures were involved in the implementation of the projects.”*

ISRDP Participant 2: *“Successes were not vast as the ISRDP programme run for a short while from 2001 until 2010. The ISRDP evaluation reports showed improvement in basic services in the nodes. However, the reduction of poverty may be attributable to the extension of social grants. The unceremonious abandonment of the ISRDP caused a major loss of knowledge and information.”*

CRDP Participant 3: *“At face value, although no evaluation was done, a number of projects were successfully implemented, such as community-initiated projects, some business enterprises were established, the maintenance of roads was upheld, and bridges were built. Major roads in rural areas were tarred. Also, offices were built for Traditional leadership. Youth development was one of the key reasons for successes in addition to community participation and collaboration.”*

CRDP Participant 4: *“Handholding of the community by government prevailed. Communities must now be allowed to take their development forward to ensure sustainability. Where the President was involved, successes were seen through commitments from local political leadership and traditional leaders.”*

None of the participants identified or named successful projects but pointed to projects they felt were completed. However, the ISRDP participants highlighted that the focus was more on programme management rather than individual project success. The availability of international donor funding helped address capacity challenges within the Department of Provincial and Local Government, contributing to success. The President's involvement and the requirement to submit quarterly reports to the Presidency provided leadership and accountability.

Active and knowledgeable political champions played a role in promoting project successes, and inter-governmental relations (IGR) structures were involved in project implementation. The ISRDP participants also acknowledge that the successes of the ISRDP were not extensive due to its relatively short duration from 2001 to 2010. Evaluation reports showed improvements in basic services in certain areas, but the reduction of poverty might be attributed to the extension of social grants. The abrupt discontinuation of the ISRDP resulted in a loss of knowledge and information, hindering further progress.

The CRDP participants suggested that despite a lack of formal evaluation, several projects were successfully implemented. These included community-initiated projects, the establishment of business enterprises, road maintenance, bridge construction, and the tarred major roads in rural areas. The provision of offices for Traditional leadership and a focus on youth development also contributed to the successes. Community participation and collaboration were key factors in achieving positive outcomes. The CRDP participants also emphasised the importance of government support and handholding during project implementation. They suggest that communities should now be empowered to take charge of their development for long-term sustainability. Successes were observed in areas where the President and local political and traditional leaders were committed to the projects.

‘Were there any failed projects and if so, what contributed to the lack of success?’

ISRDP Participant 1: *“Many ISRDP infrastructure projects are still not completed, for example, the Umzimvubu Water Project in Eastern Cape, the Jozini Regional Community Water Supply Scheme in Kwazulu-Natal and the Maluti hiking trail in the eastern Free State. The Agri Parks project*

aiming at revitalising agriculture, catalysing rural industrialisation and supporting emerging farmers has also not been completed.”

ISRDP Participant 2: *“There were a few successes. Major infrastructure projects of the ISRDP are still being implemented due to the failure of integrated planning and coordination. Funding was not a problem.”*

CRDP Participant 3: *“Completed projects could not be sustained due to a lack of proper handover to municipalities. The Myeshe Stadium was completed and handed over to the municipality, but the municipality did not take care of the maintenance. Municipalities fail to budget for maintenance in their IDPs. Road infrastructure in communities is not quality checked and not maintained. Projects targeting the vulnerable did not succeed at all. Community structures in Sokhulumu became hostile. So, the community members and government officials did not get along well. In addition, there is a failure to resolve the conflict between municipalities, traditional leaders and Communal Property Associations. There is thus a dire need for collaboration. Many projects were initiated, but a lack of commitment from government officials and the community culminated in destroyed infrastructures. Nowadays, protests are destroying the infrastructure and severely obstruct development.”*

CRDP Participant 4: *“The youth was promised support and equipment for making bricks and working on construction sites. But these promises never materialised. The National Rural Youth Service Corps programme started ambitiously, but there were no plans for job opportunities after the youth was skilled.”*

The participants discussed failed projects and the factors contributing to their lack of success. The ISRDP participants mentioned several incomplete infrastructure projects under the ISRDP, such as the Umzimvubu Water Project, Jozini Regional Community Water Supply Scheme, and the Maluti hiking trail. They also highlighted the Agri Parks project that remains unfinished, aimed at revitalising agriculture, and rural industrialisation, and supporting emerging farmers. The ISRDP participants also acknowledged some successes but noted that major infrastructure projects within the ISRDP are still ongoing due to failures in integrated planning and coordination. Funding was not identified as a problem as the lack of success.

The CRDP participants pointed out that completed projects could not be sustained due to inadequate handover to municipalities. The lack of maintenance by municipalities, failure to budget for maintenance in their IDPs, and poor-quality checks and maintenance of road infrastructure in communities contributed to the lack of success. Projects targeting vulnerable populations faced challenges, with instances of hostility between community structures and government officials.

Conflict resolution between municipalities, traditional leaders, and Communal Property Associations was also lacking, emphasising the need for collaboration. Lack of commitment from government officials and the community led to the destruction of infrastructure and protests further hindered development. The CRDP participants also highlighted a specific case where promises of support and equipment for the youth to engage in brickmaking and construction work did not materialise. The National Rural Youth Service Corps programme started with ambition but failed to provide job opportunities for skilled youth after training.

The statements by the participants were in line with the analysis presented in Chapter 2, sections 2.5.1.2. *Successes and failures of the ISRDP* and 2.5.2.2 *Successes and failures of the CRDP*. In summary, the participants discussed various factors contributing to the lack of success in projects. These included failures in planning and coordination, incomplete infrastructure projects, inadequate handover to municipalities, lack of maintenance, poor quality checks, conflicts between stakeholders, lack of commitment, broken promises to the youth, and insufficient job opportunities. These issues emphasised the need for improved coordination, sustainability planning, collaboration, conflict resolution, and fulfilling promises to ensure the success of rural development projects.

4.3.1.7 Recommendations for effective implementation of rural development programmes

The participants were requested to discuss whether the goals of the ISRDP and CRDP are reasonable and realistic.

“In your view, are the ISRDP/CRDP goals reasonable and realistic?”

ISRDP Participant 1: *“The ISRDP goals were realistic, and people expected to see tangible results. It was expected that a development facilitator empowers the community to do things themselves.”*

ISRDP Participant 2: *“An approach of doing everything for the community is against the RDP principles. Communities should not be spectators in their development.”*

CRDP Participant 3: *“The goals of the CRDP are realistic as they are in sync with international sustainable development goals. School infrastructure improved, bridges in rural areas are built and hygiene and sanitation were upgraded. Grants for different sectors are budgeted by the department.”*

CRDP Participant 4: *“The Agricultural Veld Management Programme forms part of the comprehensive approach.”*

The ISRDP participants believed that the goals of the ISRDP were realistic and that tangible results were expected. They highlighted the importance of a development facilitator empowering the community to take charge of their development. The ISRDP participants also argued that the approach of doing everything for the community goes against the principles of the RDP. They suggested that communities should not be passive spectators in their development but actively involved.

The CRDP participants considered the goals of the CRDP to be realistic, aligning with international sustainable development goals. They mentioned improvements in school infrastructure, the construction of bridges in rural areas, and upgrades in hygiene and sanitation. The department also budgets grants for different sectors. The CRDP participants also mentioned that the Agricultural Veld Management Programme is part of a comprehensive approach, indicating support for the goals of the CRDP.

The following two questions were posed to seek suggestions for an improved approach to combat poverty in rural areas.

“How would you suggest improving the approach towards combating poverty?”

ISRDP Participant 1: *“Poverty in rural areas may have been defined incorrectly. The approach by the government leads to increased poverty instead of reducing it.”*

ISRDP Participant 2: *“Rural community poverty is not like urban poverty. Yet, a blanket definition of poverty was used in the ISRDP. This resulted in the government doing everything for the rural communities. The approach created extreme dependencies on the government for basic services and goods, leading to large portions of the communities being unable to develop and implement their initiatives. Rural development was hampered in the long run due to the inappropriate approach towards combating poverty by creating dependency on government.”*

CRDP Participant 3: *“There has been development where there were no roads, electricity and access to other basic services. However, no programmes were put in place for the maintenance and retain of the erected infrastructure.”*

CRDP Participant 4: *“Some of the government’s initiatives are still functional despite the absence of a mid-term review by the DRDLR.”*

The participants discussed how to improve the approach towards combating poverty in rural areas. The ISRDP participants suggested that the government's approach to addressing poverty in rural areas may have been incorrect and has potentially led to an increase in poverty rather than reducing it. They emphasised the need for a reassessment of the approach taken. The ISRDP participants also highlighted the differences between rural and urban poverty and criticise the blanket definition of poverty used in the ISRDP. They argued that the approach of the government to do everything for rural communities has created a culture of dependency, hindering the communities' ability to develop and implement their initiatives. They suggested that this inappropriate approach has hampered rural development in the long run.

The CRDP participants acknowledged that there has been development in areas lacking basic services like roads and electricity. However, they pointed out that there is a lack of programmes in place for the maintenance and sustainability of the infrastructure that has been built. This suggests the need for integrated planning to ensure that the development efforts are sustainable and enduring, as emphasised in Chapter 2, section 2.3.3 *Mechanisms ensuring sustainable rural development*

programmes. The CRDP participants also mentioned that despite the absence of a mid-term review by the DRDLR, some of the government's initiatives are still functional. This highlights the potential effectiveness of certain programmes even without regular reviews.

A further question asked about the successes of the programmes is as follows:

“What was done right to make the ISRDP/CRDP successful?”

ISRDP Participant 1: *“The national departments were responsible for prioritised projects for rural areas and to ensure coordination between the different spheres of government. There were positive changes and progress when the coordination of the diverse implementation processes improved. Each sphere of government then knew what was expected of them.*

Proper skills needed to be brought in. Regrettably, that was not done.”

ISRDP Participant 2: *“After more than ten years since the conclusion of the ISRDP, it is difficult to attribute the current development in rural areas to one specific programme. Successes cannot be attributed to one programme that was or is running in rural areas as there were many other programmes. Rural areas have continued to develop since 2001; not only because of the products and services from the ISRDP, but also from the implementation of other programmes.”*

CRDP Participant 3: *“Spatial change is observable in some rural areas although the maintenance of what was put in place is not conducted. The infrastructure is falling into disrepair and ruin.*

The CRDP is a good programme with good intentions, but it lacks effective implementation. Periodic profiling initially assisted the department with the targeted implementation of the CRDP. The cancellation of profiling, collaboration failures and some sectors failing to grasp the essence of poverty in rural development, will lead to the failure of the CRDP.”

CRDP Participant 4: *“Government departments had strong relationships and collaborations. Community participation increased when change became visible in the communities. The youth and the private sector then also wanted to be involved.*

The mindset of the beneficiaries of rural development is critical for the success of rural development intervention. The beneficiaries must be willing

to fulfil their role and responsibilities. Skill development and building knowledge are also key for any rural development programme.”

Overall, the participants provided insights into the factors that contributed to the success or challenges faced in the implementation of the ISRDP and CRDP programmes. The ISRDP participants highlighted the importance of coordination between national departments and different levels of government. They emphasised that clear expectations for each sphere of government are necessary for successful implementation. However, they expressed regret over the lack of proper skills brought into the programmes. The ISRDP participants also noted that attributing the current development in rural areas solely to the ISRDP is difficult due to the existence of multiple programmes. They emphasised that rural development since 2001 has been influenced by various initiatives, not exclusively the ISRDP.

The CRDP participants acknowledged observable spatial changes in some rural areas but raised concerns about the lack of maintenance for the infrastructure created. They mentioned the periodic profiling as a helpful tool for targeted implementation initially but highlighted that its cancellation, collaboration failures, and inadequate understanding of poverty in rural development could lead to the failure of the CRDP. The CRDP participants also highlighted the importance of strong relationships and collaboration between government departments. They emphasised that visible change in communities increased community participation, including involvement from the youth and the private sector. The mindset of beneficiaries, their willingness to fulfil responsibilities, and skill development were identified as crucial elements for the success of any rural development programme.

