

**AN EVALUATION OF THE COMPREHENSIVE RURAL
DEVELOPMENT PROGRAMME (CRDP)
HIGHLIGHTING ENVIRONMENTAL GOVERNANCE IN THE EASTERN
CAPE**

by

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The crest of Stellenbosch University is centered behind the text. It features a shield with various symbols, topped by a crown and surrounded by decorative elements.

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March 2017

DECLARATION

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ABSTRACT

The study evaluates the 2009 Comprehensive Rural Development Programme (CRDP) through a case study and highlights Environmental Governance in the Eastern Cape. The CRDP is a broad-based rural policy intervention instituted by the National Department of Rural Development and Land Reform (DRDLR). Evaluations of public programmes are conducted with the aim of assisting the government to improve their policy decisions and practices. The case study is the Mvezo Bridge and access road project that links the Mvezo Village to the N2. The study constructs a theory-driven approach by conducting a situation analysis of the CRDP and develops a logic model of the case study as an evaluation framework. A logic model was also used to graphically represent the causal relationships of various components of the case study, such as inputs, activities, outputs and outcomes in the achievement of the desired objectives within specified socio-economic and environmental conditions. The newly built Mvezo road and bridge project are viewed as a progressive move towards the delivery of social infrastructure in rural areas of the Eastern Cape. The aim of the study is to evaluate the governance decision-making systems that informed the planning and implementation of the project.

The hypothesis of the study is based on the notion that there are serious governance shortcomings within the institutional structures and arrangement, decision-making systems that inform the planning and implementation approaches of rural development programmes. The dynamic nature and the successful implementation of the CRDP lies in its multi-actor governance approach, which must be based on the notion that policy and practice are interfaced through governance for sustainability. This argument necessitates the participation of multifaceted institutional structures, multi-actors and stakeholders that are critical in ensuring that collective decision-making sustains the socio-economic lives of the rural economy as well as natural resource management in rural areas.

The objective of this study is to investigate the complex governance decision-making systems that inform planning, activities and implementation of the CRDP in social infrastructure projects in accordance with our constitutional framework. It is also to stimulate debate amongst social scientists, public administrators, facilitators and professionals in the field of development studies and environmental management.

The rationale of the study is to advocate the adoption of alternative multiple planning tools and approaches that will ensure a cohesive strategy for complex rural development interventions. Data analysis reveals that there are governance issues with regards to a national department driving the planning and implementation of a national programme in local municipal areas in the Eastern Cape. The challenges relate to inter-sectoral and co-ordinated planning which involves multi-actors (formal and informal), other stakeholders and institutional structures with diverse competing notions of development of social infrastructure projects. The socio-economic dynamics of rural areas and environmental change raise governance challenges in relation to decision-making. However, these conflicting governance challenges can at the same time create an opportunity for democratic networking processes, social dialogue and capacity-building which has the ability to advance integrated service delivery of rural development practises.

Recommendations of the study state that effective planning and implementation systems of rural development projects must be properly facilitated by DRDLR as the lead department of the CRDP. They must also recognise the co-ordination and alignment of national, provincial and IDP policy actions, plans within the context of rural development and environmental management. However, the enforcement of the principle of cooperation as the pillar of the intergovernmental system involving the three spheres of government (local, provincial and national) must be governance work in progress. Capacity-building of local government, the strengthening and the recognition of institutional independence is the pillar to highlighting good environmental government and achieving sustainability within the context of South African rural development.

OPSOMMING

Hierdie studie evalueer die Omvattende Landelike Ontwikkelingsprogram (CRDP) deur middel van 'n gevallestudie en vestig veral aandag op omgewingsbestuur in Oos-Kaapland. Die CRDP is 'n breë-basis landelike beleidsintervensie wat deur die nasionale Departement van Landelike Ontwikkeling en Grondhervorming ingestel is. Evalueerings van openbare programme word uitgevoer met die doel om hulp aan die regering te bied ten einde sy beleidsbesluite en -praktyke te verbeter. Dié gevallestudie is die Mvezo-brug en toegangspad-projek wat die dorpie Mvezo met die N2 verbind. Die studie konstrueer 'n teorie-gedrewe benadering deur 'n situasie-analise van die CRDP te doen en ontwikkel 'n logiese model van die gevallestudie as evalueeringsraamwerk. 'n Logiese model is ook aangewend om die informele verwantskappe van verskeie komponente van die gevallestudie soos insette, bedrywighede, uitsette en uitkomste in die bereiking van die verlangde doelwitte, binne gespesifiseerde sosio-ekonomiese en omgewingstoestande, grafies uit te beeld. Die nuutgeboude Mvezo-pad en -brug is 'n progressiewe stap wat betref die beskikbaarstelling van sosiale infrastruktuur in die plattelandse gebiede van Oos-Kaapland. Die mikpunt van die studie is om die bestuur-besluitnemingstelsels van die gevallestudie, wat die beplanning en implementering van die projek toegelig het, te evalueer.

Die hipotese van die studie is gerig op die begrip dat daar ernstige beheer-tekortkominge binne die institusionele strukture en reëlings- en besluitnemingstelsels bestaan wat die beplannings- en implementeringsbenadering van landelike ontwikkelingsprogramme toelig. Die dinamiese aard en die suksesvolle implementering van die CRDP is geleë in sy multi-deelnemer bestuursbenadering wat op die begrip gerig moet wees dat beleid en praktyk deur bestuur gekoppel is vir volhoubaarheid. Hierdie argument noodsaak die deelname van veelsydige institusionele strukture, multi-deelnemers en belanghebbendes – dié is van kritieke belang om te verseker dat kollektiewe besluitneming die sosio-ekonomiese lewe van die landelike ekonomie, sowel as natuurlike hulpbronbestuur in landelike gebiede, handhaaf.

Die doelwit is om debatvoering tussen sosiaalwetenskaplikes, openbare administrateurs, fasiliteerders en beroepslui op die terrein van ontwikkelingsstudies aan te wakker. Die rasionaal van die studie is om die aanvaarding van alternatiewe, veeldoelige beplanningsmeganismes en -benaderings, wat 'n samevoegende strategie vir komplekse landelike ontwikkelingsintervensies sal verseker, te propageer.

Data-analise toon dat daar bestuursaangeleenthede is met betrekking tot 'n nasionale departement wat die beplanning en implementering van 'n nasionale program in plaaslike munisipale gebiede in Oos-Kaapland hanteer. Die uitdagings het te make met tussen-sektorale en gekoördineerde beplanning waarby multi-deelnemers (formeel en informeel), ander belanghebbendes en institusionele strukture met uiteenlopende mededingende begrippe van ontwikkeling van sosiale infrastruktuurprojekte betrokke is. Die sosio-ekonomiese dinamika van landelike gebiede en omgewingsverandering bring bestuursuitdagings na vore ten opsigte van besluitneming. Hierdie botsende bestuursuitdagings kan terselfdertyd egter 'n geleentheid vir demokratiese netwerkingsprosesse, sosiale dialoog en kapasiteitsbou skep wat die vermoë het om geïntegreerde dienslewering van landelike ontwikkelingspraktyke te bevorder.

Aanbevelings van die studie wil hê dat doeltreffende beplanning- en implementeringstelsels van landelike ontwikkelingsprojekte deeglik deur die DRDLR, as regting gewende departement van die CRDP, gefasiliteer moet word. Dit moet ook die koördinerende en gerigtheid van nasionale, provinsiale en IDP-beleidsaksies binne die konteks van landelike ontwikkeling en omgewingsbestuur erken. Die strenge toepassing van die beginsel van samewerking as die basis van die inter-regeringstelsel waarby drie regeringsfere (plaaslik, provinsiaal en nasionaal) betrokke is, moet voortgesette bestuurswerk wees. Kapasiteitsbou van plaaslike regering, die versterking en die erkenning van institusionele onafhanklikheid is die basis vir die vestiging van aandag op deeglike omgewingsbestuur en die bereiking van volhoubaarheid binne die konteks van landelike ontwikkeling in Suid-Afrika.

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CHAPTER 1: BACKGROUND TO THE STUDY

1.1 INTRODUCTION

The 2009 Comprehensive Rural Development Programme (CRDP) is a broad-based rural intervention in South Africa which has been instituted by the National Department of Rural Development (DRDLR, 2009a: 9). It is a multidimensional strategy with an objective to bring about change in the current state of affairs of rural people in South Africa. As a rural “national strategy, the CRDP is aimed at confronting poverty, hunger, unemployment and lack of development in rural areas” (The Presidency in Obadire et al., 2013: 273 - 280).

There are 12 South African government outcomes being implemented in the Medium Term Strategic Framework (MTSF). The CRDP is part of government’s outcome no.7 in its quest to improve the welfare of rural communities. Its main agenda is to prioritise vibrant, equitable and sustainable rural communities and provide food security for all (DRDLR, 2009a: 9). As a strategic priority, rural development is also a “concurrent functional mandate” allocated to the three spheres of government (national, provincial and local). The distinctive and interrelated spheres of government with legislative powers and functions are further guided by a binding constitutional framework for planning, co-ordination and implementation of rural projects (Olivier et al., 2010: 101; 110). The study also highlights environmental governance as essential for development change in the rural areas. Rural development intervention programmes in South Africa are planned and implemented by competing structures of government with different functional mandates that relate to environmental, social and economic issues. Decision-making methods of public administrators in South Africa are still confronted with complex, conflicting and competing requirements, because environmental problems are influenced by particular rural social, cultural, economic, political and ecological contexts (Feris, 2010: 234-5). This dilemma has been aggravated by past rural interventions in South Africa that have consistently been aimed at improving the lives of the rural communities at the expense of the environment, or at protecting the environment without taking account of the socio-economic realities of rural people.

Coordinated planning and implementation of rural development projects need to adopt the binding principles of “cooperative government” and inter-governmental relations enshrined in Section 41 of Chapter 3 of the Constitution of South Africa (RSA, 1996a; Olivier et al., 2010: 112).

This study is a theory-driven evaluation that is qualitative in nature. As a cross-cutting strategy, the CRDP framework comprises three pillars, namely agrarian transformation; rural development and land reform. It is not the intention of this study to evaluate the broader 2009 CRDP framework. The CRDP social infrastructure project that has been selected as a case study is the Mvezo access road and bridge project that links the Mvezo Village to the N2 in the Eastern Cape. This social infrastructure project is viewed as a progressive move towards the delivery of social infrastructure in rural areas of the Eastern Cape. In evaluating the case study, the study initially constructs a theory-driven model which is also termed the “white box evaluation”. The “white box evaluation” is the practice of primarily viewing “how” the “effects” of social programmes like the CRDP are produced (Astbury & Leeuw, 2010: 364-365).

This concept views “programmes as embodiments of theories” in two ways:

- There is a prospect outlook that when a programme or policy intervention is introduced, it will relief and enhance a “recurrent challenge” and;
- It entails a progressive assumption about “how” and “why” programme activities and resources will bring about change for the better (Tilley, 2004 cited in Astbury & Leeuw 2010: 364-365).

Another application of programme theory during evaluation is to guide key evaluation questions, selection of data and appropriate data analysis techniques. Donaldson & Lipsey (2006: 57) states that it is important for a researcher in the field of evaluation to caution in applying the concept of “theory” within “evaluation literature”. As a growing body of literature, the authors caution that what is meant by “theory” in this context at times is “closely related to interchangeable terms”.

The compatible terms are “theories of practice, theory-based evaluation, theory-driven evaluation, program theory, evaluation theory, theory of change, logic model”, and may include a confusing mix of how an evaluation should be practiced (Donaldson & Lipsey, 2006: 57). The study will not dwell on the debate about theories but rather provide stages in constructing a Theory Model (See Table 1.1), which focuses on holistically evaluating the sequence of programme logic (inputs, activities, outputs, and outcomes) of the Mvezo bridge and access road project. As a building block to evaluate the case study, the study constructs a theory-driven approach which will analyse the current situation of the CRDP. For instance, the situation analysis will explain how the CRDP is understood to work and how the CRDP was expected to achieve its intended results within the context of relevant legal and policy frameworks at the national level. The situation analysis will further identify the nature and extent of the problems or opportunities of the CRDP and eventually develop a logic model of the case study as an evaluation framework. Through the aspects of the logic model that depict the case study area, the study will also attempt to “unpack” the known causes of or casual pathways and the known consequences of the challenges confronted by the CRDP (Funnel & Rogers, 2011: 151).

The theory-driven approach of the study is viewed as “a structured process that creates and synthesises information intended to reduce the level of uncertainty for decision-makers and stakeholders about a given programme” (McDavid et al., 2013: 3). The aim is to broaden knowledge of what has been described as the “human nature interface” or “ecological intelligence” within the rural context. It is the objective of this study to decouple thinking about ourselves and of our relationship to the world. This notion is further invigorated by Muller (2006:1030) when advocating for a choice of a “totally different paradigm” of development programmes that should be adopted by African states in an attempt to be innovative in combating their complex developmental challenges. This view also conforms to the notion that rural development programmes and practice must be interconnected through processes of multi-actor governance (McAreavey, 2010:1). However, this dilemma requires skilled capacity and the rigorous evaluation of the outcomes through a theory-based evaluation, which is not a prominent feature of our developmental state in South Africa.

It is against this background that with the use of a case study, the study seeks to evaluate the 2009 Comprehensive Rural Development programme (CRDP) highlighting environmental governance in the Eastern Cape. The CRDP social infrastructure project that has been selected as a case study is the Mvezo access road and bridge project.