The following question was posed to obtain recommendations for the effective implementation of rural development programmes:

“What suggestions do you have for the effective implementation of rural development programmes?”

ISRDP Participant 1: *“The implementation of rural development programmes must be planned and coordinated properly. Planning should not focus on keeping people in rural areas, but on providing basic needs.”*

ISRDP Participant 2: *“The ISRDP achieved success because political champions and the Presidency played an active and visible role and by demonstrating their interest in seeing the programme succeed. But, as soon as their interest dissipated, political structures in the provinces and municipalities also started to lose interest.*

The ISRDP should have continued and not been replaced by the CRDP. The contents of the ISRDP could have been re-packed to improve the programme instead of replacing it with a new programme. Changes in the political administration and principals, and not the needs of society or gaps in the ISRDP, resulted in the adoption of the CRDP in 2010. The nodes identified in 2001 as disadvantaged districts are still being listed as impoverished districts. Change in rural development programmes must be well-thought through and motivated by society and not by changes in government representatives.”

CRDP Participant 3: *“There must be more emphasis on a bottom-up approach than the top-down approach. The government cannot solve problems alone. The private sector must be consulted in roped in more frequently. There must be proper agreements with all stakeholders. A firm commitment by all stakeholders is also crucial.*

CRDP Participant 4: *“Monitoring and evaluation of the implementation process are non-negotiable. Then, existing skills and knowledge must be retained, and people with the required skills must be targeted.*

More synergy and cooperation are required. Communities must work closer with government and government officials.”

The participants discussed suggestions for the effective implementation of rural development programmes. The ISRDP participants emphasised the need for proper planning and coordination in the implementation of these programmes. They suggested that the focus should be on providing basic needs rather than simply keeping people in rural areas. The ISRDP participants also highlighted the role of political champions and the Presidency in achieving success within the ISRDP. They expressed the view that the ISRDP should have continued instead of being replaced by the CRDP. They argued that changes in government representatives should not be the sole motivation for programme changes and that society's needs should be the driving force. They also noted that districts identified as disadvantaged in 2001

still face poverty, indicating a need for thoughtful and society-driven decision-making in rural development programmes.

The CRDP participants suggested emphasising a bottom-up approach rather than a top-down approach. They stressed the importance of involving the private sector more frequently and establishing proper agreements with all stakeholders. They also highlighted the significance of firm commitment from all stakeholders, recognising that the government alone cannot solve all problems. The CRDP participants also emphasised the non-negotiable nature of monitoring and evaluation in the implementation process. They advocated for retaining existing skills and knowledge and targeting individuals with the required skills and called for increased synergy and cooperation between communities and government officials.

4.3.2 Overall findings from insights from public managers

A summary of the findings from the data retrieved from the interviews with the managers from the Department of Agriculture Land Reform and Rural Development and the Department of Cooperative Governance and Traditional Affairs is presented in this section to partially reach the research objective to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities.

The ISRDP aimed to involve communities and eliminate backlogs in the provision of basic services. Even so, the CRDP aims to address the lack of development in historically disadvantaged communities through rural economic growth, socio-economic development, access to basic services, job creation, and poverty alleviation. The objective of the CRDP is to build socially cohesive and stable rural communities with attractive social amenities, particularly for the youth. The CRDP also aims to rebuild the lack of basic infrastructure in rural areas to a satisfactory level for comfortable living and agricultural activities.

The ISRDP was piloted in thirteen district areas, with development projects planned and implemented through municipal IDPs. International organisations like GIZ, the World Bank, Independent Development Trust, European Union, and the United Nations-supported municipalities due to limited capacity. The ISRDP had

established financial and monitoring protocols, and qualified coordinators, and enforced an integrated planning approach to facilitate the implementation process between provinces and municipalities. Supporting programmes for rural development included anchor projects, small business development, enterprise support, and community investment programmes. The implementation process was guided by periodic profiling of communities.

The CRDP is community-centred and driven by area profiles. The CRDP was piloted in selected areas, using data from STATSSA and CoGTA to determine implementing sites. Implementing agents such as the Independent Development Trust, the Development Bank of South Africa, and other state entities were brought in to augment the required capacity. The CRDP is closely linked to agrarian reform, providing space for provincial departments to offer hands-on support and financing through assigned coordinators. Coordination among stakeholders is required to promote joint planning, commitment, and consistency in the implementation process, emphasising that planning should not be done in isolation.

Overall, the participants expressed concerns about the insufficient capacity and skills within the government at all levels to effectively implement rural development programmes. These deficiencies include a shortage of qualified engineers, inadequate recruitment practices, insufficient technical skills, misplacement of personnel, and a lack of skilled staff in critical roles.

The participants presented a varied perspective on monitoring and evaluation processes. While efforts were made to implement best practices, document processes, and report to higher levels of government, concerns were raised about the discontinuation of community profiling and the subsequent lack of comprehensive monitoring and evaluation since 2009. Furthermore, the lack of adequate internal reviews was identified as a factor contributing to insufficient monitoring and evaluation. These discussions highlighted the importance of establishing consistent and robust monitoring and evaluation mechanisms to ensure the effectiveness and success of rural development programmes.

The participants provide insights into the projects that were successfully implemented and the factors that contributed to their effectiveness. These included international donor funding, strong programme management, involvement of

political champions, community participation, collaboration, provision of basic services, infrastructure development, youth empowerment, and support from government and traditional leadership. The discussion also highlighted the need for sustainability and empowering communities to lead their development efforts.

Regarding the recommendations for effective implementation, the participants:

- had varying opinions on the reasonableness and realism of the ISRDP/CRDP goals. Some viewed them as realistic and achievable, expecting tangible results and emphasising community empowerment. Others stressed the importance of active community participation and alignment with international sustainable development goals. The mentioned of specific programmes further supports the perception of goal attainment;
- proposed improvements in the approach towards combating poverty in rural areas. These included reassessing the current approach, recognising the differences between rural and urban poverty, avoiding a culture of dependency on the government, implementing programmes for infrastructure maintenance, and ensuring the sustainability of development efforts. They suggested the need for effective planning, monitoring, and support to address poverty effectively in rural communities;
- emphasised the need for effective coordination, skill development, sustained maintenance of infrastructure, and community participation to ensure the success of rural development programmes. They also acknowledged the contribution of multiple initiatives in rural development rather than attributing it solely to one specific programme; and
- provided suggestions for effective implementation of rural development programmes. These included proper planning and coordination, addressing basic needs, maintaining programme continuity, society-driven decision-making, involving the private sector, establishing agreements with stakeholders, a firm commitment from all parties, monitoring and evaluation, retention of skills and knowledge, and fostering closer collaboration between communities and government officials. These suggestions aim to enhance the effectiveness and impact of rural development initiatives.

4.3.3 Data analysis: Insights from Traditional Councils that embody the communities who benefit from the ISRDP and CRDP

In addition to the officials from the Department of Agriculture Land Reform and Rural Development and the Department of Cooperative Governance and Traditional Affairs, the researcher also interviewed Traditional Councillors who represented the beneficiaries of the programmes. The councillors represented the John Taolo Gaitsewe District and the Sokhulumi Village located in the City of Tshwane Metropolitan Municipality.

The questions were addressed to the interviewees under the following themes:

- Implementation of the ISRDP and CRDP programmes
- Relevance and credibility of the ISRDP and CRDP programmes
- Community participation in rural development programme implementation
- Perceived outcomes and effects of rural development programmes
- Recommendations for improved implementation of rural development programmes

For the sake of reporting on the responses received from the individual participants, the interview questions are stated as if they referred to the ISRDP and CRDP, whereas the actual interview questions were directed to either the ISRDP or the CRDP beneficiaries.

The answers from the participants immediately follow the interview question.

4.3.3.1 Implementation of the ISRDP and CRDP programmes

The criteria for effective policy implementation were described in Chapter 2, section 2.3 *Rural development programme implementation*. It was confirmed, among other aspects, that access to basic amenities enhances the quality of life. The following question was posed to the beneficiaries of rural development programmes to

establish whether the ISRDP and CRDP render accessible and relevant services to the community:

‘In your view, did the community receive and access the services they needed under ISRDP/CRDP?’

ISRDP Participant 5: *“What was promised to the community of Kgalagadi under the ISRDP, was not achieved.”*

ISRDP Participant 6: *“Some of the services were only halfway achieved and backlogs were not eradicated”.*

CRDP Participant 7: *“Yes and no. The programme is well-structured. However, it is not being optimised effectively. Basic service delivery is still lacking, and problems remain prevalent in the community.”*

CRDP Participant 8: *“Traditional Councils cannot allocate new stands due to the shortage of water because no projects are completed successfully. Sustainability is lacking.”*

The participants explored whether the community received and accessed the services they needed under the ISRDP and CRDP programmes. The ISRDP participants expressed dissatisfaction, stating that the promises made to the community of Kgalagadi under the ISRDP were not fulfilled. The ISRDP participants also indicated that while some services were provided, they were only partially achieved, and backlogs in service delivery were not completely eliminated.

The CRDP participants offered a mixed response, acknowledging that the programme is well-structured but not effectively optimised. They note that basic service delivery was still lacking, and community problems persisted. The CRDP participants also highlighted challenges faced by Traditional Councils in allocating new stands due to water shortages caused by incomplete projects. They emphasised the lack of sustainability in the programme.

4.3.3.2 Relevance and credibility of the ISRDP and CRDP programmes

The individual interviews with the Traditional Councillors continued with a question about the origin of poverty in rural areas in South Africa to set the tone and context of the topic under discussion:

‘What are the causes of poverty in your rural community?’

ISRDP Participant 5: *“Corruption, lack of communication services, lack of information, unemployment, lack of administrative and political leadership. Also, substance abuse, lack of access to basic services and education from primary to tertiary level. There should be colleges focusing on local skills, but there are none.”*

ISRDP Participant 6: *“Corruption, organised syndicates in municipalities and corruption. Young people think corruption is a normal part of life today, Substance abuse, lack of economic growth and lack of land ownership are also reasons for poverty in rural areas.”*

CRDP Participant 7: *“Unemployment and not valuing education, substance abuse, lack of access to basic services, lack of information and no communication services. The mindset of the people in Sokhulumi started to change when a partnership with Sasol helped to make the local school one of the best in the country in mathematics.”*

CRDP Participant 8: *“Poverty is caused by unemployment due to a lack of economic activities caused by various reasons, including no land ownership, corruption, seeing no value in education, lack of basic services provision and substance abuse.”*

As stated in Chapter 1, section 1.5 *Preliminary literature review*, both the RDP of 1994 and the NDP of 2012 reiterate that no democracy can survive and flourish when the people remain in poverty without land and tangible prospects for a better life. The ISRDP participants identified corruption, lack of communication services and information, unemployment, lack of administrative and political leadership, lack of access to basic services and education, and the absence of colleges focusing on local skills as factors contributing to poverty. The ISRDP participants also emphasised organised syndicates in municipalities, substance abuse, lack of economic growth, and lack of land ownership as causes of poverty in rural areas. They also mentioned that young people perceived corruption as a normal part of life.

The CRDP participants highlighted unemployment, undervaluing education, substance abuse, lack of access to basic services, lack of information, and limited communication services as factors leading to poverty. However, they mentioned that

a partnership with Sasol has positively impacted the mindset of the people in Sokhulumi, transforming the local school into one of the best in the country in mathematics. The CRDP participants also identified lack of economic activities, lack of land ownership, corruption and substance abuse as causes of poverty.

The following question tested whether there is a need for the ISRDP and CRDP programmes in the communities:

'Is there a need for the ISRDP/CRDP in your area?'

ISRDP Participant 5: "Yes."

ISRDP Participant 6: *"Although the community was not informed at the time of the design of the programme, the programme was and is highly needed."*

CRDP Participant 7: *"The community of Sokhulumi strongly needs rural development programmes and projects".*

CRDP Participant 8: *"Yes. The community launched initiatives such as the donating of land to schools for agricultural development".*

The participants explored the need for the ISRDP and CRDP in the participants' respective areas. One ISRDP participant simply responded "Yes" without providing further elaboration. The ISRDP participants also acknowledged that the community may not have been adequately informed during the program's design, but they believed that the programme is highly necessary and needed.

The CRDP participants stated that the community of Sokhulumi strongly needed rural development programmes and projects, affirming the need for the CRDP. The CRDP participants also agreed, stating that the community had taken initiatives such as donating land to schools for agricultural development, emphasising the need for both the ISRDP and CRDP in the area.

Tezera (2019:93-94) confirmed that policy objectives must be clear. This statement implied that the intention of the programme must be clear and consistent. Role delineation must also be done, as argued in Chapter 2, section 2.3.1 *Policy implementation*. The following question was posted to the interviewees to ascertain whether there is an adequate understanding of the intention of the programmes:

‘In your understanding, what problems in society are the ISRDP/CRDP intended to resolve?’

ISRDP Participant 5: *“The ISRDP is focusing on underdevelopment and endemic poverty focus areas, such as connecting roads, providing basic services and improving communication services in rural areas with the intention to bring positive change.”*

ISRDP Participant 6: *“The Government and the President are committed to in eradicating poverty and underdevelopment by providing basic services like health, education and land ownership”.*

CRDP Participant 7: *“To minimise rural-urban migration and to stimulate rural economy.”*

CRDP Participant 8: *“The provision of basic services including education, health, communication services, recreation facilities, and safety and security”*

The participants discussed the problems that the ISRDP and CRDP programmes aim to resolve. The ISRDP participants stated that the ISRDP focuses on addressing underdevelopment and endemic poverty by prioritising areas such as road connectivity, provision of basic services, and improvement of communication services. The goal is to bring about positive change in rural areas. The ISRDP participants also highlighted the commitment of the Government and the President to eradicate poverty and underdevelopment through the provision of essential services, including health, education, and land ownership.

The CRDP participants mentioned that the CRDP aims to minimise rural-urban migration and stimulate the rural economy, suggesting that it seeks to address the challenges associated with migration and promote economic development in rural areas. The CRDP participants also emphasised the provision of basic services, including education, health, communication services, recreation facilities, and safety and security, as the intended resolutions to societal problems through the CRDP.

To establish credibility, leadership must ensure that the ISRDP and CRDP rural development programmes must address and satisfy the current needs in the communities, as stated in Chapter 2, 2.4.2 *Leadership and stakeholder involvement in policy implementation*. The following question therefore aimed to establish

whether these programmes have been developed with the needs of the beneficiaries in mind:

‘In your opinion, to what extent are the rural development projects addressing current critical issues in your community?’

ISRDP Participant 5: *“The quality of the projects is poor and not sustainable. The projects are aimed at basic rural infrastructure developed and fail to meet sustainability standards due to poor planning. No maintenance is conducted on the projects, and a lack of skills leads to unresolved issues and problems in the community.”*

ISRDP Participant 6: *“The issue of land ownership is ignored. No project or programme is aiming at developing the community. Real pressing issues are not addressed.”*

CRDP Participant 7: *“Land ownership remains a constraint and there is no support by the government on land issues. Every space is owned by government and permission had to be sought for everything to be done through community initiatives.”*

CRDP Participant 8: *“Current issues are not addressed. Persistent problems include water shortages, cracked boreholes, no electricity, sabotage, and corruption in municipalities. These pressing issues are not being resolved.”*

The participants discussed the extent to which rural development projects addressed critical issues in the community. The ISRDP participants criticised the quality and sustainability of the projects, highlighting poor planning, lack of maintenance, and a deficiency in skills as factors contributing to unresolved issues in the community. They believed that the projects mainly focused on basic rural infrastructure and fail to meet sustainability standards. The ISRDP participants also expressed dissatisfaction with the neglect of land ownership issues and claimed that no project or programme was effectively addressing the development of the community. They believed that the projects did not target the real pressing issues present in the community.

The CRDP participants pointed out that land ownership remained a constraint, and there was insufficient government support in addressing land-related issues. They

also mentioned the need for permission from the government for community initiatives to undertake any activities. The CRDP participants also asserted that the current critical issues in the community, such as water shortages, cracked boreholes, lack of electricity, sabotage, and corruption in municipalities, are not adequately addressed by the projects.

The African Development Bank Report (2005:122) upholds the view that development needs are continuously changing consequent to increasing demands. Indeed, development needs to evolve as time progresses and the implementers of rural development programmes need to be meticulous on how they respond to the rural communities' development needs.

4.3.3.3 Community participation in rural development programme implementation

Nesamvuni, *et al.*, (2017: 102) stated that public participation taps into the resources of community members as individual citizens and provides a source of special insight, information and knowledge that adds to the soundness of public policies, as stated in Chapter 2, section 2.3.5 *Management of rural development programmes at local government sphere*. The level of community participation in rural development programme implementation was established through the following questions:

'Which community structures are participating in the implementation of rural development programmes?'

ISRDP Participant 5: *"Ward committees and SANCO encompass all community structures. Community-based organisations must be strictly monitored and must provide regular feedback to communities and government. Political parties are also organised community structures. Regrettably, Traditional Councils are not functionally and are not properly organised."*

ISRDP Participant 6: *"There is no proper working relationship between community structures and public officials. Government is not held accountable for failed projects."*

CRDP Participant 7: *"Clinics, schools, etc. must be mobilised to be more involved in development programmes. Traditional Councils, CBOs, the*

Council of stakeholders and sectoral committees work with communities and public officials during implementation.”

CRDP Participant 8: *“In Sokhulumi, a Farmer Production Support Unit (FPSU) has been brought to the community. An Agriculture Committee with experience in agriculture could be established by community members.”*

The participants examined the community structures participating in the implementation of rural development programmes. The ISRDP participants identified Ward Committees, SANCO, community-based organisations, and political parties as the encompassing community structures. They emphasised the need for strict monitoring of community-based organisations, regular feedback to communities and government, and highlight the lack of functional and properly organised Traditional Councils. The ISRDP participants also highlighted the absence of a proper working relationship between community structures and public officials, resulting in a lack of accountability for failed projects.

The CRDP participants suggested mobilising clinics, schools, and other institutions to be more involved in development programmes. They mentioned the involvement of Traditional Councils, community-based organisations, the Council of Stakeholders, and sectoral committees in collaboration with communities and public officials during implementation. The CRDP participants also mentioned the establishment of a FPSU in Sokhulumi and proposes the formation of an Agriculture Committee comprising community members with agriculture experience.

Engaging local communities and stakeholders in the decision-making process is essential. All the role-players must have a positive attitude towards the implementation process (Tezera, 2019:97-107). The following question, therefore, tested the extent of community participation in the development and implementation of rural development programmes.

‘To what extent is the community participating in the rural development programmes?’

ISRDP Participant 5: *There is limited participation by individuals, and there are no campaigns to encourage participation. Participation takes mostly place through organised structures, such as Ward Committees.”*

ISRDP Participant 6: *“Land ownership remains the main problem. The ISRDP is not employing local community members. A lack of skills is cited as the reason for not employing locals, yet no training is offered, and foreigners are offered positions with very low salaries.”*

CRDP Participant 7: *“Inadequate participation. There are no Local Economic Development (LED) projects or programmes.”*

CRDP Participant 8: *“The Traditional Council is working with community members to make use of opportunities to participate in rural development programmes. In rural areas, employment opportunities are taken by foreigners. The heritage is also hijacked by foreigners where they sell materials used in customary initiation schools.”*

The participants examined the extent of community participation in rural development programmes. The ISRDP participants highlighted limited individual participation and the absence of campaigns to encourage involvement. They noted that participation mainly occurred through organised structures, such as Ward Committees. The ISRDP participants also identified land ownership as a major obstacle to community participation. They expressed concern that the ISRDP did not employ local community members, citing a lack of skills as the reason. They also criticised the absence of training opportunities, leading to the hiring of foreigners at low wages.

The CRDP participants described participation as inadequate, specifically noting the absence of LED projects or programmes. They also mentioned that the Traditional Council collaborates with community members to promote participation in rural development programmes.

However, they expressed concern that employment opportunities in rural areas were often taken by foreigners, and foreign entities commercialised cultural heritage materials used in customary initiation schools.

4.3.3.4 Perceived outcomes and effects of rural development programmes

To establish the beneficiaries' perception of the effects of the programmes, the following question was posed:

‘Do you see any positive changes in the living conditions in the community after the implementation of a development programme?’

ISRDP Participant 5: *“There is no change in living conditions because of corruption and a lack of skill and knowledgeable personnel. Communities appear frustrated because the provision of services remains poor. There is vandalism and destruction of the available infrastructure and poverty increases.”*

ISRDP Participant 6: *“There are no clear changes. It can also be said that the community is not united to bring about positive change in their living conditions. There is gross ill performance on what was promised. Services are provided but they are inadequate.”*

CRDP Participant 7: *“Yes. The CRDP brought change and improvement despite a slow pace. It appears that there are no coordinated plans and timelines are shared.”*

CRDP Participant 8: *“Yes, there is a small change. However, there is now continued growth in the population numbers due to influx and migration from the nearby urban areas. The new infrastructure and basic services provided by the CRDP were received with excitement by the Amadebele Nzundzha Sokhulumi Community as it placed the community on par with other areas. However, the community remains underdeveloped due to poor sustainability. Unfortunately, maintenance of the infrastructure is failing.”*

The participants discussed the perception of positive changes in living conditions following the implementation of a development programme. The ISRDP participants expressed a negative view, stating that there has been no change in living conditions due to corruption, lack of skilled personnel, poor provision of services, vandalism, destruction of infrastructure, and increasing poverty.

The ISRDP participants also highlighted the absence of clear changes and a lack of unity within the community to bring about positive transformations. They noted a significant gap between the promised outcomes and actual performance, with the services provided but falling short of adequacy.

The CRDP participants acknowledged positive changes brought about by the CRDP, albeit at a slow pace. However, they mentioned a lack of coordinated plans

and the need for improved timelines for sharing progress. The CRDP participants also recognised some small positive changes resulting from the CRDP, particularly in terms of infrastructure and basic services. The community, especially the Amadebele Nzundzha Sokhulumu Community, received these improvements with excitement, as it placed them on par with other areas. However, they mentioned challenges related to poor sustainability and failing infrastructure maintenance.

It was stated in Chapter 2, section 2.3.5 *Management of rural development programmes in the local government sphere*, that a conducive environment for a successful implementation of rural development programmes is laid down through integrated sustainable rural development (Nesamvuni, *et al.*, 2017: 102). The effect of the public programme of rural development programmes is not felt as it should by communities because the interventions over the years did not deliver on sustainability.

4.3.3.5 Recommendations for improved implementation of rural development programmes

The following questions were posed to obtain proposals on how government should improve the living conditions of rural communities through development programmes. The purpose of the questions was to obtain input that could be incorporated into the rural development programmes so that the needs of the communities can be addressed better.

To establish the level of success with the implementation of the programmes and to identify possible implementation gaps, the following question was asked:

‘How can the implementation of the rural development programmes be improved?’

ISRDP Participant 5: *“There was poor monitoring and oversight by the national, provincial and local officials. There should be strong community structures, such as a Council of Community Stakeholders, to drive development through a bottom-up approach. Politicians used Community Trusts for self-enrichment.”*

ISRDP Participant 6: *“Land ownership must be addressed. Allocating land to communities will provide them with the confidence to initiate further development. Also, a Community Forum or Council of Stakeholders with*

expertise within the community is proposed as an ideal model to enhance the implementation of the ISRDP and CRDP programmes.”