1.2 PROBLEM STATEMENT

Rural Development in the 21st century is a multi-dimensional process that seeks to integrate economic, social, human, cultural, environmental and other sustainability objectives pertinent to the collective vitality of rural people and spaces. Natural resource management in rural development initiatives has shifted from being the responsibility of government to include other actors in development. Therefore, governance for the environment is also a prerequisite for a developmental state. This means that environmental governance has the ability to integrate and maintain the natural, social and financial resource base as the desired condition over time. In this context, sustainability includes the integration of environmental governance and public administration (Kotzé, 2006:2).

Kotzé (2006:1) states that “environmental governance in the 21st century in South Africa faces serious challenges in terms of improving service delivery”. Olivier et al., (2010: 134) states that after 20 years of democracy and progressive development, it should be noted that chapter 3 of the South Africa’s Constitution (1996a) does not contain conceptual clarity on “development” when referring to “rural development or “sustainable development”. Thus, there has not been a concerted effort by the South African government to guide and drive a coherent vision of development practises. Referred to as a “concomitant inter-governmental framework”, the legislative impasse has resulted in uncoordinated rural development planning and implementation of projects at local level. Environmental governance is a contested concept in South Africa. This argument is based on complex challenges like poverty alleviation, inequality, unemployment and environmental degradation in rural areas that also need to be addressed (Kotze, 2012:197).

In addition, governance shortcomings exist in decision-making systems that need to be considered and integrated by multi-actors in the planning and implementation of rural development projects to enhance environmental governance.

Multi-actors involved in rural development projects include national, provincial and local government departments, civil society, community-based organisations (CBOs), local and international non-government organisations (NGOs), agencies and the private sector. Plummer et al. (2013: 4) argue that when the concept of governance is infused with the earth systems perspective, it requires coordination between and engagement of formal and informal multi-actors and institutions. The aim of this approach is to enhance innovative decision-making processes, as well as the flexibility to adapt to change when confronting uncertainty. Governance failures occur because decisions are being made in sectoral compartments (silo-thinking) with social, economic and environmental dimensions being addressed by separate, even competing structures. This argument necessitates a need for radical rethinking approach towards coordinated planning and implementation of rural development projects in South Africa (Olivier et al., 2010:102).

1.3 RESEARCH QUESTIONS

The study is a qualitative evaluation. Given that it will apply a formative approach it will, address the following overlapping questions:

- In prioritising developmental needs of the rural people of Mvezo, to what extent were environmental governance tools employed to inform decision-making systems during the planning and implementation phase for the newly constructed Mvezo Bridge and access road project?
- To what extent were the institutional arrangements (spheres of government), multi-actors and other stakeholders clear about their roles and responsibilities in enhancing decision-making processes?

- What other alternative assessment tools were taken into consideration to enhance a collective decision-making process in view of competing development perspectives (human, cultural, social, economic and environmental)?
- To what extent did inter-governmental relations and co-operative governance play a role in enhancing decision-making processes towards the achievement of objectives set for the project in view of the challenges of environmental governance and sustainability to ensure that accumulation of physical, financial and human capital does not occur at the expense of depletion of natural capital?
- In what ways did the case study communities benefit (socially, economically and environmentally) from the interlinked projects (access road and bridge)?
- How can the CRDP governance processes in rural projects be changed, given the challenges of poor integration, alignment disjuncture of plans of the three spheres of government and non- coordinated planning and implementation?

1.4 RATIONALE OF THE STUDY

One of the challenges in public policy implementation is that rural development programmes that aim at promoting sustainable economic growth and development, like the 2009 CRDP, can be hampered by institutional failure and poor governance. Programme evaluation is an effective method for an organisation to intensify the quantity and quality of service delivery. Environmental governance is a principle embedded in our Constitution (RSA, 1996a) and which provides a framework for the procedural interaction of formal and informal multi-actors (political, state and non-state) within the institutions of society. Our institutional responses to real-world “wicked problems” (Batie, 2008:1176) requires a collaborative and integrated governance approach when we confront poverty-alleviation, inequality, society-induced climate change and scarce-resource allocation, amongst others (Müller, 2009:2). Development and rural development in particular in the 21st century must be guided by a holistic development that encompasses all critical values (i.e. economic, social, political, human and environmental) pertinent to the collective vitality of rural people and spaces.

1.5 HYPOTHESIS

The hypothesis of the study is based on the premise that there are serious governance shortcomings within the institutional structures and decision-making systems that inform the planning and implementation approaches of integrated rural development programmes. Therefore, the dynamic nature and the successful implementation of the Comprehensive Rural Development Programme (CRDP) lies in its multi-actor governance approach which is based on the notion that policy and practice are interfaced through governance for sustainability. This argument requires the participation of multifaceted institutional structures, multi-actors and stakeholders that are critical in ensuring that collective decision-making sustains the socio-economic and natural resource management in the rural areas (Lemos & Agrawal, 2006:298).

1.6 OBJECTIVE OF THE STUDY

The objective is to investigate the complex governance decision-making systems of the Mvezo access road and bridge that informed the planning, activities and implementation of the project. This is a governance process that involves the various spheres of government, multi-actors, stakeholders and institutional structures in enhancing the human-environment nexus with its complex interactions across the ecosystem.

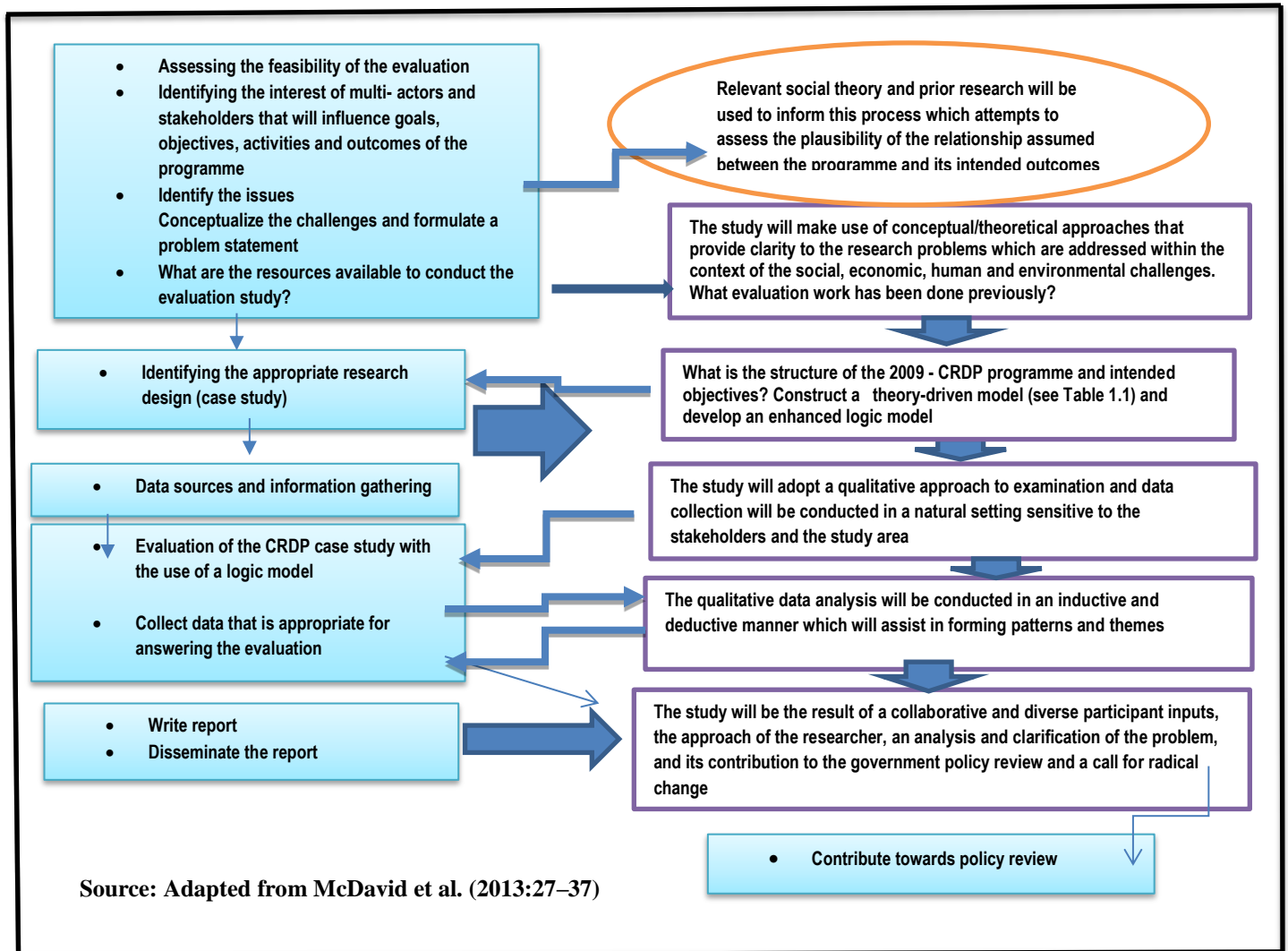
1.7 AIM OF THE STUDY

- To promote a cohesive, aligned, holistic and coordinated rural intervention process approach that enhances the environmental governance goals of the 2009 CRDP projects;
- To contribute towards the objectives of outcome-based governance strategies that will enhance the knowledge-based approach of the socio-economic, political, human, cultural and ecological sectors that can apply alternative multiple planning tools to ensure a cohesive strategy for achieving complex rural development targets;

1.8 THE RESEARCH STRATEGY

In order to achieve the objectives of the study, the researcher adopts a structured framework. Figure 1.2 acts as an illustration of how the researcher intends to structure, integrate and present the study.

Figure 1.1: The Research Strategy



1.9 CONSTRUCTING THE THEORY- DRIVEN EVALUATION

The theory-driven model is commonly used in evaluations (Bamberger et al., 2012:182-183; Funnell & Rogers, 2011:47-141). Bamberger et al., (2012:396) state that it is critical to distinguish between “simple, complicated and complex” programmes when conducting evaluation research. These terms were formulated to reflect the challenges that development agencies face in trying to evaluate the effectiveness of complex development programmes such as the Millennium Development Goals (MDGs) in achieving their objective. Funnell and Rogers (2011:70) state that “everything should be made as simple as possible, but no simpler”. The 2009 CRDP case study can be categorised as a “simple, complicated and complex” development intervention. It is an intervention that will likely have elements of each of these categories with some parts being conceptually simple but logically difficult. There is therefore a substantial interrelatedness between the three categories (Funnell & Rogers, 2011:72–73).

Table 1.1: Stages in constructing the Theory-Driven Evaluation

| |
|---|
| <ul style="list-style-type: none"> • STEP 1: Conceptualising the theory of change as “an innovative tool” of the 2009 CRDP and as a “strategy” to effect intended rural social change |
| <p>Funnell & Rogers (2011:151) state that “developing an appropriate theory of change begins with an analysis of the existing situation. This approach identifies the nature of the problems or opportunities to be addressed” in a programme like the 2009 CRDP. It is therefore a useful approach to “describe the various features of the problem, who is affected by it directly or indirectly, the known causes of or casual pathways to the problem as well as the known consequences of the problem”</p> |
| <ul style="list-style-type: none"> • STEP 2: The rationale on which theory is based is provided. This may include a literature review of similar 2009 CRDP evaluations, exploratory studies, planning workshops and accounts of past experiences |
| <ul style="list-style-type: none"> • STEP 3: A graphical presentation of the logic model |
| <p>The illustrated enhanced basic logic model provides the underlying multi-theoretical views and assumptions of the CRDP programme, which in turn is a roadmap for the CRDP case study by framing what inputs and outputs are necessary to achieve the desired output and to address unintended outcomes (Funnell & Rogers, 2011:131; McDavid et al., 2013 :52-63).</p> |

This model also endorses the assertion that a “program theory is an explicit theory of how a program causes the intended or observed outcomes” (Rogers et al., 2005: 5 cited Bamberger et al., 2012: 24). It encompasses five sets of contextual variables that may affect implementation and outcomes of the programme. These include the economic, political, organisational, operational and environmental settings of the project and the socio-economic and cultural characteristics of the affected populations.