CRDP Participant 7: “A dependency syndrome perpetuated through the community because the government is doing everything for the community. Not allowing the community to empower themselves was wrong, and that should end. To strengthen the CRDP, Traditional Councillors need to be brought together to plan for one vision. Councillors must be given resources to ensure its functionality.”

CRDP Participant 8: “Traditional Authorities must be strengthened so that they can lead rural communities in their development efforts. A coalition of political parties governing together will assist in the implementation of the programmes. In this way, no community will be excluded from the benefits the programmes have to offer.”

The answers from the participants presented suggestions for improving the implementation of rural development programmes. The ISRDP participants pointed out the lack of effective monitoring and oversight by national, provincial, and local officials. They propose establishing strong community structures, such as a Council of Community Stakeholders, to drive development from the grassroots level and prevent politicians from exploiting Community Trusts for personal gain.

The ISRDP participants also highlighted the need to address land ownership issues and allocate land to communities, which would instil confidence and encourage further development. Chapter 2, section 2.6.7 *Land Reform in South Africa* described the need for land reform programmes in South Africa. The participants also suggested the creation of a Community Forum or Council of Stakeholders comprising community members with relevant expertise to enhance the implementation of the ISRDP and CRDP programmes.

The CRDP participants criticised the perpetuation of a dependency syndrome caused by the government doing everything for the community. They advocate for empowering the community and bringing Traditional Councillors together to plan for a unified vision. It was recommended to provide resources to ensure the functionality of these councillors. The CRDP participants also emphasised the importance of strengthening Traditional Authorities as leaders in rural community

development. They propose a coalition of political parties working together to support programme implementation and ensure that no community is excluded from the program's benefits.

The following question sought to obtain ways how to address challenges experienced by the communities.

'In your view, which solutions would appropriately address current challenges experienced by communities?'

ISRDP Participant 5: *"A community structure and ward committees must be established to address issues belonging to the community. Unfortunately, Ward Committees have become politicised. In 2001 when the ISRDP was introduced, such community structures did not exist. Political parties dominated the scene."*

ISRDP Participant 6: *"Bringing in community development structures will promote ownership of programmes, projects and resources"*.

CRDP Participant 7: *"Traditional Councils in collaboration with partnerships with government across all spheres must be used to provide community services in rural areas within their area of jurisdiction."*

CRDP Participant 8: *"Traditional Councils must be capacitated so that they can be productive in their communities. Current rural development programmes are not sustainable."*

The ISRDP participants suggested the establishment of community structures and ward committees to address community issues. However, they expressed concern that Ward Committees have become politicised, and in the past, such community structures were not prevalent as political parties dominated the scene. The ISRDP participants also emphasised the importance of involving community development structures to promote ownership of programmes, projects, and resources. This involvement could enhance community engagement and empower communities to take responsibility for their development.

It was mentioned in Chapter 2, section 2.6.2 *Reconstruction and Development Programme (RDP) (1994)*, that the RDP reiterates that no political democracy can survive and flourish when the people remain in poverty without land. Land ownership

is seen by land owners and community members as opportunities for economic freedom and to take upon themselves future developments. It would thus be beneficial when the government could prioritise issues of land ownership in rural areas.

The CRDP participants advocated for utilising Traditional Councils in collaboration with government partnerships to provide community services in rural areas. They believe that leveraging Traditional Councils' existing structures and working together with various government spheres can effectively meet the needs of rural communities. The CRDP participants stressed the need to strengthen Traditional Councils, enabling them to be productive within their communities. They also express concerns about the sustainability of current rural development programmes.

As mentioned in Chapter 2, section 2.3.4 *Policy monitoring and evaluation*, the evaluation of a programme provides updates to decision-makers about the receptiveness and progress with the implementation thereof (Cloete, *et al.*, 2018:247). Therefore, close monitoring and evaluation of the implementation of development programmes could ensure sustainability.

4.3.4 Overall findings from insights from Traditional Councils

To fully reach the research objective to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities, a summary of the findings from the data retrieved from the interviews with the Traditional Councillors who represented the beneficiaries of the ISRDP and CRDP programmes in the John Taolo Gaitsewe District and the City of Tshwane is presented below:

Overall, the responses indicate that the community's access to necessary services under the ISRDP and CRDP programmes has been limited and incomplete. There are concerns about unfulfilled promises, incomplete service delivery, and sustainability issues.

The causes of poverty in rural communities include corruption, lack of communication and information services, unemployment, lack of leadership,

substance abuse, limited access to basic services and education, absence of local skill-focused colleges, organised syndicates, lack of economic growth, undervaluing education, and limited land ownership. The participants also highlighted instances where partnerships and improvements in education have positively influenced the community mindset and educational outcomes. All participants affirmed the need for the ISRDP and CRDP programmes in their respective areas. While some participants mentioned a lack of information or the community taking independent initiatives, they all believed that these programmes are highly necessary for addressing the development needs of their communities.

The ISRDP and CRDP programmes aim to resolve issues of underdevelopment, poverty, and lack of basic services in rural communities. These programmes focused on road connectivity, provision of essential services, improvement of communication services, land ownership, minimising rural-urban migration, stimulating the rural economy, and ensuring the availability of education, health, recreation facilities, and safety and security. The goal was to bring about positive change and improve the overall well-being of rural communities. The participants expressed dissatisfaction with the rural development projects' effectiveness in addressing critical issues in their communities. They highlighted concerns such as poor quality and sustainability, neglect of land ownership, lack of support from the government, and unresolved pressing issues. The participants believed that these projects were falling short of effectively resolving the current critical challenges faced by their communities.

The community structures involved in the implementation of rural development programmes include Ward Committees, SANCO, political parties, community-based organisations, Traditional Councils, the Council of stakeholders, sectoral committees, and local institutions such as clinics and schools. The participants emphasised the need for proper working relationships, accountability, mobilisation of key institutions, and the establishment of specialised committees to enhance community participation and the successful implementation of these programmes. Overall, the responses highlighted various challenges to community participation, including limited individual involvement, issues related to land ownership, lack of training opportunities, inadequate LED initiatives, and concerns regarding employment opportunities and cultural heritage in rural areas.

The perspectives of the participants on the outcomes and effects of the programmes varied. While some participants highlighted the lack of positive changes due to corruption, inadequate services, and poor sustainability, others acknowledged some improvements brought about by the development programme, albeit with room for further coordination and progress.

The suggestions for improved implementation included improving monitoring and oversight, addressing land ownership, empowering communities, involving Traditional Councillors, strengthening Traditional Authorities, and fostering collaboration among political parties. These recommendations aim to enhance the implementation of rural development programmes and promote inclusive and sustainable development in rural areas.

The solutions proposed include establishing community structures and ward committees, promoting community ownership, utilising Traditional Councils in collaboration with government partnerships, and capacitating Traditional Councils for productivity. These solutions aim to address the challenges faced by communities and promote sustainable and community-led development in rural areas.

4.4 CHAPTER SUMMARY

This chapter explored the insights drawn from the implementers and beneficiaries of the ISRDP and CRDP during the interviews. The responses from the participants were presented and analysed after which findings were drawn. The chapter described the demographic profile of the participants after which the qualitative data analysis and findings of the individual interviews with the public managers as implementers of the ISRDP and CRDP followed. The data analysis was presented per theme, namely the implementation of the ISRDP and CRDP programmes, implementation support mechanisms, collaboration between government and communities, institutional capacity, monitoring and evaluation of the rural development programmes, ISRDP and CRDP implementation successes and failures, and recommendations for effective implementation. Insights from the Traditional Councils that embody the communities who benefit from the ISRDP and CRDP were then revealed.

Here, the analysis and findings were presented per the following topics: implementation of the ISRDP and CRDP programmes, relevance and credibility of the programmes, community participation in programme implementation, perceived outcomes and effects of rural development programmes, and recommendations for improved implementation. The overall findings were also presented.

The following chapter presents the conclusions, lessons learned and recommendations.

CHAPTER FIVE: CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

5.1 INTRODUCTION

The mini-dissertation has been presented in five chapters, of which this chapter is the ultimate. This final chapter presents a synopsis of chapters based on the research objectives, the conclusions, lessons learned and recommendations of the study. The synopsis of the chapters is presented first, after which the lessons learned are provided as conclusions. Recommendations are made on improvements on the ISRDP and CRDP so that the government's rural development programmes effectively address key poverty challenges facing rural communities in South Africa.

This study set out to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities in South Africa. The formulated research problem is: 'The rural development programmes, ISRDP and CRDP, implemented by the government in 2001 and 2010 respectively, have demonstrated limited or no success. As a result, these programmes have significantly failed to effectively tackle the critical issues of poverty that rural communities in South Africa are facing.' To resolve the research problem, various objectives were posed:

- Review available literature and legislation on rural development programmes in South Africa, specifically the ISRDP and CRDP.
- Explore the most suitable research design and methodology to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas.
- Summarise the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities.

5.2 SYNOPSIS OF CHAPTERS

The theoretical and empirical findings emanated from achieving the primary research aim to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities in South Africa, by realising the three research objectives. This section describes the synopsis of the chapters in accordance with the research objectives.

The main purpose of the study to analyse the reasons why the implementation of the ISRDP and CRDP rural development programmes was failing to address key poverty challenges facing rural communities in South Africa was partially achieved in Chapter 2 (*Literature Review*), and then fully achieved after finalising the empirical research and the writing up of Chapter 4 (*Data Analysis and Findings*) and Chapter 5 (*Conclusions, Lessons Learned and Recommendations*).

Based on the data analysis and findings, it was found that the ISRDP programme did not reach communities at the right time, lacked an integration and monitoring framework, and affected the relationship between communities and the government. However, there was some synergy in investment programmes, although community participation was not effective. Inadequate funds, limited skills, and language barriers hindered cooperation and interaction between the government and CBOs.

In addition, insufficient training was provided. Regarding the CRDP, there was a lack of synergy between the government and implementers, with traditional leadership and the Ingonyama Trust active in rural areas, while non-profit organisations generally did not participate. Lack of knowledge and training contributed to the issue, and structures like Traditional Councils and Communal Property Associations struggled to collaborate with municipalities. A Council of Stakeholders initially created synergy but collapsed when members demanded compensation for their voluntary service.

5.2.1 RESEARCH OBJECTIVE 1:

Review available literature and legislation on rural development programmes in South Africa, specifically the ISRDP and CRDP

The first objective was achieved in Chapter 2 (*Literature Review*). A comprehensive literature review on rural development programmes in South Africa was conducted and presented as the basis for the research.

The literature review presented in Chapter 2 answered the research question 'What does the literature say about rural development programmes, specifically the ISRDP and CRDP in South Africa?'. The literature review commenced with a definition of Public Administration and a brief overview of the main paradigms in the development of Public Administration.

An analysis of rural development programme implementation then followed. Here, policy implementation, using the 7C protocols to improve policy implementation, leadership and stakeholder involvement in policy implementation, mechanisms ensuring sustainable rural development programmes, and policy monitoring and evaluation were described. The management of rural development programmes in the local government sphere was subsequently highlighted concerning the responsibilities of the key role players and best practices.

An overview of the ISRDP and CRDP rural development programmes was then followed. It was also found that the ISRDP acknowledged leadership in rural areas, such as traditional leaders, Communal Property Associations, community authorities and other CBOs. However, the ISRDP could not build strong relationships with rural land stakeholders as opposed to the CRDP which seeks sustainable land use. The CRDP is focused on agrarian reform through land reform. Secure land tenure that promoted agricultural development, increased production and food security.

It was also found that policy implementation was the process in which all planned actions were executed. Plans of action are put into operation, the people responsible carry out tasks and give feedback to the project team, and resources are allocated and controlled.

The literature review then progressed with a description of development and rural development theories. The distinct theories relating to and supporting this study are the Theories of Social Change, Modernisation theory, Basic Needs theory and

Sustainable Development theory. New approaches to rural development were also touched on.

The National Land Reform Policy, RDP, GEAR, Rural Development Framework, the ASGISA and the National Development Plan formed part of an overview of rural development legislation in South Africa. An explanation of land reform in South Africa concluded the chapter.

5.2.2 RESEARCH OBJECTIVE 2:

Explore the most suitable research design and methodology to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas

The second objective was achieved in Chapter 3 (*Research Design and Methodology*). The qualitative research design and the data collected through online individual interviews assisted to uncover the limited successes of the government's ISRD and CRDP rural development programmes. Chapter 3 provided the design and methodological framework adopted and followed in carrying out the study. The chapter commenced with a description of the meaning of research design and identify the qualitative research design as the preferred design for this study. The chosen research methodology received attention thereafter.

Semi-structured individual online interviews were then elaborated on as the data collection instrument. The chapter subsequently progressed to the population and sampling techniques applicable to the study. The probability sampling technique was highlighted as the suitable technique. The data analysis cycle and processes are analysed before the qualitative soundness of the research project was motivated through a detailed description of how trustworthiness was ensured. Ethical considerations were touched on before the chapter concluded with the spotlight on the limitations of the study.

5.2.3 RESEARCH OBJECTIVE 3:

Summarise the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities

The third objective, namely, to summarise the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities, is achieved in the following section 5.3 (*Conclusions and Lessons Learned*).

5.3 CONCLUSIONS AND LESSONS LEARNED

This section summarises the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities. The research question ‘What are the lessons learned about the implementation of rural development programmes, specifically the ISRDP and CRDP, to alleviate poverty in rural communities in South Africa?’ is answered in this section. The lessons learned are presented per programme.

5.3.1 Integrated Sustainable Rural Development Programme (ISRDP)

The lessons learned about the implementation of the ISRDP follow below.

5.3.1.1 Implementation of the ISRDP programmes

The ISRDP programme is highly necessary and needed. But communities may not have been adequately informed during the program's design. The implementation of the ISRDP programme involved a pilot initiative in thirteen district areas, where development projects were carefully planned and executed through municipal IDPs. The National Department played a crucial role in coordinating various stakeholders, while provinces provided support to municipalities throughout the implementation process. To ensure accountability, meticulous document archiving was undertaken to meet the requirements of international donors.

The primary objective of the ISRDP was to actively engage communities and address the existing backlogs in the provision of essential services. The ISRDP thus wanted to improve the overall well-being and quality of life in the targeted areas. Unfortunately, while some services were provided, they were only partially achieved, and backlogs in service delivery were not eliminated.

5.3.1.2 Implementation of support mechanisms

The implementation of the ISRDP was supported by various mechanisms to ensure its success. These included the establishment of financial and monitoring protocols, the appointment of qualified coordinators, and the enforcement of an integrated planning approach to facilitate effective implementation between provinces and municipalities. Supporting programmes for rural development encompassed anchor projects, small business development, enterprise support, and community investment initiatives. The implementation process was guided by periodic profiling of communities to identify their specific needs and priorities. However, challenges were encountered in terms of coordinating and integrating responsibilities due to the district management areas. Despite these challenges, the ISRDP made concerted efforts to leverage these support mechanisms and navigate the complexities to achieve its goals of rural development and upliftment.

5.3.1.3 Collaboration between government and communities

Collaboration between the government and communities faced significant challenges. There was a lack of synergy between government and community structures, which hindered effective cooperation and interaction. The absence of a proper working relationship between community structures and public officials resulted in a lack of accountability for failed projects.

The ISRDP did not employ local community members, citing a lack of skills as the reason. The absence of training opportunities led to the hiring of foreigners at low wages. Additionally, inadequate funding, limited skills, and language barriers further contributed to the inadequate level of cooperation between the government and CBOs. These factors created barriers that impeded the establishment of productive partnerships and hinder joint efforts to address community needs and achieve common goals.

5.3.1.4 Institutional capacity

The issue of institutional capacity in rural areas has been identified through the responses provided. It is evident that there is a significant gap in technical skills, particularly the shortage of engineers who possess the necessary expertise to

effectively manage and maintain infrastructure in these areas. This capacity gap poses a challenge to the sustainable development and maintenance of crucial infrastructure projects in rural communities.

5.3.1.5 *Monitoring and evaluation of ISRDP programmes*

The monitoring and evaluation of ISRDP programmes had been conducted through an ongoing process that includes both current and completed programmes. This was achieved through regular quarterly reporting facilitated by established inter-governmental relations governance structures. These monitoring and evaluation efforts aimed to assess the progress and outcomes of the programmes, ensuring accountability and facilitating the identification of areas that require attention and improvement. Additionally, a political champion structure had been established to address critical challenges that may arise during the implementation of the programmes.

5.3.1.6 *Relevance and credibility of the ISRDP programmes*

The ISRDP focuses on addressing underdevelopment and endemic poverty by prioritising aspects such as road connectivity, provision of basic services, and improvement of communication services. The goal is to bring about positive change in rural areas. The projects mainly focus on basic rural infrastructure and fail to meet sustainability standards. The ISRDP participants criticised the quality and sustainability of the projects, highlighting poor planning, lack of maintenance and a deficiency in skills as factors contributing to unresolved issues in the community.

The ISRDP participants also expressed dissatisfaction with the neglect of land ownership issues and claim that no project or programme is effectively addressing the development of the community.

5.3.1.7 *ISRDP implementation successes and failures*

The implementation of the ISRDP has witnessed a mix of successes and failures. While there have been a limited number of successes, some significant projects are still under implementation, largely due to issues with integrated planning and coordination. There has been no change in living conditions due to corruption, lack of skilled personnel, poor provision of services, vandalism, destruction of

infrastructure, and increasing poverty. There is an absence of clear changes and a lack of unity within the community to bring about positive transformations. However, evaluation reports of the ISRDP have indicated improvements in the delivery of basic services. It has been highlighted that the contribution of international donor funding played a vital role in these successes by addressing capacity challenges faced during the implementation of the programme.

5.3.2 Comprehensive Rural Development Strategy (CRDP)

The lessons learned about the implementation of the CRDP are presented below.

5.3.2.1 Implementation of the CRDP programmes

The CRDP programmes were implemented through a pilot initiative in selected areas. This community-centered approach, driven by area profiles, introduced the slogan "*Know your community better*" and followed a phased-in approach. The main goal of the CRDP is to address the lack of development in historically disadvantaged communities by promoting rural economic growth, socio-economic development, access to basic services, job creation, and poverty alleviation. The objective was to create socially cohesive and stable rural communities with appealing social amenities, particularly for the youth. Additionally, the CRDP aims to rebuild basic infrastructure in rural areas to ensure a satisfactory level of comfort for living and agricultural activities.

The CRDP participants offered a mixed response, acknowledging that the programme is well-structured but not effectively optimised. Basic service delivery is still lacking, and community problems persist. There were challenges faced by Traditional Councils in allocating new stands due to water shortages caused by incomplete projects. There was also a lack of sustainability in the programme.

5.3.2.2 Implementation of support mechanisms

The implementation support mechanisms for the CRDP involved a close connection to agrarian reform, enabling provincial departments to provide hands-on support and financing through assigned coordinators. Effective coordination among stakeholders was emphasised as crucial to promote joint planning, commitment, and consistency in the implementation process, highlighting the need for planning

to be done collaboratively rather than in isolation. These mechanisms aimed to ensure a comprehensive and coordinated approach to the implementation of the CRDP, integrating support from provincial departments and emphasising the importance of stakeholder cooperation throughout the planning and execution phases.

5.3.2.3 Collaboration between government and communities

Collaboration between government and communities faced challenges due to a lack of synergy, which in turn hampered the implementation of rural development programmes. The root cause of this lack of synergy was identified as a lack of knowledge. To overcome this barrier, it is recommended to provide appropriate training that can expand the knowledge of individuals and enhance participatory structures.

Participation as inadequate. Clinics, schools and other institutions must be mobilised to be more involved.

5.3.2.4 Institutional capacity

The issue of institutional capacity arises when officials are assigned to positions that are not suitable for their skills and abilities. This mismatch between personnel and their roles can hinder the effectiveness and efficiency of institutions. By improving the alignment between officials and their positions, institutional capacity could be enhanced, leading to improved performance and outcomes.

5.3.2.5 Monitoring and evaluation of CRDP programmes

The monitoring and evaluation of CRDP programmes have been lacking in proper implementation. There has been a failure to conduct internal reviews by the Department of Agriculture Land Reform and Rural Development, further exacerbating the problem. The absence of regular monitoring and evaluation has had a detrimental impact on the implementation of these programmes. By conducting regular reviews and evaluations, the strengths and weaknesses of the programmes can be identified, allowing for necessary adjustments and improvements to be made promptly.

5.3.2.6 *Relevance and credibility of the CRDP programme*

The CRDP aims to minimise rural-urban migration and stimulate the rural economy, suggesting that it seeks to address the challenges associated with migration and promote economic development in rural areas. The community of Sokhulumi strongly needed rural development programmes and projects, affirming the need for the CRDP. However, the current critical issues in the community, such as water shortages, cracked boreholes, lack of electricity, sabotage, and corruption in municipalities were not adequately addressed by the projects. Land ownership also remained a constraint, and there was insufficient government support in addressing land-related issues.

5.3.2.7 *CRDP implementation successes and failures*

The implementation of the CRDP has seen both successes and failures. Positive changes were brought about by the CRDP, albeit at a slow pace. However, a lack of coordinated plans and the need for improved timelines for sharing progress. One of the notable issues has been the appearance of half-finished CRDP projects, which can be attributed to various factors such as inadequate maintenance by municipalities, a lack of proper handover systems, and poor planning. Another contributing factor to project failures has been the disregard of collaboration between community structures, including Communal Property Associations, traditional leaders, and municipalities.

However, despite these challenges, interviews with CRDP participants have indicated a higher number of successes compared to the ISRDP programme. A key factor in achieving these successes has been the active involvement of the youth and prioritising their development. By engaging the youth and focusing on their growth and empowerment, the CRDP has been able to achieve positive outcomes in various areas of implementation.

5.4 RECOMMENDATIONS

The following recommendations are aimed at improving the implementation of the ISRDP and CRDP so that rural development programmes can effectively address

key poverty challenges facing rural communities in South Africa. The recommendations are presented per programme.

5.4.1 Integrated Sustainable Rural Development Programme (ISRDP)

The ISRDS ceased to exist in 2009. The following recommendations are being put forth in retrospect to re-emphasise the lessons learned from the implementation of this programme:

- The ISRDP initially set realistic goals with a strong focus on community empowerment, recognising the importance of involving local communities in the development process. However, the aims of the ISRDP have not been fully achieved, necessitating further action. Participants emphasised crucial factors for success, including effective coordination, skill development, ongoing infrastructure maintenance and active community participation. Proper planning was also highlighted as essential, along with recognising the important role played by the Presidency. The need to avoid random policy amendments and instead ensure that changes are driven by the actual needs of society are also recommended for improved programme implementation.
- To enhance collaboration, it is crucial to foster better communication, providing necessary resources. Promoting skill development initiatives that can bridge the gaps between government entities and community organisations. By fostering a stronger collaborative framework, meaningful engagement between the government and communities can be achieved, leading to more effective and inclusive decision-making processes and the successful implementation of community-driven initiatives. Establishing strong community structures, such as a Council of Community Stakeholders, will drive development from the grassroots level and prevent politicians from exploiting Community Trusts for personal gain. The creation of a Community Forum or Council of Stakeholders comprising community members with relevant expertise will enhance the implementation of rural development programmes. There is also a need to address land ownership issues and allocate land to communities, which would instil confidence and encourage further development.