- **STEP 4: Identifying contextual factors that impact on the implementation of the intervention. For the purpose of the study, environmental governance will also be added as one of the underlying factors. Once the intermediate and outcome factors have been specified through the programme theory, data collection can commence. Data-collection instruments must be carefully considered and applied, and techniques for information gathering must be established and implemented. The researcher will take note that the evaluation of the intermediate stages of the programme might be challenging.**

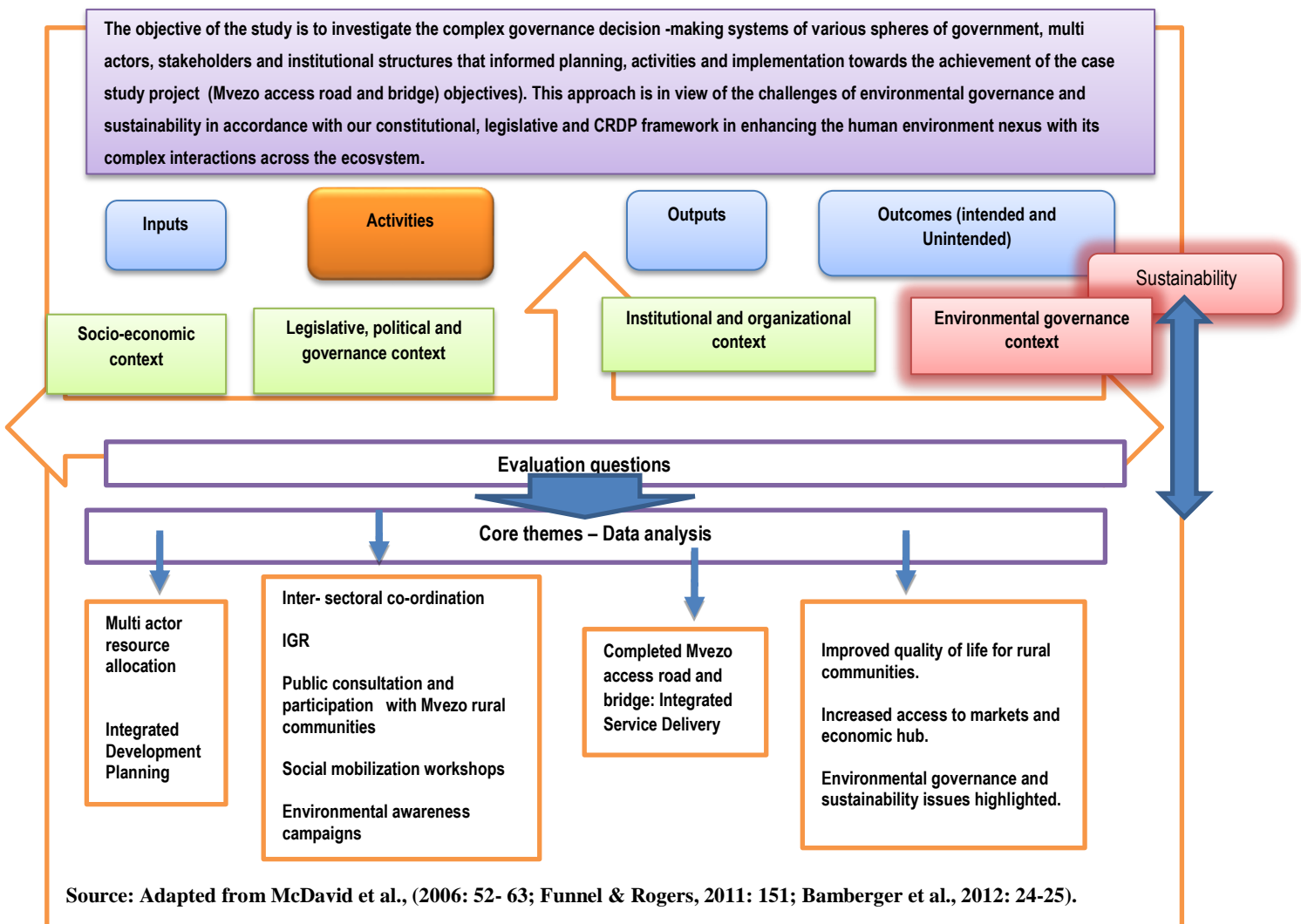
Source: Funnell & Rogers (2011:151) & Bamberger et al., (2012:24-25)

1.10 RESEARCH METHODOLOGY

The research methodology was qualitative and empirical in design. Tracy (2013: 25) states that methodology is a tool, therefore the key questions when selecting a research methodology were based on what types of methods are best suited for the goals of the study and which methodologies were most appropriate to use. Qualitative research offered an important dimension of research and attempts to interpret and make sense of the phenomena (Denzin & Lincoln, 2000: 3). It articulates numerous actualities that could be conceptualised within a social context. The choice of the qualitative research was therefore an approach which linked the analysis of one’s own identity, culture, feelings and value to larger societal issues and in this case, that of the Mvezo rural village as the case study project space. Funnell and Rogers (2011:355) state that an approach to sampling fluctuates according to the evaluation methodology and the significance of a particular evaluation. The sampling for the study was purposive and the type of evaluation was formative (Funnell & Rogers, 2011:355). One of the critical considerations was to ensure that the selected purposive sample is representative of the total population.

The other aim of purpose sampling was to determine whether the findings can be generalised to a wider population (e.g. other areas of Eastern Cape Province). Therefore, the use of the case study research was used to identify the theoretical perspective of the CRDP as a national programme. The elements (input, activities, output, outcomes of the case study illustrated in the logic model (See figure 1.2) further guided the researcher with the formulation of the research questions, analysis, and interpretation of findings (Yin, 2008: 28).

Figure 1.2: The Logic Model



The researcher spent considerable time on the case study setting and after noting uncertainty about dimensions and characteristics of the problem. This means that with the use of the case study, the CRDP strategy was deeply and thoroughly studied in a specific time period. The case study focussed on the planning resources (inputs), governance activities, completed infrastructure project (output) and outcome processes (intended or unintended) that influenced the decision-making systems of the project (McDavid & Huse, 2006:52-63). Therefore, the subject matter was explored in the domain of a limited system by the means of the case of interest. The researcher took into consideration the importance of sending consent forms to the participants before data collection, honouring scheduled appointments, permission of access to the case study area and acknowledging obtaining data from human subjects through observations and interviews has cost implications and is time consuming.

1.11 THE IMPORTANCE OF CONTEXTUAL FACTORS IN THE LOGIC MODEL

A logic model is usually the most appropriate method in describing how the different components of a programme fit together through a sequence of inputs, activities, outputs and outcomes. Funnel and Rogers (2011:73) state that in certain instances it might be “reasonable to treat a program as if it was simple and to develop the use of program theory suitable for simple intervention”. However, when complicated and complex aspects of a programme are encountered the differences in perspectives and even conflict can make a significant contribution to the development of the programme theory. Thus it should not be viewed as negatives. Therefore, the “how” and “for whom” of programmes within the context of “design, formulation and implementation” is impacted on by that particular assemblage of economic, political, organisational, institutional and environmental factors that operate in that particular context (Bamberger et al., 2012:485).

1.12 INTENDED AND UNINTENDED OUTCOMES

Addressing unintended outcomes and managing risks associated with them or capitalising on them if they are positive, is one of the comprehensive programme theory approaches.

At times this process may entail addressing power dynamics, the political “give and take” that are intrinsic in accessing the resources for the benefit of the programme or project. What is important is the inclusive engagement and the participation of formal and informal multi-actors, taking note of unclear language and contracting ideologies. On the other hand, overlooking unintended outcomes may create challenges in programme theory. Sustainability might also be critical for the survival of the programme (Funnel & Rogers, 2011:133).

Complexity needs to be addressed rather than ignored. Therefore competing theories may provide the underlying multi-theoretical views of stakeholders and the assumptions of the 2009 CRDP programme, which in turn is a roadmap for the CRDP case study by framing what inputs and outputs are necessary to achieve desired and addressing unintended outcomes (Funnel & Rogers, 2011:131; McDavid & Huse, 2006:52-63).

1.13 ETHICAL EVALUATION PRACTICE

McDavid et al. (2013:467) state that “ethical practice in evaluations is situation specific and can be very challenging”. This view is concurred by Schwandt (2007:401) when referring to “sensitivity, empathy and respect for others” as the fundamental principles for a researcher. Based on this understanding, precautionary steps were taken into consideration at the initial stages of the research proposal.

The researcher applied the art of considerate understating and patience during data collection as this is a phenomenon on its own which underpins qualitative research. During data collection and group observations, the researcher was cautious of evasive responses from respondents which is an area common occurrence in field research. This is because the researcher is always being perceived as an “intruder”, “stranger” or “outsider” (Welman et al., 2005:181-182). Evaluation studies have human and political implications, therefore it was essential during the study to respect the participant’s privacy, political affiliation and integrity (Mouton, 2001:243).

1.14 LIMITATIONS OF THE STUDY

The study area is located in the rural areas of the Eastern Cape. Access to the study area due to degraded road infrastructure became a barrier. The researcher had to make use of a hired 4 x 4 vehicle which had financial implications. Bureaucratic processes in relation to access to government documentation including related policies, strategic plans, Annual Performances Plan (APP) and other documents were also a challenge.

The identified purposeful sampled participants were not fully accessible due to time constraint. Owing to the fact that the case study area is located in a rural area, some participants and focus groups, like the Chief were usually locked in tribal meetings. That made it difficult for the researcher to execute and manage sufficient time during data collection sessions.

1.15 KEY ANALYTICAL CONCEPTS

Lund (2010:24) explains that “concepts in academic dialogue must be qualified”. Therefore, the rhetoric of conceptualisation must be based on evolving and multi-dimensional development perspectives and theoretical roots that have contributed towards a change in meaning. This phenomenon is also impacted by the fact that concepts percolate through from the academic, analytical side to the politically engaged, descriptive, operational side of development interventions.

Comprehensive Rural Development Programme (CRDP)

This is an “effective strategic response against poverty and food insecurity by maximising the use and management of natural resources to create vibrant, equitable and sustainable rural communities” (DRDLR, 2009a:3). It’s also an extensive national strategy to “facilitate integrated development and social cohesion through participatory approaches in partnership with all sectors of society” (DRDLR, 2009a:3).

Development

This refers to the notion of “good change” (Chambers, 2005:3). It is also a multi-dimensional process which has evolved over decades encompassing the re-organisation and reorientation of integrated objectives which mirror social, economic, ecological, political, cultural, emotional, ethical, mental and moral perspectives (Munck & O’Hearn, 1999: 63; Chambers, 2005:185, Potter et al., 2001:42).

Environmental governance

DEAT (2007:4) state that “Environmental Governance (EG) denotes to the practices and methods of decision-making which relate to the management of the environment and natural resources”.

EG also incorporates input from the broader public, with principles such as inclusivity, representation, accountability, efficiency and effectiveness, as well as social equity and justice, from the foundation of good governance. Good environmental governance should also mirror the unsurpassed thoughtfulness of the structure, purpose, procedures and variability that illustrate natural systems.”

Input

Resources (money, equipment, materials, multi-actors, consultants, time, and technology) that are invested into a project to achievement of its objectives (Bamberger et al., 2012: 616).

Livelihood

“Livelihood is the way in which people make themselves a living using their capabilities, assets and the livelihood of groups of actors constitutes a livelihood system” (De Haan, 2000:363).

Outcomes

These are the broad effects which are expected to meet the project objectives, which are influenced by external factors. Outcomes are the end results or benefits the participants get from a programme. Outcomes can be intended, unintended, and positive or negative (Funnell & Rogers, 2011:28).

Sustainability

Marcuse (1998: 104) states that “sustainability is not a goal for a programme – many bad programmes are sustainable – but a constraint. Rather, it can be referred to as a useful formulation of goals on environmental issues. Therefore, its absence may limit the usefulness of a good programme”.

The author argues that within an environmental context, “sustainability cannot be the sole criterion by which programmes are judged except in the, not useful, very long term because environmental policies must also take into account considerations of, for example, social justice”.

Sustainable development

Chapter 2, of the WCED report states that Sustainable Development (SD) refers to a process of enlarging people’s choices and freedoms by fulfilling of the needs of the present generation without also compromising the ability of future prospects of the next generations. Sustainable development further implies the achievement of several conditions which entail preserving the overall balance, respect for the environment, and preventing the exhaustion of natural resources (World Commission on Environment and Development, 1987: 43).

1.16 RESEARCH OUTLINE

Chapter 1 lays the foundation for the study. It details the background, the problem statement, research questions, research objectives, hypothesis, rationale, research methodology, ethical considerations and limitations of the study. It will also provide an overview of the theory driven evaluation approach.

Chapter 2 sets the stage of the literature review of the study. To be able to contextualise development in relation to an integrated rural development approach in South Africa, this chapter will initially conceptualise development as a global discourse. **Chapter 2's** discussions unpack the pre-1994 rural policy context and then progresses towards an account of the evolution of post-1994 democratic development policies, namely the Rural Development Strategy in 1995 and the subsequent progressive policy initiatives, namely the Growth, Employment and Redistribution Strategy (GEAR, 1996). The discussions will also provide the promulgation of the Constitution (RSA, 1996a) which became the legislative framework for the comprehensive strategy, namely the 1997 Rural Development Framework (RDF).

This chapter will unravel how the constitutional framework gave rise to the developmental state agenda as an attempt to tackle the root causes of poverty and inequality in South Africa. The establishment of the 2000 Integrated Sustainable Rural Development Strategy (ISRDS) will be briefly discussed as a progressive rural strategy and a decisive policy shift after 2000 that has given rise to the need to enhance the social, economic and environmental injustices in South Africa.

Chapter 3 outlines the environmental legislative framework of South Africa. The concepts of governance and environmental governance are introduced. The goal is to understand the multi-actors and institutions involved in rural development planning and implementation and in environmental decision-making processes.

Chapter 4 is divided into three phases. Phase 1 initially provides the situation analysis of the CRDP as national rural strategy of the South African government post 2000. The discussions include the CRDP national framework and the institutional arrangement. It must be noted that the focus will be the rural development pillar of the framework, hence the description of the Mvezo access and bridge as the case study area in phase 2. **Phase 2 of this chapter** analyses the selected CRDP case study which is the Mvezo access road and bridge project situated in King Sabata Dalindyebo Municipality (Ward 2 and 13) in the OR Tambo District Municipality. **Phase 3** of this chapter also provides a description of the study area, covering the population dynamics, livelihood strategies, living standards and environmental challenges of the study area.

Chapter 5 will present the data analysis of the findings and core themes and **Chapter 6** will provide the recommendations and conclusions of the study.

CHAPTER 2: CONTEXTUALISING DEVELOPMENT: TOWARDS AN INTEGRATED RURAL DEVELOPMENT APPROACH IN SOUTH AFRICA

2.1 BACKGROUND

To be able to contextualise development in relation to an integrated rural development approach in South Africa, this chapter will initially conceptualise development as a global discourse. It will further provide a global historical overview of past development paradigms and practices namely modernism and dependency that have shaped development strategies and practises in South Africa. Hence, an overview of the “humanistic development paradigm” also referred to as “people-centred development” will be provided (Theron, 2008:7).

The above arguments will shape our discussions towards contextualising rural development, thus this chapter will further provide definitions of the term rural development. This will be followed by an overview of the Constitution (RSA, 1996a) which gave rise to progressive post 1994 development strategies. Therefore, an overview of the Reconstruction and Development Plan (RDP), the Growth, Employment and Distribution Strategy (GEAR) and the 1997 Rural Development Framework (RDF) will also be provided.

This chapter further highlights arguments that relate to the foundation of the principles of a “developmental state”. One of the developmental challenges of the 21st century in South Africa is that rural people are still poor and the quality of the environment is deteriorating thus the analysis of the 2000 Integrated Rural Development Strategy (IRDS) and the 2009 Comprehensive Rural Development Programme (CRDP). The chapter concludes by arguing that rural development interventions of the 21st century need to integrate and sustain the economic, social, human, cultural, environmental and other sustainability objectives pertinent to the collective vitality of rural people’s livelihood.

2.2 CONCEPTUALISING DEVELOPMENT

Critiqued three decades ago as a practical and intellectual development project “steeped in optimism” (Tucker, 1999 cited by Potter et al., 2001:3-5), in the 21st century development has come to be understood as a concept that relates to a “process of change” (Chambers, 2005:184) or “another form of social change which cannot be understood in isolation” (Olivier de Sardan, 2005:23). The notion of this “change” has been described in terms of the holistic nature of development which encompasses social development, economic growth and human development. This means that through the use of social and economic institutions, the growth of the society which results in the betterment of the quality of living conditions is ensured.

Todaro & Smith (2006:17) agree with the above argument and state that development encompasses a physical reality and a state of mind of society. This entails social and economic transformation that is conducted in an equitable manner. Therefore, the concept as a “process of change” is about participation and the mobilisation of civil society and local communities which enhances decision-making about development initiatives that improve their own living conditions. Theron (2008:4) states that there is a growing emphasis on an integrated and comprehensive approach to development that is about “people”, their “needs and the meaning giving context in which they make ends meet”.

This view emphasises that development is a process involving the enhancement of societal relationship and interactions. Thus, development is a practice fraught with uncertainty and ever-changing circumstances within the respective social, political, economic and environmental contexts. This means that complex and interrelated challenges (etc. poverty, unemployment, climate change) in the 21st century have also had a profound effect on global development practices. Hence, multiple realities of development must reflect different goals and objectives. This argument conforms to the view that development must be perceived as a ubiquitous, multi-dimensional concept that is value laden and affected by various ideologies (Potter et al., 2001:10).

This approach further qualifies an argument by Swanepoel, (2000:73-75, 79-81 cited in Theron, 2008:2) that development is a concept rooted in a multidimensional, multi-actor contexts referred to as the “big picture”. This perspective enhances the “social, cultural, political, economic and natural dimensions of development. Therefore, for a concept that is influenced by a momentous global ecological crisis, an alternative development approach must be based on theoretical roots grounded in an appreciation of “critical holism”.

2.3 THE HISTORICAL PERSPECTIVE OF DEVELOPMENT THEORY AND PRACTICE

Over the past six decades various global development practises have been regarded as sets of apparently coherent intentions which attempt to interpret development paradigms. These practises have also attempted to dictate how development prospects should occur in the near future. As we trace the roots of the theoretical views on development, which have undergone an evolution over the course of history, works such as Adam Smith’s (1723–90) *Wealth of Nations* can be regarded as one of the earliest inspirations for a “development theory” that was to emerge much later. Furthermore realist theorists such as Alexander Hamilton (1755–1804) placed an emphasis on industry over agriculture, economic self-adequacy, government participation and trade protectionism to promote economic growth.

The work of the German philosopher Friedrich List (1789–1846) also contributed to development thinking as it emphasised the expansion of manufacturing industries over agricultural industries. The author later suggested critical strategies like the advancement of human capital which would stimulate economic development (Herath, 2009:1450). As the development agenda evolved, the term “underdeveloped countries” emerged. The significance of this term was described in a speech by President Truman in 1949 that referred to the so called Third World countries (Munck & O’Hearn, 1999:7). This era was also noted to be instrumental in advocating a “neo-colonial role for the United States within the newly independent countries that were emerging from the decolonisation processes”.

As the era of the 1950's to 1960's progressed, the economic notion of development in both practice and theory prevailed (Potter et al., 2001:4) which was later followed by a minimal contribution of sociologists and geographers in the field of spatial inequality. For instance, development economics emerged and placed a premium on explaining the structure and behaviour of “underdeveloped” or poor economies (Ohiorhenuan; 2003: 4). According to Elliot (2006:15-16), this era also influenced a path towards what was later referred to as the “modern age of capitalism”. The history of development from the 1950's to 1960's gave rise to the optimism of “modernisation” led by neo-classical growth theorists like Rostow (1960), who also gained momentum in an anti-Marxist era. Neo-liberalism is described as a development approach that recognises the free market system to be the paramount method in initiating and sustaining economic development (Elliot, 2006:24).

2.3.1 Modernisation

The literature on modernisation originated with the notion that human wellbeing was best paralleled with economic success and that “all societies begin from a common baseline of traditional ‘underdevelopment’ and undergo a non-linear transformation along a development continuum of economic and social change from traditional to modern” (Davids, 2014:11). Scholars such as Webster, (1984: 62-63 cited in Davids, 2014: 11-12,) critiqued this view as being oblivious to the practical methods in which economic growth (technology and markets) may be construed within what has been referred to as an “existing social relationships”. Modernisation discarded notions of the so-called “South/Third world traditional society” and assumed that development was best attained through the advancement of physical infrastructure and “high mass consumption” (Kowalski, 2010: 154; Theron, 2008:6). As noted by Theron and Mumbangizi (2014: 103), it gave rise to a “micro-level perspective of development”.

The conventional meaning of modernisation was characteristically promoted with processes of massive industrialisation through capitalist growth, urbanisation and the maximum use of technology within wider economic sectors (Potter et al., 2001:94).

This theory was therefore aimed towards “Third World” countries ensuring that the developmental paradigm of the West is promoted. For instance as alluded to by Ellis and Biggs (2001: 442) when referring to new crop production methods marketing skills in the South African agricultural sector as some of the modernization trends. Modernization was therefore portrayed as a progression of change with external factors having an impact on the individual and on culture and failing to recognize the creativity and initiative of Africans. The critique of modernisation has been influential. Matunhu (2011: 67) states that the assumption that underprivileged societies will automatically accept the Western way of life is a “naïve perceptions of the North” (Theron, 2008: 6). This critique is confirmed by Coetzee et al., (2007: 101) when stating that “society has the ability to resist change in favour of the status quo”. Change is at times resisted by society because it brings uncertainty. According to Matunhu (2011: 66-67), development strategies such as New Partnership for Africa’s Development (NEPAD) were drafted without the inclusion and thorough participation of African states.

The implementation of NEPAD received criticism from various African states because community participation by its beneficiaries was ignored. In addition, the abandonment of an individual’s cultural values was viewed as in favour of that of the West. Another weakness observed was the argument that culture was regarded as an “epiphenomenon” to economic and political domains. This intellectual misjudgement was later viewed as a flaw in development thinking (Munck & O’Hearn, 1999: 4).

According to Matunhu (2011:66), it is significant to recognize societies as the “centrepiece in poverty reduction” interventions. It is unfortunate that modernisation “frills” were viewed as progressive potentials which also attracted some of the new African regimes. In the period of decolonisation during the 1970’s, modernisation was regarded the era of “development” and “opportunity” replacing the phase of colonialism. As such, modernisation was perceived as progressively in line with the post-colonial aspirations through the discourse of development.

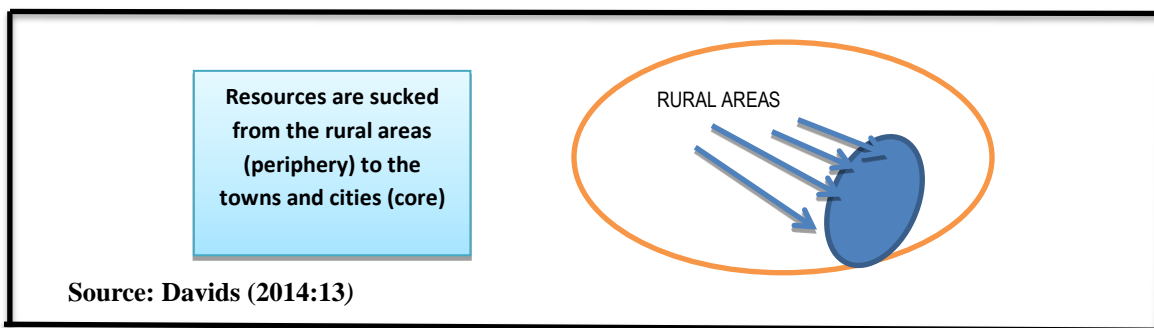
Davids (2014:11 citing Webster, 1984: 62 - 63) states that the two primary concepts of “traditional” and “modern” used in this era were “too ambiguous” to be used to pigeonhole the respective societies. The implied biased assumption was not evidence-based, namely the “encapsulation of economic growth” is based on the displacement of traditional value systems with modern ones. Unfortunately what is evident in the 21st century is that most African states are still challenged by issues of poverty, unemployment, landlessness and human rights. Riberio (2013: 123) state that the formulation of sustainable development would not have been possible without the critique of the environmental movement in the 1980’s because of developmental policies during the modernisation era. The researcher concurs with the optimistic argument that within the context of development and sustainability in South Africa, these challenges can be gradually confronted because “development is not an end product, but a continuous process of improvement in living conditions” (Cloete & De Coning, 2011: 67). Modernization was soon indicative of poor capitalist values of the West and a failed strategy of the North which arrogantly ignored agricultural development, environmental protection and the integration of the cultural dimension in development (Matunhu, 2011: 66).

2.3.2 The Dependency Era

Theron & Mchunu (2014: 12) state that the dependency era was promoted by Paul Baran’s work, the United Nations Economic Commission for Latin America (ECLA) and one of the best known advocates of the European economist, Andre Gunder Frank. The reliance of developing countries towards international financial institutions resulted in the politics of development being transformed and thus modernisation was characterised as an expensive programme. The other major part of the downfall of the decade was its agenda on inadequacies in economic, social and environmental conditions within developed and underdevelopment countries. Furthermore, the international capitalist system had a direct negative impact on poor developing countries, i.e. the structural disadvantages of these countries. It actively created the very structural problem (etc. increased imports of capital raw materials, machinery, and equipment) of “underdevelopment nations” (Herath, 2009:1452-3).

Davids (2014: 13) states that Frank argued that underdevelopment is not a natural situation. The dependency era enabled the “core” (or centre) of the international capitalist system to suck resources from the “periphery”. In relation to rural development in developing countries (See Figure 1.3.), this core-periphery “extraction” or “depletion” process of resources (etc. human, social and natural) takes place at national level from rural to urban areas. This push-pull is evident within the South African context both historically and currently with migration of Eastern Cape workers from rural areas to the urbanised mining sector in Gauteng.

Figure 1.3 Exploitation of resources at a National level



It is important to note that the dependency era is relevant to the current understanding of development approaches in most African countries. The impact of the 1973 oil price hikes led to an “essentialist” understanding of a “homogenous Third World” (Schuurman, 2000:9) and the ultimate “counter-revolution” of economic theory (Herath, 2009:1454). Secondly, it is also significant in the 21st century that the notion of “development progress” perpetuated by the West has manifested in environmental destruction of natural resources, poverty and inequality, as well as high unemployment in most African countries (Schuurman, 2000:10). At the core of this dilemma is the exploitative, poor environmental governance experienced by African countries, and in particular in South African rural areas in the Eastern Cape. For instance, the case study area faces a number of environmental threats; chiefly among them is that it exhibits high levels of soil degradation, particularly in commercial farmland areas. All of South Africa’s biomes occur in the Eastern Cape.

The thicket biome is threatened by invasive alien species and overgrazing by domestic herbivores. Apartheid policies, environmental injustice, economic failure and corruption meant that very little economic and infrastructural development took place (Hamann & Tuinder, 2012: 13 – 27). The provincial mandate for environmental issues as the competent authority lies with the Eastern Cape Department of Economic Development, Environmental Affairs and Tourism (DEDEAT). The lack of skills in the provincial department disadvantages the support that is supposed to be provided to the local government when plans like the IDP's are developed. It is within the above historical context that we note the failures of past development paradigms (modernisation and dependency). As researchers, we also need to caution that new development approaches, whatever their context, might not manifest as an “ideal” state of affairs. What is significant is that such rural development interventions should be grounded in an evidence-based, all-encompassing development model that embodies the spheres of the economy, political science, sociology, geography, law and anthropology. This means that rural development interventions must also embrace the sustainable development agenda and pave the way towards the achievement of sustainability that underpins multi-actor stakeholder engagement and participation embodied in our South African Constitution (1996a) (Lund, 2010: 22-23).

2.3.3 The humanistic paradigm and people-centred development: Its application to rural development

Shifting their focus from macro theories, academic development advocates have also recently provided a wealth of literature contributing to the new agenda that contextualises development in South Africa. Over the past two decades, development programmes in South Africa have evolved in a symbiotic relationship with a shift towards a “micro-level, people-centred and participatory” development (Davids, 2014 17; Theron, 2008: 7). This “humanistic paradigm and people-centred development” has been conceptualised as an approach infused with both modernisation and dependency theories as a result of the failure of the previous “competing paradigms”. It puts more focus on people being the centre of development through the application of participation, social learning, empowerment and sustainability.