- Addressing the shortage of technical skills and ensuring the availability of qualified professionals is essential to enhance the institutional capacity and promote the successful implementation and long-term viability of infrastructure initiatives in rural areas.
- By implementing monitoring and evaluation mechanisms and utilising the political champion structure, the ISRDP would have enhanced the effectiveness and impact of its initiatives while maintaining a proactive approach to addressing any obstacles encountered along the way.

Moving forward, addressing the shortcomings in integrated development planning and coordination will be crucial to further enhance the success rate of any rural development programme and ensure the effective delivery of essential services to the targeted communities. In retrospect, by implementing these recommendations, the ISRDP could have enhanced its effectiveness and worked towards achieving its intended objectives of sustainable rural development and community well-being.

5.4.2 Comprehensive Rural Development Strategy (CRDP)

To ensure continued effective implementation of the CRDP, several recommendations have emerged within the context of the protocols for effective implementation of rural development programmes. By implementing these recommendations, future rural development programmes in South Africa can overcome past challenges and make significant strides in addressing poverty in rural communities:

- **Community-centered approach:** Prioritise a community-centric method by actively engaging rural communities in the CRDP's planning and decision-making processes. The previous government's approach, where they handled everything for the community, created a dependency syndrome. To address this, it is crucial to empower the community and unite Traditional Councillors in crafting a shared vision. This can be achieved by organising participatory workshops and community gatherings to involve stakeholders in recognising their necessities and aspirations. The adoption of a participatory approach will further engage local communities in the CRDP's design and

implementation, granting them the power to actively participate in decision-making and prioritise projects that align with their specific needs and objectives.

- **Capacity development:** Bolster the abilities of both government officials and rural communities engaged in the CRDP. Offer training and skill-enhancement programmes to elevate the capabilities of public administrators and empower local leaders and community organisations. Allocate resources for capacity building across all stakeholders, including government officials and rural communities, equipping them with the necessary expertise to proficiently execute and oversee rural development projects. Ensuring the functionality of these Traditional Councillors through adequate resource provision is recommended. Furthermore, it is vital to fortify Traditional Authorities as leaders in rural community development. Encouraging a collaborative effort among political parties to support programme implementation is advocated, aiming to ensure that no community is excluded from the program's benefits.
- **Coordination and collaboration:** Promote coordination and collaboration among different stakeholders, including government agencies, NGOs, and community-based organisations, to work together towards common development goals. Foster collaboration and partnerships among various stakeholders involved in the CRDP. Create multi-stakeholder platforms to facilitate joint planning, resource sharing, and synergy between different actors in rural development. To achieve this, provide appropriate training that can expand the knowledge of individuals and enhance participatory structures. By addressing the knowledge gap, the collaboration between government and communities can be strengthened, leading to more effective implementation of rural development programmes.
- **Context-specific interventions:** In crafting context-specific interventions, it is essential to customise development initiatives to meet the distinct needs and circumstances of each rural area. This involves taking into account various factors, such as cultural practices, economic conditions, and environmental considerations. By designing context-sensitive interventions, South Africa can acknowledge the diversity present in its rural areas. By

addressing specific challenges and opportunities in each community, these tailored development interventions can effectively cater to the requirements of the people. Ensuring that individuals are appropriately placed in roles that align with their expertise and qualifications is crucial. This strategic placement not only optimises the utilisation of their skills but also enables institutions to operate at their fullest capacity.

- **Communication and transparency:** To promote communication and transparency, establish transparent communication channels for sharing project progress, challenges, and outcomes with all CRDP stakeholders. Foster an open and collaborative environment by encouraging transparent communication and information sharing among all parties involved. Keep rural communities well-informed about the objectives and benefits of development initiatives and actively engage them in monitoring and evaluation activities. For broader involvement, mobilise clinics, schools, and other institutions to actively participate in development programmes. Facilitate collaboration between Traditional Councils, CBOs, the Council of stakeholders, sectoral committees, communities, and public officials during the implementation phase. This cohesive approach ensures effective communication and transparency, leading to the success of the CRDP.
- **Consensus-building:** It is crucial to acknowledge the collective efforts rather than attributing success solely to a single programme. Improving on-site monitoring and evaluation during implementation is also essential, necessitating the recruitment of individuals with the required skills. Moreover, fostering closer collaboration between communities and government officials is recommended, emphasising the significance of working together to achieve the desired outcomes of the CRDP. Facilitating dialogue and negotiation is essential to reach a consensus on development priorities and building a shared vision for rural development. By engaging in consensus-building processes, stakeholders can ensure alignment on the objectives and strategies of the CRDP. This approach helps to overcome conflicts and align interests, ultimately leading to successful implementation. The power of working collectively and reaching agreements empowers the CRDP to make a meaningful impact on rural development.

- **Capacity to adapt:** Embrace a learning approach that prioritises flexibility and adaptability throughout the implementation of the CRDP, drawing insights from both successes and failures to continuously enhance its effectiveness. By utilising lessons learned, continuous improvement and innovation in rural policy implementation can be achieved. To ensure the success of CRDP initiatives, establishing robust monitoring and evaluation systems that provide continuous feedback and assessment is of utmost importance. The alignment of CRDP goals with sustainable development objectives has proven beneficial, resulting in notable improvements in school infrastructure, rural bridges, hygiene, and sanitation. Furthermore, grants have been allocated to various sectors, further supporting the program's objectives. However, it has been recognised that the complete realisation of the CRDP's goals has not been accomplished. This could be attributed to a limited understanding of the characteristics and underlying factors contributing to poverty in rural communities. To address this, it is recommended to enhance knowledge and awareness in this area, allowing for more targeted and effective interventions in the future. By embracing adaptability, continuous learning, and informed decision-making, the CRDP can work towards more comprehensive and sustainable development in rural areas.

By implementing these recommendations, the effectiveness and impact of the CRDP can be significantly enhanced. By integrating the protocols for effective policy implementation with the recommendations, the CRDP can become more community-centered, collaborative, and context-sensitive. Engaging rural communities, fostering collaboration among stakeholders, and adapting policies to local contexts will enhance the effectiveness and sustainability of rural development initiatives.

5.5 AREAS OF FURTHER RESEARCH

Many aspects must be scientifically researched to provide further clarity on the implementation of rural development programmes within the discipline of Public Administration. Hence, the following proposals are recommended:

- Conducting the same study on rural development programmes in another relevant African country before generalising the current findings internationally.
- Further research is the outsourcing of the development and implementation of rural development programmes to non-governmental organisations, non-profit organisations, civil society organisations and community-based organisations.
- Research the bottom-up rural development policy-making approach in South Africa.

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ANNEXURES

ANNEXURE A: ETHICS CLEARANCE APPROVAL



**DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE**

Date: 29 November 2022

PAM/2022/031 (Jackals)
Name of applicant: MC Jackals
Student#: 58559175

Dear Mr Jackals

Decision: Ethics Clearance Approval

Details of researcher:

Mr MC Jackals, student#: 58559175, email: 58559175@mylife.unisa.ac.za, tel: 0799151544

Supervisor: Dr C Alers, email: alersc@unisa.ac.za

Research project: 'Rural development in South Africa: Lessons learned from the Integrated Sustainable Rural Development Programme and the Comprehensive Rural Development Programme'

Qualification: MPA – Public Administration

Thank you for the application for **research ethics clearance** submitted to the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned study. Ethics approval is granted. The decision will be tabled at the next College RERC meeting for notification/ratification.

Full approval: The application was **reviewed** in compliance with the *Unisa Policy on Research Ethics* and the *Standard Operating Procedure on Research Ethics Risk Assessment*.

The proposed research may now commence with the proviso that:

- 1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.



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- 2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee.
- 3) The researcher will conduct the study according to the methods and procedures set out in the approved application.
- 4) Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.
- 5) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study, among others, the **Protection of Personal Information Act 4/2013**; **Children's Act 38/2005** and **National Health Act 61/2003**.
- 6) Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data requires additional ethics clearance.
- 7) Field work activities **may not** continue after the expiry date of this ethics clearance, which is 29 November 2025. Submission of a completed research ethics progress report will constitute an application for renewal of the ethics clearance certificate for approval by the Research Ethics Committee.

Kind regards



Mr ND Baloyi

Chairperson: Research Ethics Review
Committee
Department of Public Administration and
Management
Research Ethics Review Committee
Office tel. : 012 429-6181;
Email : ebaloynd@unisa.ac.za




Prof MT Mogale

Executive Dean:
College of Economic and Management
Sciences
Office tel. : 012 429-4805;
Email : mogal@unisa.ac.za

ANNEXURE B: EXAMPLE OF GATEKEEPER PERMISSION APPLICATION FORM, AND GATEKEEPER PERMISSION

1



GATEKEEPER RESEARCH PERMISSION APPLICATION FORM

A. GATEKEEPER CONTACT INFORMATION

TO:

Name of organisation/company/stakeholder/community leader - referred to as the 'gatekeeper':

Chaiperson: Amadebele Nzundzha Sokhulumu Traditional Council-Nkosi MP Mahla

Contact person (name and surname):

Mr Emmanuel Nakedi

Designation/position within company/organisation/community:

Secretary: Amadebele Nzundzha Sokhulumu Traditional Council

Email:

anstc2013@gmail.com

Contact number:

0735951402

B. APPLICANT INFORMATION

FROM:

Name and surname of applicant/student/researcher:

Mr Makgatle Charlton Jackals

Degree registered for or research for non-degree purposes:

Masters of Public Administration

Department and College:

Public Administration and Management, Economic & Management Sciences

Email:

MCJackals@cogta.gov.za / 58559175@mylife.unisa.ac.za

Contact number:

0780027645/ 0609820346

Address:

227 Anne Marie Street, Meyerspark, Pretoria

Details of supervisor (if applicable):

Dr C Alers

Email of supervisor (if applicable):

alersc@unisa.ac.za

Supervisor's position, e.g. lecturer/senior lecturer/professor, etc.:

Senior lecturer

Supervisor's Department:

Public Administration and Management

Funding Body (if applicable):


Not applicable

Reason for funding (if applicable):

Not applicable

C. REQUEST FOR SUPPORT/ ACCESS TO DATA/INFORMATION/ PARTICIPANTS

I/We are requesting your assistance in a study entitled:

Rural development in South Africa: Lessons learned from the Integrated Sus 

Overview of study: (100-200 words)

- What, how and why of the study
- Objectives, time and resources used/required
- Deadline/timelines for the project - possibility of follow up interviews? If further information will be required

The research problem is as follows:

• The government's successive rural development programmes of ISRDP and CRDP implemented respectively from 2001 and from 2017 had limited or a complete lack of success, making the rural development programmes to fall far short to address key poverty challenges facing rural communities in South Africa.

In this study, qualitative data will be collected by means of individual online interviews.

The participants targeted for the online interviews are four senior managers/managers at the national sphere of government, and the four representatives from the traditional councils who embody the communities who benefited from the respective rural programmes:

• The Department of Agriculture Land Reform and Rural Development, and the Department of Cooperative Governance and Traditional Affairs responsible for the development and implementation of the ISRDP and CRDP programmes.

- The Ba-Ga Motlhwane Traditional Council in the Northern Cape and the Amadebele Nzundzha Sokhulumi Traditional Council in Gauteng in which the beneficiaries of the respective programmes reside.

The study aims to evaluate the implementation of the ISRDP and CRDP rural development programmes in South Africa. Building on the main purpose, the study seeks to do a comparative study of the ISRDP and CRDP to identify differences and similarities in the implementation of both programmes.

The research objectives are as follows:

- Review available literature on rural development programmes, specifically the ISRDP and CRDP, and rural development approaches in South Africa and internationally.
- Explore the most suitable research design and methodology to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas.
- Critically analyse the reasons why the implementation of the ISRDP and CRDP rural development programmes is failing to address key poverty challenges facing rural communities in South Africa.
- Summarise the lessons learned about the development and implementation of rural development programmes to alleviate poverty in rural communities.