As stated by Kole (2005:15), this optimistic approach provided a starting point in addressing the injustices of past rural development endeavours and a shift away from the top-down, mechanistic, divisive approach. The people-centred development approach has become receptive to the need to include the perspectives of the rural poor and to work across sectors and disciplines in South Africa. As an ongoing objective, it is imperative for methodologies to bridge the divide between social and technical aspects of development. The application of people-centred development to rural development has the ability to confront the nature of rural poverty and improve rural livelihood strategies in South Africa. Clearly the evolution of both the development agenda and development approaches is much more complex than can be captured in the outline above. It is significant at this stage to provide a discussion of rural development approaches in South Africa.

2.4 RURAL DEVELOPMENT: THE EVOLUTION OF CONCEPTS AND PRINCIPLES

The term rural development is ambiguous. Mosely (2003:1) stated that “rural” was characterised as “areas with low population density containing scattered dwellings, community villages and small towns”. This definition is conservative as it is only based on the demographic setting of rural areas. As an attempt to expand this constricted view, rural areas were also defined by sporadically populated areas in which communities depend on natural resources to sustain their livelihood. The challenge with this definition is that it is more descriptive of the benefits of livelihood assets and capital, but does not include the environmental aspect of rural areas. Goldman & Reynolds (2008: 131) state that the 1997 Rural Development Framework for South Africa defined rural areas as “sparsely populated areas in which people farm or depend on natural resources, including the villages and small towns that are dispersed through these areas”. Created by apartheid removals, these areas include the large settlements in former homelands. This definition has been described as a working definition utilised by various government departments, because of its significance in addressing the conditions that challenge rural communities. For instance, it is descriptive of the systemic and structural challenges and discerns the historical characteristics of rural areas of the Eastern Cape.

The RSA (2000: 23) defined rural development as improved multi-dimensional rural services, encompassing enriched income opportunities through local economic development, social cohesion, upgraded physical infrastructure and physical security within rural communities.

This approach represented a comprehensive rural development approach focusing on poverty alleviation through social programmes. Seykhi (2009:103) also stated that rural development is a multi-dimensional process. However, it is much broader than poverty alleviation through “social programmes”. Rural development requires changing environments where rural communities invest in their livelihoods. This approach enables the poor people to increase their income and contribute towards maintenance of key infrastructure key to their livelihoods. The Comprehensive Rural Development Programme (DRDLR, 2009b: 4) adopted a similar approach in defining rural development. The CRDP policy documents conceptualised “rural development as an enabler of rural people to take control of their destiny, thereby dealing effectively with rural poverty through the optimal use and management of natural resources”.

This definition marked a radical shift towards a comprehensive approach or an integrated rural development approach. This rural policy intervention is the basis of the case study. In this rural development context, attention is given to agrarian transformation, rural development and land reform, it puts emphasis on a participatory process where rural people employ their indigenous knowledge and acquire experiences through their own initiatives. Zoomers (2006:6) states that in the 1980’s, there was a rising trend of “integrated rural development projects as a significant mechanism for poverty alleviation in the rural poor where the “most marginalised areas of the developing world”. This definition further corresponds with the notion of people-centeredness where rural people invest in themselves which signifies “empowering” rural people as one of the “building blocks of development” (Davids, 2014: 19) and eventually taking control of their own destiny by confronting rural poverty through the optimal use and management of natural resources. Hlalele (2014:647) concurs with the above arguments and states that South African rural policies after the advent of democracy are advocating the “empowerment of the people, whilst promoting rural development and establishing a basis for the sustainable use of available human and natural resources”.

The author adds a dimension that integrates the “rural education” aspect that is fundamental to issues of “sustainability and development” which are applicable to the complex diverse rural context.

2.4.1 The South African legislative context pertaining to rural development: pre and post 1994

As argued in Chapter 1, the CRDP as a rural strategy was deeply and thoroughly studied in a specific time period. The case study also focussed on specific rural issues of Mvezo village which were also explored in the domain of a limited system by the means of the case of interest. It is therefore imperative that an overview of the evolution of rural development pre-and post-1994 is provided. The apartheid regime carved racial barriers in relation to land dispossession which was based on racial discrimination and resulted in an unequal pattern of land ownership by the Land Act of 1913 (and its 1936 amendment). The era also exacerbated income inequality and widespread rural poverty in obvious ways as a consequence of the oppressive Group Areas Act No. 41 of 1950. Rural people dispossessed from most of their land, faced a process of “superficial rural development” based on the industrial decentralisation process. The Nationalist policymakers further restricted opportunities for employment and promoted low-quality public education and health care (Clark and Worger, 2004: 64-65). Seekings (2009: 1-4) states that black) rural poverty existed alongside (white) rural affluence. The apartheid era resulted as previously stated in what has been referred to as a “core to periphery” development phenomenon (Davids, 2014:13). Kole (2005: 2-3) states that in the 1970’s, the industrialised process also contributed towards “superficial rural development because of the highly-subsidized industries located in or near the zones reserved for blacks”. Investment was subsequently “drawn away from established industrialised metropolitan centres towards the apartheid white settlements which were surrounded by rural homelands areas” (Kole, 2005: 2-3). Referred to as a “tool for economic manipulation and social disempowerment of the poor by the National Party regime” (Davids, 2014:17), this era limited the black population to reside near these industries. environmental injustice accelerated rural industrialisation at the expense of sustainable rural development (Obadirie et al., 2013: 277).

2.4.2 Progressive rural development approaches in South Africa

Even though rural development policies were believed to provide a starting point in addressing the injustices of past development endeavours (Davids, 2014:17), they have not gained much significance nor have they impacted positively on the lives of the rural poor. A 20-year review of rural transformation provides some insight into the past two decades in South Africa. The review states that “the majority of agricultural land is still currently owned by white capital (83 percent) with only 17 percent of the land available for black people. This is because apartheid policies had resulted in a dualism in agriculture, reflected in environmentally degraded under-utilised arable land, and a flourishing commercial sector” (The Presidency, 2014). A number of socio-economic development strategies have been executed over the past 20 years. Table 1.2 provides a description of the first of the three most significant documents of post-apartheid socio-economic policy, as well as of governance for a new democratic South Africa. These policies will lay a foundation for further discussion because they relate to the evolution of rural development until the promulgation of the Constitution (RSA, 1996a).

Table 1.2 South African post 1994 socio-economic development strategies supporting rural development

| | |
|---|--|
| The Reconstruction and Development Programme (RDP) (ANC, 1994). | This policy led to rural policy becoming part of the development programmes. This policy was instrumental in changing the “social and political goals” which were, according to The Presidency (2005) implicit with reconstruction, reconciliation and sustainable growth. |
| Growth, Employment and Redistribution Strategy (GEAR) (RSA, 1996) | Various programmes based on these policies were advanced. Regrettably there were not many achievements because of poor alignment strategies with other spheres of government. |

| | |
|---|--|
| | <p>In particular, the national and provincial spheres were weakened by their lack of emphasis on strengthening alignment and co-ordination with the Integrated Development plans (IDP's) at local level. Ayee (2013:260) states that "even though development strategies like GEAR may have contributed to increased gross domestic product growth and stability over the years in Southern African countries, they have largely failed because of a number of factors" namely (1) ineffective leadership, (2) poor policy implementation, (3) policy discontinuity, (4) slow industrialisation and (5) an environment not conducive to private sector growth.</p> |
| Rural Development Strategy (RDS, 1995a) | <p>This strategy was based on the attainment of equity through the utilisation of natural resources. This meant confronting infrastructure components of rural areas in a form of land reform programmes through tenure security and restitution (Bannister, 2000).</p> |
| Rural Development Framework (RDF, 1997) | <p>This framework attempted to reconcile the sparsely allocated rural development programmes, but eventually failed. This led to the government reframing it simply as a status quo report.</p> |

Source: Kole, (2005: 2-3); Ayee, (2013:260); Labuschagne, (2013: 2-3)

2.4.3 The South African Constitutional framework and its provisions for Integrated Rural Development

The implementation of rural development takes place in the context of the Constitution of South Africa (RSA, 1996a). As a democratic mechanism, the promulgation of the Constitution (RSA, 1996a) paved the way for the government to ensure a legitimate, responsive, efficient and effective public service based on the will of the people.

The legislated provisions of the Constitution (1996a) further ensured socio-economic and environmental improvement that encompasses a better quality of life for rural South Africans. Chapters 1, 2 and 3 of the Constitution outline the values stipulated in the Bill of Rights within a context of development.

Rural development takes place within the constitutional legislative framework that recognises both the “environmental right” and “other fundamental rights” of Section 24 of the Constitution (RSA, 1996a). These “rights” are afforded the same status. Environmental governance is therefore a principle embedded in our Constitution (RSA, 1996a) and which provides a framework for the procedural interaction of formal and informal multi-actors (political, state and non-state) within the institutions of society. Rural development as a constitutional mandate is conceptualised as multi-dimensional and a broader development project than poverty alleviation (RSA, 2000: 23).

The multi-dimensionality approach within a context of development has also shifted towards being people-centred, integrated and comprehensive. There is recognition that integrated rural development comprises the interaction of a number of interrelated activities and dimensions. Hence the logic model methodology of a case study which is to evaluate the inputs, outputs, intended and unintended outcomes of the project. The case study which is Mvezo access road and bridge is a rural intervention project of the comprehensive rural development programme in the Eastern Cape. Integrated rural development is a goal considered as a central pillar in the struggle against unemployment, poverty and inequality. The goal is to improve the quality of life and all related development aspects. For instance, people living in rural areas of the Eastern Cape also face the harshest environmental conditions. Therefore, an integrated or comprehensive rural approach is also in accordance with the emphasis of Sustainable Development (SD) principles in Section 24 of the Constitution (RSA, 1996). It is the application of well-balanced measures of economic, socio-political and environmental nature of rural development. In addition, there is recognition of a “classical or traditional right” which is a prerequisite within the Bill of Rights of the Constitution (1996a), Section 10, which stipulates the “respect for and protection of human dignity” and correlates with the fundamental aspects of social justice, and quality of life (Olivier et al., 2010:110).

Imperatives enshrined in Section 24(b) suggest that sustainable development is of key importance as a “socio-economic right” and a basis to protect the environment for present and future generations. Section 24 of the Constitution (1996a) states that everyone has the right:

- (a) to an environment that is not harmful to their health or wellbeing; and
- (b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that
 - (i) prevent pollution and ecological degradation;
 - (ii) promote conservation; and
 - (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

Kotzé et al., (2007:43- 44) states that these constitutional imperatives also impose duties on the state by way of “reasonable legislative and other measures” that may also extend beyond “sustainable development” towards the achievement of sustainability. Section 24 of the Constitution (1996a) notes that there is a strong connection between the quality of the environment and the health of the people exposed to those environments (Feris, 2010: 77).

It is critical to note that according to Du Plessis (2006:10) these legislative measures of Section 24(b) which placed an obligation on the state must also ensure the implementation of effective environmental governance practices and the application of non-environmental and environmental impacting activities such as rural development infrastructure projects which is linked to the case study.

This argument also conforms to the notion of the integrated nature of “environmental governance and rural development as rural social problems” (Feris, 2010: 76) which also forms the basis of the case study. An insightful perspective of Olivier et al., (2010: 134) states that after 20 years of democracy and progressive development, it should be noted that chapter 3 of South Africa’s Constitution (1996a) does not contain conceptual clarity on “development” when referring to “rural development or “sustainable development”.

Thus, there has not been a concerted effort by the South African government to guide and drive a coherent vision of development practises. Referred to as a “concomitant inter-governmental framework”, this legislative impasse has resulted in an uncoordinated rural development planning and implementation of projects at local level. Edigheji (2010: 1-2) states that when the Constitution (RSA, 1996a) was adopted, it gave rise to South Africa to position itself as a “developmental state”. It is critical to note that in constructing a developmental state and addressing socio-economic and environmental issues, the South African government committed towards investing in underdeveloped rural areas through the implementation of CRDP such as the Mvezo access road and bridge project in the Eastern Cape.

A “developmental state” within the context of integrated rural development must also be viewed as a multi-actor and a multi-institutional process as an integral element of a democratic South Africa (Dikeni, 2013: 37-42). These democratic attributes must be based on non-racial, people-centred, pro-poor and participatory development processes. A developmental state must encompass political, social, economic and environmental sustainability (Edigheji, 2010: 10 - 11).

Ayee (2013:260) and Turok (2008:20) argue that rural development particularly in South Africa still remains a hurdle as a requirement for the developmental state. This is due to poor integration and a non-coordinated planning approach that involves diverse stakeholders in rural projects. These inefficient implementation strategies result in rural people being “voiceless” in relation to rural issues which then challenge the very notion of the “developmental state” of the South African government.

Against this background, this dilemma casts doubt on the South African government’s ability to position itself as a “developmental state”, given the absence of a “participatory and comprehensive development approach” that can ensure good and environmental governance (Turok, 2008:20).

2.4.4 Linking South African Constitutional imperatives to Environmental Management and Rural Development Planning

The challenges of climate change, rural poverty and unemployment have proved to be among the most contentious obstacles to rural development in most developing countries like South Africa, in particular the rural Eastern Cape. As discussed previously, the South African constitutional framework read in conjunction with the Bill of Rights provides the starting point for understanding environmental management and towards sustainable rural development planning.

It is critical to note that development planning in South Africa was introduced as an effective approach for the delivery of services which provides a framework for economic, social and environmental development at a local government level. Development planning has also been used as a platform in addressing rural poverty, unemployment and other rural socio-economic issues. It is therefore appropriate to point out that development planning underpins “*the right to a clean and safe environment*” in the rural areas, which is a legislated mandate enshrined in our Constitution (RSA, 1996a).

This means that specific environmental sectoral legislation is then applied to rural development planning which underpins environmental governance. For instance, the National Environmental Management Act No. 107 of 1998 (and various amendments to this Act) establishes the concepts of developmental planning, environmental governance and provides for structures to facilitate the process of compliance, enforcement.

Regulations guided by NEMA also provide the use of environmental impact assessment (EIA) and other tools such as Strategic Environmental Assessment (SEA) and the considerations of alternatives in development planning. These legislative imperatives paved a path towards building an interdependent relationship between rural development planning and environmental governance in South Africa.

2.4.5 The Integrated Sustainable Rural Development Strategy (ISRDS)

In 2000, rural development programmes in South Africa were guided by linking complex rural systems which take into consideration the social realities, rural livelihood, political ecology and environmental sustainability. This approach proved to be an important path towards bridging resilience thinking, hence the development of the Integrated Governance System (IGS) instituted by the Presidency in 2000. The IGS was the foundation for the establishment, implementation and monitoring of the Integrated Sustainable Rural Development Strategy (ISRDS). The ISRDS was initially announced by the former President of South Africa, Mr Thabo Mbeki, in his 1999 State of the Nation address. The rationale of this strategy was based on the logic that innovative rural planning and implementation should underpin sustainability science and a multi-actor governance process.

This process is the cornerstone of sustainable rural development programmes that can ensure efforts to reduce rural poverty to be effective in the future. It is interesting to note that the 2000 ISRDS policy framework states that there is still disagreement on what constituted rural areas and rural populations, because of ambiguities about the concept “rural” (RSA, 2000: 7). This is because of the homogenous nature of rural/non-urban areas which also includes contrasting geographical areas and populations. Overlaying these differences are a range of discrepancies of ecological and natural resources, human settlement patterns, language and cultural differences, lifestyle differences, and the proximity to or distance from large urban and industrial conglomerates (RSA, 2000:7).

Ultimately, the ISRDS was guided by the criteria of the Demarcation Board’s classification of district councils rather than municipalities to use spatial targeting to identify the 13 rural nodes across the country based on a matrix identifying poverty levels, institutional capacity, access to infrastructure and service delivery (Kole, 2005: 24-25).

Initially, the selection of nodes was based on criteria that resulted in the majority of nodes being in the Eastern Cape and KwaZulu-Natal. A political decision was taken to ensure that there was at least one node in each province with the exception of Gauteng (Kole, 2005: 24-25). The nodes were selected based on the geographic areas with low levels of infrastructure, low economic development and high levels of poverty. This led to four key elements of the ISRDS strategy which were premised on the basis of the following developmental principles (RSA, 2000: 23-27; Olivier et al., 2010 123-124; Kole, 2005: 24-25).

- (1) **Sustainable** -sustainability in this context signifies the importance of “effective and sound participation” at the local government level to ensure that the projects and activities undertaken respond to articulated priorities of rural communities”. To achieve social sustainability entails recognition of the existence of social capital and shared beliefs of rural communities (RSA, 2000: 24).
- (2) **Integration** - this approach refers to the integration of policymakers, communities and other stakeholders, which can be achieved through the development of an “*organolysis*”. This coordination drive was spearheaded by the Department of Provincial and Local Government (PDLG) and the Independent Development Trust (IDT) in an attempt to improve the structure of existing municipal IDP budgets and programmes (Kole, 2005: 25).
- (3) **Rural development**- rural development in this context is a “multi-dimensional” process that is much broader than poverty alleviation. It is improved economic development where rural communities identify and seize opportunities created through the maintenance of key social infrastructure projects (RSA, 2000: 23) and;
- (4) **Rural growth dynamics** – natural resources will always be an important determining factor in rural development. Agriculture need not be the only source of growth. Through the creation of linkages in “expenditure and employment” in tourism, forestry outputs and other primary activities that bring incremental earnings into rural areas can increase growth dynamics (RSA, 2000: 25-27).

Therefore, the advancement of infrastructure and service provision has been identified as a key element in strengthening rural growth dynamics. In a critical assessment of the previous rural development phases, the Presidency issued the 2007 Mid-term Review which identified a variety of indicators. These were economic growth, transformation, employment, poverty, inequality, household and community assets, health, education, social cohesion, safety and security, international relations and good governance. The indicators were used as measuring tools for the implementation and sustainability of rural interventions.

Some of the critical challenges identified by Olivier et al., (2010: 129- 134) in this regard were (1) poor co-ordinated strategies of multi-actors and stakeholders during the planning phase of projects, (2) the lack of a stakeholder's framework and non-provision of implementation guidelines and (3) poor alignment strategies between the national and provincial government to the municipal IDPs to ensure that development is demand and not supply driven. As noted earlier the "concomitant intergovernmental framework" in accordance with chapter 3 of the Constitution (1996a) has led to non-collaboration and ineffective co-ordinated planning of the three spheres of government. Thus ISRDS projects implemented "bore no relation" to IDP's and the needs of the local communities (Olivier et al., 2010: 129-134).

2.5 SUMMARY

It is evident that the path of globalised theoretical rejuvenation of the discourse on development has been debated as more of a structural nature or "endogamous" (Theron, 2008: 2). It is a theoretical path that has influenced the current development theories in the 21st century. The theories have however, evolved from a shift of "development theory and practice" (Schuurman, 2000:7) to post-modernisation and the dependency era and towards "micro-level, people-centred and participatory" development (Davids et al., 2014 17; Theron, 2008: 7).

As a result of the failure of the two past competing development paradigms (modernism and dependency), development practises in South Africa have evolved towards people-centred development which considers their own living context or spaces. Moving beyond the theoretical evolution of development, rural development paradigms have also progressed during the past two decades of democracy. From the Group Areas Act No. 41 of 1950 (RSA, 1950) and throughout the four democratic elections after 1994, rural development has been prioritized as a key focus area in the South African political landscape. The promulgation of the Constitution (RSA, 1996a) further paved the way for the government to ensure that rural South Africans enjoy socio-economic improvement and a better quality of life. In contrast, it should be noted that chapter 3 of the Constitution (1996a) does not contain clear conceptual references to “development”, “rural development” and “sustainable development”. Hence, this has not resulted in an effective strategy to plan and implement development initiatives of the ISRDS at local level (Olivier et al., 2010: 134).

On the other hand, rural development in South Africa is guided by the constitutional legislative framework which recognizes both the “environmental right” and “other fundamental rights” of Section 24 of the Constitution (RSA, 1996a). The above arguments are constitutional imperatives within the South African government context that also gave rise to the contentious debate of a “developmental state”. This democratic agenda was based on the ability of the state to address social change by being inclusive, promote participation, boost economic growth and to be able to intervene in advancing the ordinary lives of the poor (Edigheji, 2010:1-2). Based on the above discussions, the failure of the 1994-1997 development strategies have led to a continued search for an appropriate comprehensive rural strategy that has the ability to address the holistic drivers of change within the South Africa’s development predicament, hence the development of the 2000 Integrated Rural Development Strategies (IRDS). However, the rural development policy – namely, the 2000 ISRDS – has been challenged by conceptual and practical shortcomings (alignment, co-ordination and integration) which have led to the failure of a clear implementation strategy. Therefore, there is still a growing argument for rural programmes to evolve towards being multi-dimensional to integrate economic, socio-cultural and environmental objectives in a sustainable manner (Hlalele, 2014: 462).

Rural policy objectives and goals in South Africa therefore need to relate to the concept of “people-centred development” which encompasses participation, empowerment, maintenance of infrastructure and sustainability in the rural areas. Furthermore, at the core of the humanistic development process, there is an acknowledgment of diverse social realities, economic dilemmas, conflicting political agendas and contentious environmental issues (Swanepoel, 2000:71-75 cited in Theron, 2008:4-5).

This “uncertainty” bring to light that there must be recognition that integrated rural development as a multi-dimensional process should encompass the realization of “wholeness” which takes into account human-nature (basic needs perspective) relations through institutional/sectoral role-players of development and multi-actor stakeholder participation. It is therefore justifiable to state that in relation to integrated rural development practices in South Africa, the success of the implementation of CRDP lies in the ability of public officials, multiple institutions and actors to acquire collaborative governance methods that will exercise authority in a manner that shapes policy outcomes that can provide sustainable public goods and services (World Bank, 2007: 67).

CHAPTER 3: HIGHLIGHTING ENVIRONMENTAL GOVERNANCE

3.1 BACKGROUND

Environmental Governance (EG) in South Africa faces challenges in terms of improving service-delivery, thus this chapter highlights environmental governance as enshrined in chapter 3 of the Constitution (RSA, 1996a) and as a concept established by the National Environmental Management Act (Act 107 of 1998) (NEMA), National Framework for Sustainable Development (NFSD) and as provided for in the Integrated Environmental Management (IEM) framework. These legislative imperatives can promote environmental governance and hold much promise in easing tensions in rural development decision-making processes by guiding the integration, cooperation and alignment strategies. Therefore, governance as a concept that underpins environmental governance will be discussed. Moving beyond, this chapter will also attempt to analyse the multi-actors (state, non-state, institutions) and other stakeholders (etc. public, civil society, NGOs and the sector business) that play a role in enhancing rural development programmes and environmental governance.

There is realisation that “good environmental governance” (DEAT, 2007: 54) has many faces and therefore requires knowledge of social ecological systems in policy content, processes, effects and context (Runhaar, 2006: 34; 37), thus it is necessary to discuss the foundations and elements of “good environmental governance”. The legislative and institutional framework for the management and protection of the natural environment in South Africa is complex, therefore an overview of policy and institutional fragmentation will be provided. In conclusion, a further complexity is that the horizontal institutional divisions are not necessarily the same at provincial level as each province has designed its institutional arrangements for the environment in a different way. Therefore, the chapter will discuss the Integrated Environmental Management (IEM) and Corporate Governance (CG).

3.2 GOVERNANCE

Governance is not a new term but a broad complex term that has been increasingly used in public administration and public policy to highlight government processes that are jointly undertaken by multiple actors. It is a concept with “no globally acknowledged set of phenomena or delineations” (Pierre & Peters, 2005: 2). Yet scholars have been able to find a degree of consensus on numerous perspectives in relation to the concept (Pahl-Wostl et al., 2008: 419- 435). The most prevalent argument states that the government’s role is one of goal-setting and coordination. Therefore, the advent of governance is viewed as “synonymous with the decline of government’s ability to steer society. As a result, certain developing new modes or patterns of governing activities have progressed from the “traditional hierarchical forms of government or public administration” towards the term “governance” (Pierre & Peters, 2005: 2).

Governing of public administration activities involves decision-making as a mandate of government, however, societal needs and expectations have increased. Complex challenges such as poverty or environmental issues are demanding and impossible for government to solve in isolation (Pierre & Peters, 2005: 122-123). This is the reason Wilson et al (2003) argues for co-management as a form of governance which puts emphasis on a multi-level perspective, brings together a wide range of academic disciplines and involves sharing the rights and responsibilities for a particular resource among several actors. This approach of governance usually involves some configuration of the state, various areas of environment and resources and civil society. Governance is therefore broader than government because it refers to a range of non-multi-actors (private, civil society, NGOs) that are geared towards “steering, controlling and managing” (Kotzé, 2012: 71) to “fulfil legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole” (Feris, 2010: 75). Kotzé (2012: 62) describes the role of the analytical manifestation of governance as those “efforts that may be aimed at enlightening and broadening our knowledge on complex issues that relate to the achievement of the ideals of sustainability” and the need for “collective decision-making as an aid for redirecting ourselves towards sustainability” (Navvarrete et al., 2008: 125).

Following the above, the concept of governance is a multi-disciplinary and a multi-textual term applied over a diverse domain of public administration activities or what has been referred to as “new public management” (Kotzé, 2012: 52, 71). The term is therefore also representative of multi-actors (sectoral and institutional role players) in the public and private spheres within the context of development and the environment. In the 21st century there has been a gradual shift from government to governance where “governance relates to the regulation of people’s activities within the environment” (Kotzé, 2012: 155). For instance, this approach enables the role of government to be extended as a catalyst for multi-stakeholder participation in the process and highlights the role of non-state actors in environmental decision-making. This evolving argument is also based on the rationale that the paths towards achieving socio-economic and environmental sustainability requires multi-dimensional forms of governance as a tool for social administration and managing the inter-relationships of different actors to obligate those governed to prevent the ecosystem decline or collapse (Rainham et al., 2008: 173). Governance as a structure provides a framework and as a process it reflects the overriding political realities of any given context. Equally so, systems of governance within the context of the environment and development must be aspiring and progressive. They must also encompass the best qualities of our constitutional and democratic principles such as participation, transparency and accountability. These principles are imperatives for the achievement of good and effective governance (Rainham et al., 2008: 172).

3.3 ENVIRONMENTAL GOVERNANCE (EG)

Environmental governance is defined by Nel and Du Plessis (2004: 183) as a public administrative instrument of the government that encompasses the “collection of executive and legislative processes and functions to ensure sustainable behaviour by all as far as governance of environmental activities, products, services and tools is concerned”. The “collection of executive and legislative processes and functions to ensure sustainable behaviour” is usually conducted by public administrators. It is the realisation that all government spheres and activities, vertically and horizontally are mandated to take “reasonable and other legislative measures” enshrined in Section 24(b) of the Constitution of South Africa (RSA, 1996a).