My/our request is/are for: (Tick appropriate options and/or add additional information.)

- Permission and/or support to conduct a study about or within the organisation/company/stakeholder group/community
- Access to possible participants and assistance for recruitment and identification purposes
- Assistance in the recruitment process of possible participants via internal communication
- Permission to distribute questionnaire/survey/research information to potential participants
- Access to organisational data - not in the public domain
- Other (specify below):

Not applicable, the SRDP and CRDP rural development programmes are in the public domain.

Provide a full description of the intended research sample. Motivate why the data must be gathered from the specific stakeholder group/organisation/company/community.

Participants from the Department of Agriculture Land Reform and Rural Development, and the Department of Cooperative Governance and Traditional Affairs who are responsible for each of the two programmes will be interviewed. The interviewees also include participants from the Ba-Ga Motlhwane Traditional Council in the Northern Cape and the Amadebele Nzundzha Sokhulumi Traditional Council in Gauteng in which the beneficiaries of the respective programmes reside. The officials from the national departments must be objective and critical in view of the development of policies and its implementation, whilst the traditional councils are community-based and need to provide real experiences of the programme on a daily basis.

The participants included in this study are listed below:

- 1.1 Department of Agriculture Land Reform and Rural Development Two managers
- 1.2 Department of Cooperative Governance and Traditional Affairs Two managers
- 2.1 Ba-Ga Motlhwane Traditional Council (Northern Cape) Two representatives
- 2.2 Amadebele Nzundzha Sokhulumi Traditional Council (Gauteng) Two representatives

The sample size is limited to two participants per national department, and two per Traditional Council. Eight interviews will be sufficient to gain a proper understanding of the research problem.

The researcher will continue with the interviews until saturation is reached. Intuitively the expectation is to conduct two interviews per national department, and two per traditional council. However, if saturation is not reached the researcher will continue with more interviews. The sample size is adequate to collect qualitative data and to do data analysis.

Explain how the participant identification and recruitment process of your research adhere to the Protection of Personal Information Act 4 of 2013.

Participating in this study is voluntary and the participants are under no obligation to consent to participation. If a participant do decide to take part, he/she will be given an information sheet to keep and be asked to sign a written consent form. Participants are free to withdraw at any time and without giving a reason.

The names of the participants will not be recorded anywhere and no one will be able to connect a participant to the answers he/she gave. Their answers will be given a code number or a pseudonym and they will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings.

Provide a description of the data collection tools (e.g. interview, questionnaire, questions).

The study involves semi-structured interviews. The interviews will be conducted online on MS Teams.

The expected duration of the interview is one hour.

Provide a description of the data gathering process that will be followed. (What will be expected of the research participants and exactly how will the data be collected?)

1. Invitation to the interviews will be sent out by the Secretary of the Council. The researcher's Unisa contact details will be provided in the invitation letter. The internal communications email will stipulate that prospective participants may contact the researcher directly on the details provided.
2. Included in the invitation pack will be the information sheet, informed consent document and interview guide and a deadline for prospective interviewees to send their responses to the researcher
3. Included in the invitation pack will be the information sheet, informed consent document and interview guide and a deadline for prospective interviewees to send their responses to the researcher
4. Upon receiving a positive response from a prospective interviewee, the researcher will email them to secure a date for the online interview as well as request them to read all the documents carefully and sign the informed consent document and send back to the researcher via email.
5. Upon receiving a decline interview response from a prospective participant, the researcher will email back to thank them for responding. Those that would have declined the interview as well as those that would have not responded at all will be replaced by individuals from the site population size of 10 managers.
6. Upon receiving the interview date and signed informed consent from the prospective interviewee(s), the researcher will send a calendar appointment to the interviewees.
7. The online interview will not last longer than one hour.

Indicate who will have access to the raw data and in what formats?

The participants' answers may be reviewed by people responsible for making sure that the research is done properly, including the transcriber and members of the Research Ethics Review Committee.

Provide a full description of the perceived and actual risks of the study to participants and the organisation/company/stakeholder group/community. (Keeping national disasters in mind.)

No personal information about the participants will be collected or reported during the study. Only information about the development and implementation of the ISRDP and CRDP) rural development programmes is required. The only foreseeable risk of harm is the potential for minor discomfort or inconvenience during the online interviews. The research does not pose a risk above the everyday norm.

The only minor risk is confidentiality which will be mitigated through pseudonymisation (replacing the name of a responded with a code during the report writing stage. All research documentation such as transcripts, recordings, consent, and information forms will be kept on the researcher's personal computer that requires a password to open it. All hard copies will be scanned into soft copies as soon as they are received and then destroyed (shredded) immediately.

Describe the potential benefits of the study to the organisation/company/stakeholder group/community.

The effective implementation of rural development strategies and programmes that accurately target hardship in rural communities, would affirm the government's strategic goal to improve the quality of life of rural communities, and free the potential of each person in building a united country. The study provided reasons why the rural development programmes, specifically the ISRDP and CRDP implemented respectively from 2001 and from 2017, had limited or a complete lack of success in addressing key poverty challenges facing rural communities.

The study, among other benefits, therefore provided a deep understanding of the government's approach to the implementation of the rural development strategic policy framework. The shared experiences of public officials as policy-makers and implementers, and the thoughts and opinions of the community members as beneficiaries of the ISRDP and CRDP rural development programmes, provided critical knowledge and recommendations for any future development and implementation of rural development programmes. Lessons learned about the development and implementation of rural development programmes to alleviate poverty in the rural communities, alleviated the relevance of the study to the discipline Public Administration.

The study revealed recommendations on how to achieve improvement and ensuring maximum sustainable effects of rural development programmes in South Africa.

How will risks be mitigated and managed? (Keeping national disasters and relevant protocol in mind.)

Hard copies of the participants' answers will be stored by the researcher for a minimum period of five years in a locked filing cabinet for future research or academic purposes; electronic information will be stored on a password protected computer.

After five years, all hard copies will be shredded and electronic copies will be permanently deleted from the hard drive of the computer through the use of a relevant software programme.

Future use of the stored data will be subject to further Research Ethics Review and approval if applicable.

Explain the extent and processes to which confidentiality of information will be maintained by the researcher.

The names of the participants will not be recorded anywhere and no one will be able to connect a participant to the answers he/she gave. Their answers will be given a code number or a pseudonym and they will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings.

A report of the study may be submitted for publication, but individual participants will not be identifiable in such a report.

List the expected deliverables of the study. (For example, a research report, journal articles and/or conference proceedings. Also indicate how privacy will be protected in any publication of the information.)

Dissertation, Journal article, conference proceedings.

Aa article will be submitted for publication, but individual participants will not be identifiable in such a report/research article.

How will the organisation/company/stakeholder group/community be informed of the results or outcomes? (If applicable.)

A final copy of the dissertation and through a published journal article.

Attach a copy of the research instrument (questionnaire/interview schedule/focus group questions) to your email and mark as Annexure A

C. OFFICIAL USE ONLY - TO BE COMPLETED BY COMPANY/ORGANISATION/COMMUNITY

Decision:

- Permission granted.
- Permission with conditions is granted.
- No permission could be granted at this time.

Special Conditions (if any - Expectations of the outcomes of the study must be stated. For example: Will feedback/a report be required before submission of the publication?):

THE RESEARCHER IS EXPECTED TO VISIT ONCE TO THE TRADITIONAL COMMUNITY TO ASSIST YOUTH TO ENCOURAGE APPLY RESEARCHING FIELD.

The following person and/or department/and or committee has been appointed to assist the researcher in the data collection process (if applicable):

AMANDEBELE NDZUNDA SOKHULUMI T.C.

By signing this form, you are indicating that you have read the description of the study, have the legal and delegated authority to grant permission for the study on behalf of the company/organisation/stakeholder/community and that the company/organisation/stakeholder/community in principle agrees to the terms as described in the short questionnaire that follows:

1. I/We have reviewed the application form and received a copy of it. The purpose and nature of this study are clear, and all questions and issues of concern have been answered to satisfaction.

Yes
 No


2. I/We (name of the person responsible and/or name of company/organisation/stakeholder/community)

EMMANUEL NAKEDI

agree to support this study and hereby grant permission for the data generated from this research to be used in the researcher's publications on this topic.

- Yes
 No

Signature


NAKEDI

Name and surname of the person with delegated authority to grant permission on behalf of the company/organisation/stakeholder/community

EMMANUEL NKEDI

Designation/Position

SECRETARY

Email:

ansta2013@gmail.com

Contact number:

073 595 1402

Date:

22/09/2022

Official stamp (if available):

AMANDEBELE NOZUNDA
SOPHULUMI TRADITIONAL
COUNCIL
IKOSI LEMKHAMBI II
DATE 22/09/2022
GAUTENG PROVINCE
RSA

ANNEXURE C: PARTICIPANT INFORMATION SHEET

07 October 2022

Rural development in South Africa: Lessons learned from the Integrated Sustainable and Comprehensive Rural Development Programmes

Dear Prospective Participant

My name is Mr MC Jackals and I am doing research with Dr C Alers, a senior lecturer in the Department of Public Administration and Management towards a Master of Public Administration degree at the University of South Africa. We are inviting you to participate in a study entitled Rural development in South Africa: Lessons learned from the Integrated Sustainable Rural. Development Programme and the Comprehensive Rural Development Programme.

WHAT IS THE PURPOSE OF THE STUDY?

The study aims to investigate the reasons behind the ineffective implementation of the ISRDP and CRDP rural development programmes in addressing the fundamental poverty challenges experienced by rural communities in South Africa.

The research objectives are as follows:

- Review available literature on rural development programmes, specifically the ISRDP and CRDP, and rural development approaches in South Africa and internationally.
- Explore the most suitable research design and methodology to investigate contributory factors leading to rural development programmes falling short to address key poverty challenges in rural areas.
- Summarize the lessons learned about the implementation of rural development programmes to alleviate poverty in rural communities.

WHY AM I BEING INVITED TO PARTICIPATE?

The selection of research participants is based on the fact that you are a public manager at one of the following national departments and are directly involved with the management and implementation of the ISRDP and the CRDP rural development programmes.

Two interviews will be conducted per department:

- Department of Agriculture Land Reform and Rural Development
- Department of Cooperative Governance and Traditional Affairs

Two Traditional Councils that embody the communities who benefited from the ISRDP and CRDP rural development programmes will also be participating. Two interviews will be conducted per Traditional Council:

- Ba-Ga Motlhwane Traditional Council in the Northern Cape
- Amadebele Nzundzha Sokhulumani Traditional Council in Gauteng

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

The study involves semi-structured interviews. The interviews will be conducted online on MS Teams. The expected duration of the interview is one hour.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

The effective implementation of rural development strategies and programmes that accurately target hardship in rural communities, would affirm the government's strategic goal to improve the quality of life of rural communities, and free the potential of each person in building a united country. The study provided reasons why the rural development programmes, specifically the ISRDP and CRDP implemented respectively from 2001 and from 2010, had limited or a complete lack of success in addressing key poverty challenges facing rural communities. The study, among other benefits, therefore provided a deep understanding of the government's approach to the implementation of the rural development strategic policy framework. The shared experiences of public managers as policy implementers, and the thoughts and

opinions of the community members as beneficiaries of the ISRDP and CRDP rural development programmes, provided critical knowledge and recommendations for any future development and implementation of rural development programmes. Lessons learned about the implementation of rural development programmes to alleviate poverty in the rural communities, alleviated the relevance of the study to the discipline Public Administration.

The study revealed recommendations on how to achieve improvement and ensuring maximum sustainable effects of rural development programmes in South Africa.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

There aren't any negative consequences associated with participation in this study.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

Your name will not be recorded anywhere, and no one will be able to connect you to the answers you give. Your answers will be given a code number, or a pseudonym and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings.