This definition also puts the emphasis on “ensuring sustainable behaviour” through legislated measures or the notion of “sacrificing the now to avoid a hellish future” (Nel and Du Plessis, 2004: 183). In contrast and according to Feris (2010:76), advocating environmental governance associated with environmental behaviour isn’t enough. There is also a need for advocating a “socialist approach” of environmental governance that appeals to the majority of the poor and unemployed in rural communities in South Africa. As enshrined in the Constitution (RSA, 1996a), the “socialist approach” of environmental governance aims to heal the divisions of the past because it “aspires towards establishing a society based on social justice, democratic values and fundamental human rights”. In addition, environmental degradation impacts those that are disadvantaged on socio-economic grounds in the vast rural areas of South Africa. As argued in Chapter 1, Nel and Du Plessis’s definition relates to decision-making methods of public administrators in South Africa which are still confronted with complex, conflicting and competing requirements, because environmental problems that are influenced by particular social issues, cultural differences, economic challenges, political dynamics and degrading ecological contexts (Feris, 2010: 234-5).

There is also a constitutional and legislative mandate that encompasses the notion of environmental governance in South Africa. Following the above, South Africa’s legal context for sustainable development is also precise in its constitutional commitment in ensuring that decision-making entrenches integrated rural development and environmental governance. As argued in Chapter 2, the functional mandate for environmental governance as far as the case study is concerned lies with the Provincial Eastern Cape Department of Economic Development, Environmental Affairs and Tourism (DEDEAT).

However, there is a lack of skilled administrative staff at provincial level which then impacts on its supporting role to the local municipalities (e.g. the case study area). On the other hand, national rural development projects like the CRDP facilitated by the DRDLR are planned and implemented at local level which is not adequately resourced to align its IDP’s to the provincial and national plans. Multi-actors also influence environmental outcomes through executive and legislative processes (Lemos & Agrawal, 2006: 298).

Environmental governance encompasses a decision-making process and is therefore critical to this process, because it relates to the participation of formal and informal institutional structures that encompass decision-making within the conceptual stages of development planning and resource allocation of rural projects. This means that mainstreaming environmental governance within the context of planning for integrated rural development interventions like the CRDP is hampered by competing needs of rural development. The lack of mainstreaming environmental governance in rural development projects like the CRDP is a missed opportunity because EG is a continuous process that underpins diverse and conflicting interests of multi-actors and stakeholders that may need to be accommodated through a cooperative and coordinated trade-off in the attainment of desired outcomes (DEAT, 2007: 54).

This means that the notions of a “decision-making process” and “multi-actors” and “management” are central. Kotzé (2012: 199) states that environmental is a “management” process executed by institutions and individuals in the public and private sector to holistically regulate human activities and the effects of human activities on the total environment. These processes and mechanisms are embedded and mandated by law to promote the common present and future interest’s human beings hold in the environment”. “Management” as described by Kotzé (2012: 192- 193) is a term that has gradually infiltrated the “public governance realm especially in the form of public management”.

Kotzé (2012: 193) argues that the “new” approach to “public management within the context of the environment” is therefore synonymous with improving service delivery endeavours by state actors and transferring public sector management interests and institutions to the local communities and civil society. The inferences of this debate further relates to management as a “strategy to improve environmental governance” in rural development programmes like the CRDP. It is a perspective of environmental governance which moves away from a top-down and technocratic systems to a holistic governance system that take into account diverse societal perspectives of actors with respect to development and environmental issues.

3.4 GOOD GOVERNANCE AND THE ENVIRONMENT IN SOUTH AFRICA

There are still substantial challenges to improving good environmental governance in South Africa in the new democratic state after 1994. Feris (2010: 76) notes that “environmental governance problems are synonyms with social problems” because of their impact on the poor. Good governance therefore transcends official administrative actions, the political exercise, will and power of any state.

Good governance underpins decision-making that encompasses citizen participation and social justice (Feris, 2010: 76). Hence, good governance practices according to Ferreira-Snyman & Ferreira (2006: 56) refer to an “efficient and accountable public service, independent judiciary, predictable, open and enlightened policy making that is transparent, an executive accountable for actions with strong civil society participating in public affairs” and “eradicating corruption at all levels of government”. Section 195 (1)(f) and (g) of the Constitution (RSA, 1996a) also emphasises the principles of good governance as ensuring that there is transparency and accountability within public administration, which must be fostered through the provision of timely, accessible and accurate information. However, according to Hatchard et al. (2004: 21), rural areas like the Mvezo village in the Eastern Cape where this study has been conducted often remain neglected, marginalised and impoverished. Therefore, good governance in pursuit of integrated rural development is an imperative foundation because of the very socio-economic issues that exist in rural areas of South Africa. Feris (2010:73) signifies the imperatives of good governance in institutions as a mechanism to promote the sustainable development vision in South Africa which has led to the term “good environmental governance”. This debate therefore highlights the “substance of decisions, process and procedures followed especially the issue of consultation of interested and affected parties” and reinforces the notion of the importance of transparency and accountability within the context of the decision-making of public administrators inclusive of civil society and local communities that have multiple competing interests in development matters.

3.5 INSTITUTIONAL STRUCTURES IN DEVELOPMENT AND ENVIRONMENTAL GOVERNANCE

In practice, complex environmental problems confronted by the Eastern Cape are rarely a responsibility of one agency, organizational unit or individual (Müller, 2007: 22). There must be a drive towards governance models that integrate the facilitation role of the state and participation of non-state actors in rural development interventions like the CRDP.

These environmental governance models aim to enhance social equity, foster improved understanding and acceptance of participatory approaches that strengthen decisions and empower ordinary rural communities in natural resource management and governance. As De Loë et al., (2009: 13) point out, these models are also based on issues, contexts and the combination of “generic models of governance in environmental policy which are most appropriate” (e.g. state and non-state actors, adaptive and redundant institutional arrangements, civil society and rural communities). However, when it comes to sustainable rural development in South Africa, a lot must still be achieved beyond constitutional considerations. Runhaar et al., (2006: 34) point out, there must be motivation to operate in an enabling “multi-actor policy context”.

This means that although government is a critical role player in facilitating rural development, multi-actors outside of government are equally significant. This debate is in line with rural policy shift emphasised in the CRDP which focuses on increased demand for “multi-dimensional, people-centred and participatory” development (Davids, 2009 17; Theron, 2008: 7) to address the socio-economic service delivery needs and aspirations of its citizens, especially the rural poor. In recognising the constitutional imperatives, the thinking of environmental governance principles and the complexity of social and economic issues in South Africa, the framework in figure 1.4 is adapted from Edigheji (2007; Evans & Raunch, 1999; Henderson, 2003 in Davids, 2014: 46). This framework highlights the relevance to rural development and environmental policy within the context of diverse institutional framework in South Africa.

This framework also gives effect to good governance, active democratic citizenship and participation as practices of a developmental state (Edigheji, 2005 cited in Dikeni, 2013: 39). Thus, it conforms to the notion that decision-making is a legislated imperative that compels public administrators of all spheres of government to conform to democratic principles of governance and adhere to values such as transparency, accountability and participation (Feris, 2010: 73-75; Du Plessis, 2006: 7). Multi-actors and institutions (international and local) have the responsibility to ensure that there is meaningful participation of local rural communities in matters of rural development and natural resource management through inclusive, coordinated and integrated administration processes.

Figure 1.4 Institutional structures in Rural Development and Environmental Governance

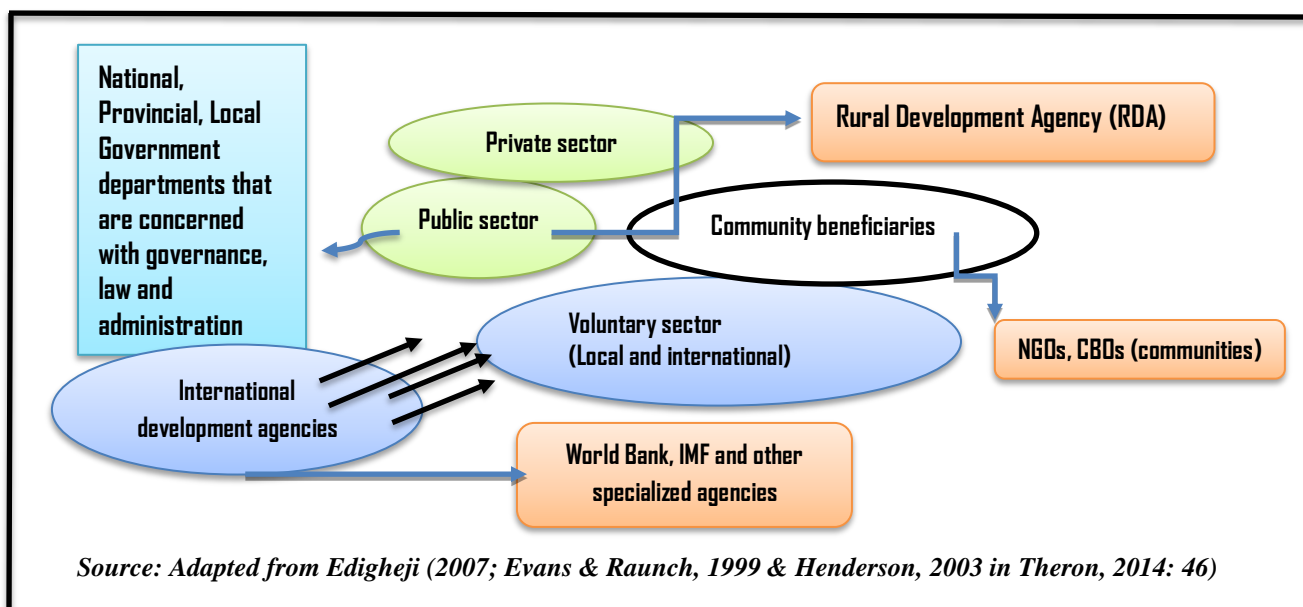


Figure 1.4 also acknowledges the conspicuous role that local social actors, especially those in the rural communities, have the capability to play in the governance of natural resources. The aim is to achieve collective action in the realm of public affairs, in conditions where it is not possible to depend on the authority of the state.

3.6 CHALLENGES OF ENVIRONMENTAL GOVERNANCE IN SOUTH AFRICA

The majority of South African disadvantaged rural communities rely on renewable and non-renewable natural resources, e.g. water supply and bio-fuels (trees, shrubs, cow dung) for cooking and other services that ecosystems provide. Environmental management in rural development programmes such as the CRDP have proved to be a challenge during planning and implementation of rural projects.

3.6.1 Policy and Institutional fragmentation

As discussed in this chapter, environmental governance is a complicated phenomenon in South Africa, partly due to a fragmented policy and institutional legislative framework that lacks clarity in the division of roles and responsibilities across the three spheres of government. Given the cross-cutting nature of rural development and environmental issues in the Eastern Cape, there is a further complexity within the horizontal institutional divisions that are not necessarily the same at provincial level. For instance, each province has designed its institutional arrangements for the environment in a different way. In addition, environmental management responsibilities are also allocated to a wide range of agencies, resulting in fragmented and uncoordinated functional institutional roles and responsibilities. For example, one province may locate conservation within agriculture, while another may locate conservation with environmental management and planning. This is a dilemma that contributes to “bureaucratic administrative patterns and behaviour that gives rise to duplication and overlap of public administrative processes and procedures” (Kotzé, 2006: 94). It is significant to note that sustainable development as a concept entails the realization of “needs, justice, equity, balance and integration” and the “idea of limitations imposed by the state on the environment’s ability to meet the needs of present and future generation” (WCED, 1987: 43). This means that land use planning and environmental procedures must be followed when a decision is taken whether to permit a certain development or not (etc. Mvezo access road and bridge project). At times these procedures duplicate one another, at times there is uncertainty as to which of a number of procedures must be followed and at times it is difficult to ascertain who is the responsible authority.

The South African Environment Outlook (DEAT, 2006) is a policy guide document that addresses issues of environmental policy fragmentation as a means of supporting sustainable development at national level. A range of policy reforms have also been underway to deal with the conflicting relationship between the economy and the environment. That is why, the very nature of environmental governance according to Kotzé (2006: 99) is a legislative measure that is based on a requirement for all line functions of the various spheres of government in collaboration with other organs of state to establish and enforce a single and shared subject matter (the environment and development).

Kotzé (2006: 23) provides a critical overview of institutional fragmentation. Kotzé (2006: 98) states if we are to confront the challenge of policy and institutional fragmentation, the legislated establishment of a “lead administrative agent” which is “centralised and integrated” to coordinate the roles, responsibilities and functional mandates of all environmental matters” is imperative. This approach must give priority to policy issues of well-being and poverty alleviation as key developmental challenges. Notwithstanding the fact that the environment (ecosystem) is an essential pillar for sustaining human survival and rural livelihood as well as the well-being, cultural diversity and economic prosperity especially for rural communities. It gives support to an argument that eliminating policy fragmentation through an integrated approach and co-operative governance efforts can be the key overriding objective of sustainable development and sustainability (Obadire et al., 2013: 274).

3.6.2 Mainstreaming Environmental Governance through Integrated Environmental Management (IEM)

From a governance development perspective in South Africa, the greatest challenges of the public sector in delivering public goods and services to vast disadvantaged communities still persist because of the lack of cooperation and integration of development programmes and environmental considerations within the different spheres/pillars of government.

The strategies that govern local rural community participation within the context of natural resource management are broadly defined and poorly coordinated with ambiguous and unclear roles and responsibilities (Fabricius & Koch, 2004: 20). The evident lack of local government participation and civil society participation was referred to as “participation by objection” and on the other hand, it undermined the organised multi-stakeholder views that needed to be highlighted and considered seriously (Rossouw & Wiseman, 2004: 134-139).