Your answers may be reviewed by people responsible for making sure that research is done properly, including the transcriber and members of the Research Ethics Review Committee.

A report of the study may be submitted for publication, but individual participants will not be identifiable in such a report.

HOW WILL THE RESEARCHER PROTECT THE SECURITY OF DATA?

Hard copies of your answers will be stored by the researcher for a minimum period of five years in a locked filing cabinet for future research or academic purposes; electronic information will be stored on a password protected computer. After five years, all hard copies will be shredded, and electronic copies will be permanently deleted from the hard drive of the computer through the use of a relevant software programme. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

There are no incentives or inducements associated with the study, except for 250MB of data for the online interview.



HAS THE STUDY RECEIVED ETHICS APPROVAL?

This study has received written approval from the Research Ethics Review Committee of the Department of Public Administration and Management, Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.

HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Mr MC Jackals on 58559175@mylife.unisa.ac.za.

Should you have concerns about the way in which the research has been conducted, you may contact Dr C Alers on 012 429-6286 or email alersc@unisa.ac.za.

Thank you for taking time to read this information sheet and for participating in this study.

Mr MC Jackals

Student number: 58559175



CONSENT TO PARTICIPATE IN THIS STUDY

Rural development in South Africa: Lessons learned from the Integrated Sustainable and Comprehensive Rural Development Programmes

I, _____ (participant name), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

- I have read and understood the study as explained in the information sheet.
- I have had sufficient opportunity to ask questions and am prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be processed into a research report, journal publications and/or conference proceedings, but that my participation will be kept confidential.
- I agree to the recording of the online interview.
- I have received a signed copy of the informed consent agreement.

Participant Name and surname..... (please print)

Participant Signature.....**Date**.....

Researcher's Name & Surname: Mr MC Jackals

Researcher's signature.....**Date**.....



ANNEXURE E: CONFIDENTIALITY AGREEMENT WITH TRANSCRIBER

1

UNISA



UNISA RESEARCH ETHICS 3rd Party Confidentiality Agreement (Transcriber)

A. INSTRUCTIONS

Please read through the entirety of this form carefully before signing.

After completing the required fields, please sign the form. After this form has been signed by the transcriber, co-coder, statistician or fieldworker, it should be given to the principal researcher for submission to the relevant UNISA Research Ethics Committee.

The transcriber, co-coder, statistician and/or fieldworker should keep a copy of the *Confidentiality Agreement* for their records.

B. CONFIDENTIALITY OF A RESEARCH STUDY

Confidentiality is the treatment and maintenance of information that an individual has disclosed in a relationship of trust and with the expectation that it will not be divulged to others in ways that are inconsistent with the understanding of the original disclosure (the informed consent documentation) without permission. Confidential information relating to human participants in a research study may include, but is not limited to the personal information listed below:

- a) information relating to the race, gender, sex, pregnancy, marital status, national, ethnic or social origin, color, sexual orientation, age, physical or mental health, well-being, disability, religion, conscience, belief, culture, language and birth of the person;
- b) information relating to the education or the medical, financial, criminal or employment history of the person;
- c) any identifying number, symbol, e-mail address, physical address, telephone number, location information, online identifier or other assignment to the person;
- d) the biometric information of the person;
- e) the personal opinions, views or preferences of the person;
- f) correspondence sent by the person that is implicitly or explicitly of a private or confidential nature or further correspondence that would reveal the contents of the original correspondence;
- g) the views or opinions of another individual about the person; and
- h) the name of the person if it appears with other personal information relating to the person or if the disclosure of the name itself would reveal information about the person.

Form adapted from the confidentiality agreement developed by the University of St Thomas IRB, retrieved from <https://www.stthomas.edu>

As a third party you will have access to research information (e.g. audio or video recordings, DVDs/CDs, transcripts, data, etc.) that include confidential information. Participants have revealed information to the researcher(s) since they have been assured by the researcher(s) that every effort will be made to maintain their privacy throughout the study. That is why it is of the utmost importance to maintain confidentiality when conducting your duties as a transcriber, statistician, co-coder and/or fieldworker during the research study. *Below is a list of expectations you will be required to adhere to in your role as a third party in this study. Review these expectations carefully before signing this form.*

C. THIRD PARTY EXPECTATIONS

To maintain confidentiality, I agree to:

1. Keep all research information that I collect or that is shared with me confidential by not discussing or sharing this information verbally or in any format with anyone other than the principal researcher of this study;
 2. Ensure the security of research information (e.g. audio or video recordings, DVDs/CDs, transcripts, data, etc.) while it is in my possession. This includes:
 - Keeping all data and/or transcript documents and digitized interviews on a password protected computer with password-protected files;
 - Closing any programs and documents when temporarily away from the computer;
 - Keeping any printed transcripts or data in a secure location such as a locked file cabinet;
 - Permanently deleting any digital communication containing the data.
 3. Not make copies of research information (e.g. audio or video recordings, DVDs/CDs, transcripts, data, etc.) unless specifically instructed to do so by the principal researcher;
 4. Give all research information (e.g. audio or video recordings, DVDs/CDs, transcripts, data, etc.) and research participant information, back to the principal researcher upon completion of my duties as a transcriber;
 5. After discussing it with the principal researcher, erase or destroy all research information (e.g. audio or video recordings, DVDs/CDs, transcripts, data, etc.) that cannot be returned to the principal researcher upon completion of my duties in this study.
-

Name of 3rd party involved in research activities:

Research activity responsible for (transcribing interviews, co-coding of data, statistical analysis, collecting data, etc.): **Transcribing eight (8) interviews**

Title of Research Study: **Rural development in South Africa: Lessons learned from the Integrated Sustainable Rural Development Programme and the Comprehensive Rural Development Programme**

Name of Principal Researcher: **Mr Makgatlhe Charlton Jackals**

Form adapted from the confidentiality agreement developed by the University of St Thomas IRB, retrieved from <https://www.stthomas.edu>

By signing this form, I acknowledge that I have reviewed, understand, and agree to adhere to the expectations described above. I agree to maintain confidentiality while performing my duties as acquired by the principal researcher. I recognise that failure to comply with these expectations may result in legal action.

Moseki

15/11/2022.

Signature of 3rd party

Date

HESTERINA MOSEKI

Print Name

ANNEXURE F: INTERVIEW SCHEDULE – PUBLIC MANAGERS



**Department of Agriculture Land Reform and Rural Development
and Department of Cooperative Governance and Traditional Affairs**

RESEARCH TITLE:

Rural development in South Africa: Lessons learned from the Integrated Sustainable and Comprehensive Rural Development Programmes

Dear Participant,

Semi-structured interviews will be conducted online to evaluate the implementation of the ISRDP and CRDP rural development programmes in South Africa.

GENERAL RULES

1. This interview is based on research evaluate the management and implementation of the ISRDP and CRDP rural development programmes.
2. You have been invited to participate in this study because of your extensive experience about managing and implementing the ISRDP or CRDP rural development programme.
3. You are kindly requested to answer the interview questions as honestly and completely as possible.
4. The interview will take place online for a maximum of 60 minutes.
5. Participation is anonymous: You are not requested to disclose your identity. Your privacy will be respected.
6. No one will be able to connect you to the answers you give.
7. The information collected from you will be treated with strict confidentiality and used for research purposes only.
8. You have the right to withdraw your participation at any time. Hence, your participation is regarded as voluntarily.
9. You will not receive any payment or reward, financial or otherwise, and the study will not incur undue costs to you.
10. The survey data will be stored in a locked cupboard and the data stored in a computer will be protected using a password.
11. The survey data will be destroyed when it is no longer of functional value (after five years).
12. An electronic copy of the dissertation will be available at the Unisa online library: <https://www.unisa.ac.za/sites/corporate/default/Library>.



NO.	QUESTION
1.	In your view, which problems in society was/is addressed by the ISRDP/CRDP?
2.	Which rural development implementation approach was adopted by government?
3.	What mechanisms and protocols are available to support the implementation of the ISRDP/CRDP?
4.	Is there synergy between government and community structures to ensure successful implementation?
5.	Do the local, provincial and national spheres of government have appropriate capacity and skills to successfully implement the rural development programmes?
6.	Are there monitoring and evaluation of on-going and completed programmes?
7.	Which projects were successfully implemented, and what contributed to its effective implementation?
8.	Were there any failed projects and if so, what contributed to the lack of success?
9.	In your view, are the ISRDP/CRDP goals reasonable and realistic?
10.	How would you suggest improving the approach towards combating poverty?
11.	What was done right to make the ISRDP/CRDP successful?
12.	What suggestions do you have for the effective implementation of rural development programmes?

Thank you for your participation and your effort towards making this study a success. Your valuable contribution will assist me to generate a comprehensive understanding of the management and implementation of the ISRDP and CRDP rural development programmes in South Africa.

If you would like to be informed of the final research findings, please contact Mr MC Jackals on 58559175@mylife.unisa.ac.za.

Should you have concerns about the way in which the research has been conducted, you may contact Dr C Alers on 012 429-6286 or email alersc@unisa.ac.za.

Mr MC Jackals

Student number: 58559175

ANNEXURE G: INTERVIEW SCHEDULE – TRADITIONAL COUNCILS



Ba-Ga Motlhware Traditional Council (Northern Cape) and Amadebele Nzundzha Sokhulumu Traditional Council (Gauteng)

RESEARCH TITLE:

Rural development in South Africa: Lessons learned from the Integrated Sustainable and Comprehensive Rural Development Programmes

Dear Participant,

Semi-structured interviews will be conducted online to evaluate the implementation of the ISRDP and CRDP rural development programmes in South Africa.

GENERAL RULES

1. This interview is based on research evaluate the implementation of the ISRDP and CRDP rural development programmes.
2. You have been invited to participate because you are a Council Member who benefitted from the rural development programme and represent the beneficiaries of the ISRDP OR CRDP rural development programme within your Community.
3. You are kindly requested to answer the interview questions as honestly and completely as possible.
4. The interview will take place online for a maximum of 60 minutes.
5. Participation is anonymous: You are not requested to disclose your identity. Your privacy will be respected.
6. No one will be able to connect you to the answers you give.
7. The information collected from you will be treated with strict confidentiality and used for research purposes only.
8. You have the right to withdraw your participation at any time. Hence, your participation is regarded as voluntarily.
9. You will not receive any payment or reward, financial or otherwise, and the study will not incur undue costs to you.
10. The survey data will be stored in a locked cupboard and the data stored in a computer will be protected using a password.
11. The survey data will be destroyed when it is no longer of functional value (after five years).
12. An electronic copy of the dissertation will be available at the Unisa online library: <https://www.unisa.ac.za/sites/corporate/default/Library>.



NO.	QUESTION
1.	In your view, did the community receive and access the services they needed under ISRDP/CRDP?
2.	What are the causes of poverty in your rural community?
3.	Is there a need for the ISRDP/CRDP in your area?
4.	In your understanding, what problems in society are the ISRDP/CRDP intended to resolve?
5.	In your opinion, to what extent are the rural development projects addressing current critical issues in your community?
6.	Which community structures are participating in the implementation of rural development programmes?
7.	To what extent is the community participating in the rural development programmes?
8.	Do you see any positive changes in the living conditions in the community after the implementation of a development programme?
9.	How can the implementation of the rural development programmes be improved?
10.	In your view, which solutions would appropriately address current challenges experienced by communities?

Thank you for your participation and your effort towards making this study a success. Your valuable contribution will assist me to generate a comprehensive understanding of the management and implementation of the ISRDP and CRDP rural development programmes in South Africa.

If you would like to be informed of the final research findings, please contact Mr MC Jackals on 58559175@mylife.unisa.ac.za.

Should you have concerns about the way in which the research has been conducted, you may contact Dr C Alers on 012 429-6286 or email alersc@unisa.ac.za.

Mr MC Jackals

Student number: 58559175