Therefore, the main purpose of IEM is to reunite conflicting interests and concerns (social, democratic, environmental, political, physical, cultural and economic). Even though the term IEM is provided in section 23(1) of the National Environmental Management Act 107 of 1998 (NEMA) and in the Second Amendment Bill, 2003, Nel and Du Plessis (2004: 181) cautioned that there is no clear strategy for “alignment and integration of the environmental authorisation processes within various spheres of government”. This means the term IEM was coined to emphasize an integrated approach in mainstreaming environmental considerations into all stages of development planning cycle for policies, programmes, plans and projects. Kotzé (2012:159) further stresses that IEM is an “integrated strategy in pursuit of alignment of the current status quo of disjointed policy framework, tools, instruments and governance structures”. Therefore “integration” is a fundamental value of IEM. The argument is supported by Nel & Du Plessis (2004: 189) with a comprehensive broad overview of IEM and state that it enhances the “integration of the various environmental management governance mechanisms through the “harmonisation of environmental governance tools and processes that further promote the alignment and co-ordination of environmental legislation between the different spheres of government”. However, Nel and Du Plessis (2004: 184-186) caution that the term IEM is a concept that has been subject to being manipulated and used in “a loose sense when referring to an alignment of environmental governance efforts”. Nel and Du Plessis further expand this argument by stating that, the conceptualisation of the term “alignment” in this sense may not necessary refer to “integration” but rather “institutional, policy, project and decision-making alignment” within the context of environmental matters. Regretfully, after two decades of environmental reforms in South Africa, the principles of IEM have not been adequately integrated into development programmes and projects from the national sphere to the local governance level.

Clearly a majority of the disadvantaged and poor South African population like the Eastern Cape still regard environmental management as a luxury compared to more pressing needs related to poverty, unemployment, food, shelter and security. Moving forward, Stead, Geerlings & Meijers (2003: 188) identified that “co-operation, open dialogue and information, coherence, co-ordination, consistency and transparency are key in enhancing integration at local level. However, these principles should be supported by “inter-organizational coordination; inter-organizational collaboration; intergovernmental management and network management” (Stead, Geerlings & Meijers, 2003: 188).

3.7 ENVIRONMENTAL GOVERNANCE AND COOPERATIVE GOVERNANCE (CG): TOWARDS A COMPREHENSIVE APPROACH OF RURAL DEVELOPMENT PROGRAMMES

Nel and Du Plessis (2004: 184-186) argue that on numerous occasions, IEM or environmental governance is achievable through “co-operative governance” between the three spheres of government. In other words, the authors suggest that these two terms are deemed to be mutually “interrelated and inter-dependent”. This means that a cooperative relationship enhances cooperative governance because all spheres of government as mandated in Chapter 3 of the Constitution (1996a) are involved. The researcher further argues that cooperative governance must also underpin a comprehensive approach of rural development programmes like the CRDP. This implies the adoption of a development path that improves the quality of life of the present generation, while leaving future generations with at least the same capacity and options for development. As a term that is integrated into multiple governance processes and through the application of chapters 3 and 2 of NEMA, co-operative governance emphasises the need for long-term vertical, horizontal and structural planning for all sectors at all levels (public and private). It is promoting coordinated governance efforts in rural development programmes within the three-tier government system of a learning developmental state like South Africa as enshrined in Sections 40-41 of Chapter 3 of the Constitution (1996a). Section 40(2) of the Constitution (RSA, 1996a) strengthens these linkages to co-ordination across all sectors (public and private).

Eventually, cooperative governance lays a concrete foundation for cooperative development planning and implementing rural development strategies and programmes like the CRDP. For instance, developing co-operative relationship also takes into account the vertical, horizontal planning policies of local, provincial, national governments that may become fragmented. Cooperative governance takes cognisance of the fact that the three-tier government system (national, provincial and local spheres) is distinctive, interdependent, and interrelated. Integrated rural development is possible through cooperation and coordination that is facilitated by governance structures and eventually addressing both environmental concerns and development needs.

3.8 SUMMARY

It is clear that the term governance is a multi-dimensional concept that progresses to new modes of forms of governing activities or public administration. Governance also refers to the regulation of people's activities within the environment. The majority of South African disadvantaged rural communities in Eastern Cape rely on renewable and non-renewable natural resources, e.g. water supply and bio-fuels (trees, shrubs, cow dung) for cooking and other services that ecosystems provide. As discussed in this chapter governance is a more inclusive term than government which must ensure the sustainable cooperative relationship and participation of multi-actors, namely the government, the private sector, and civil society and local communities.

Environmental governance within the context of rural development as an extended new mode of governance also moves away from a top-down and technocratic systems to a holistic governance system that take into account diverse societal perspectives of actors with respect to development and environmental issues. Environmental management in rural development programmes such as the CRDP have proved to be a challenge during planning and implementation of rural projects. This is due to competing modes of development, lack of skills at provincial and local level of government.

Through good governance practices in South Africa, it is clear that the conceptualization of environmental governance (EG) encompasses “decision-making executed through diverse formal and informal institutions and by multi-actors that are mandated by law to promote present and future interests of environment (Kotze, 2012: 199). There is also the realisation that environmental challenges are complex and can never be tackled in silos. In South Africa, public administrators are constantly being challenged which has led to public protest action led by non-governmental groups. Good governance practices is therefore an essential catalyst as it entails the inclusion of various multi-actors and institutions with divergent competing needs to promote citizen participation, transparency and access to information.

Environmental governance in South Africa is a legislative process. Therefore, integrated environmental management (IEM) is the underpinning framework for EG that requires all line functions of the various spheres of government and other organs of state to “establish and enforce a single and shared subject matter (environment)” (Kotzé, 2006: 99). In South Africa, cooperative governance is a Constitutional imperative. Various formal and informal cooperative environmental governance structures have been created to facilitate a co-operative relationship between the three spheres of government by harmonizing development and the environment. However, policy and institutional fragmentation is still a barrier to effective environmental governance in South Africa (Kotzé, 2006: 20).

Public administrators are challenged in creating an enabling environment for effective co-operative governance and intergovernmental systems of various government activities. This dilemma therefore poses a challenge in ensuring “effective, transparent and accountable processes aimed at delivering sustainable rural services as principles of good co-operative governance”. Finally, the National Environmental Management Act (107 of 1998) (NEMA) (RSA, 1998) is a constitutional imperative that acknowledges the “horizontal, vertical and structural fragmentation” of environmental governance in South Africa. This argument therefore necessitates a governance system of co-operation, co-ordination, alignment and integration which enhances decision-making in the planning and implementation of environmental policies across and between the spheres of government in South Africa (Obadirie et al., 2013: 274; Nel & Du Plessis, 2004: 184).

CHAPTER 4: SITUATIONAL ANALYSIS OF THE COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME (CRDP): The case of Mvezo access road and bridge project in the Eastern Cape

4.1 BACKGROUND

The study evaluates the 2009 Comprehensive Rural Development Programme (CRDP) through a case study and highlights environmental governance in the Eastern Cape. As a building block to evaluate the Mvezo access road and Bridge project as our case study and in constructing a theory-driven approach, **Phase 1** of this chapter unpacks the Comprehensive Rural Development Programme (CRDP, 2009) as a policy initiative of the South African government. The CRDP situational analysis establishes the background for the development of the logical framework that will be used for the evaluation. The chapter will provide an overview of the three-pronged CRDP framework namely; agrarian transformation, rural development and an enhanced land reform programme (DRDLR, 2009: 9b). The focus will be the rural development pillar of the framework, hence the description of the Mvezo access and bridge project as the case study area in phase 2. The discussion will clarify the role of development programmes and projects as instruments within the public policy process.

The chapter will also provide a brief discussion of stakeholder management and the institutional arrangements of the CRDP. The rationale is that the CRDP is a cross-cutting national programme that requires interaction between multiple actors, the three spheres of government and stakeholders both within and outside government during planning and implementation of projects.

Phase 2 of this chapter will provide a description of the case study area, covering the population dynamics, livelihood strategies, living standards and key environmental challenges of the study area.

Phase 3 will give an account of the various data-collection activities.

4.2 Phase 1: THE COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME-2009 (CRDP)

The South African government embarked to improve the quality of rural services efficiency and effectiveness to redress a legacy of poverty and inequality. This effort was informed by the 2009 programme of action which was to ensure the delivery of a broad and compassionate service delivery strategy as a realisation of constitutional human rights. Rural development in South Africa is “one of the key foundations of a developmental state” (Olivier et al., 2010:101). Sections 24 and 27 of the Constitution (1996a) establish the framework for rural development. The constitutional provisions guide the implementation of the Comprehensive Rural Development Programme (CRDP) which is driven by the Department of Rural Development and Land Reform (DRDLR). The Medium Term Strategic Framework (MTSF) 2009-2014 describes rural development as one of its ten priority areas. The three main objectives of the MTSF were to half poverty and unemployment by 2014; reduce inequality through the equitable distribution of the benefits of economic growth. From ten key programmes stipulated by MTSF, Rural development and sustainable resource management use have been identified as two key national programmes that will be implemented in meeting the objectives of the MTSF (The Presidency, 2009:2-3; Olivier et al., 2010:101;136).

In relation to “departmental functions and priorities, rural development is driven by DRDLR and is a concurrent national and provincial functional domain” Olivier et al., 2010:101; 115). The Department of Water and Environmental Affairs administers NEMA and is mandated with the responsibility of sustainable resource management and other matters relating to sustainable development and environmental governance. As discussed in Chapter 3, there is a constitutional and legislative mandate that encompasses the notion of environmental governance in South Africa. The CRDP is a multi-dimensional rural intervention to improve the livelihood of rural communities, thus it is also important to note that in the face of complex environmental challenges in South Africa, the decision-making process of the CRDP social infrastructure project like the Mvezo access road and bridge project in the Eastern Cape must be steered by governance principles of sustainable use of natural resources.

This approach also signifies that all government spheres and activities, vertically and horizontally are mandated to take “reasonable and other legislative measures” enshrined in Section 24(b) of the Constitution of South Africa (RSA, 1996a). The CRDP is an innovative and a comprehensive strategy to integrated rural development which aims to achieve social cohesion and the development of rural areas by ensuring improved access to basic services, enterprise development and village industrialisation. The vision attached to the DRDLR is to prioritize “vibrant, equitable and sustainable rural communities and food security for all” (DRDLR, 2009b: 9). As an integrated three-pronged strategy, the CRDP framework is driven by:

- Agrarian transformation which is a broad-based improvement of the scale of agricultural production;
- Rural development which is based on strategically improving economic and social infrastructure, public amenities and facilities (e.g. clinics, libraries, ICT centres, all-weather roads, recreation facilities, sanitation, water infrastructure, and housing) and;
- Enhanced land reform programmes which emphasises on the restitution processes, redistribution and the reform of land tenure arrangements.

As argued in Chapter 1, it is not the intention of this study to evaluate the broader 2009 CRDP framework. The CRDP social infrastructure project that has been selected as a case study is the Mvezo access road and bridge project that links the Mvezo Village to the N2 in the Eastern Cape. This social infrastructure project is viewed as a progressive move towards the delivery of social infrastructure in rural areas of the Eastern Cape. There are nine provinces in South Africa. The largest rural population of 86% reside in Limpopo, 61,2% in the Eastern Cape 61.2% and Mpumalanga with a rural population of 58.7% (Stats SA 2001:8). The South African rural areas are characterised by poverty and underdevelopment especially in the Eastern Cape. This phenomenon is attributed to the lack of basic services, spatial inequality, social ills, poor health services and environmental degradation (Olivier et al., 2010: 137). The CRDP is therefore viewed as a broad based national strategy to fight poverty, hunger, unemployment and lack of development in rural areas.

The DRDLR (2009: 9b) conceptualises the CRDP as a strategy that should “transcend the dichotomy between rural and urban, where participatory processes will eventually empower rural communities to take charge of their destiny through their own experiences and initiatives” (Olivier et al., 2010: 137). The researcher argues that a solution driven strategy to confront the rural-urban divide must be based on a holistic and integrated approach to enhance linkages of development planning which can promote growth through the flow of resources from the urban context to the rural where they have the largest net economic and social benefits. As stipulated in its strategy, the CRDP is a significant undertaking of the South African public administration with the aim to improve and the effectiveness and efficiency of rural service delivery. Programme evaluations are one means of achieving policy objectives which is to improve rural service delivery. The core of the study is to evaluate the CRDP through a case study and highlight Environmental Governance in the Eastern Cape. However, the monitoring and evaluation (M&E) of outcomes of public programmes like the CRDP in the South African government has not been a prominent feature. Labuschagne (2014: 3-4) notes that the design and the lack of an integrated approach of the South African Government Wide Monitoring and Evaluation System (GWMES) of rural development is confronted by various challenges in particular the absence of indicators.

Hlalele (2014: 462) further states that current rural development trends in South Africa are unsustainable. This is based on an ongoing “rurality” conceptual debate over the past two decades that impacts on the manner in which rural development interventions are planned, resourced and evaluated in South Africa. “Rurality” in this context is viewed as subsistence farming practises that encompasses land and livestock cropping. The “rural” concept debate has therefore gained momentum amongst various researchers in this field of rural development (Hlalele, 2014; Goldman & Reynolds, 2008; Sibanda, 2012; RHAP, 2014). Scholars involved in this debate argue that even though “rurality” is the underpinning concept in “rural development strategy and governance (Sibanda, 2012: 618) like the CRDP, the very concept of “rurality” lacks a “clear definition, categorisation and an in-depth analysis in relation to the rural-urban context”. In addition, this dilemma is further followed by rural settlement system which is a cause for an improper “rural” categorisation and misguided “rural” policy formulation in South Africa (Van Huysteen et al., 2010: 4; RHAP, 2014: 5).

The challenges facing rural areas in South Africa is the unsustainable use of natural resources, poor socio-economic infrastructure and services, inadequate public amenities and government services, lack of access to clean water or water resources, low literacy and skills levels, decay of the social fabric and decline of indigenous cultural values. On the government front, there is lack of a strategic capacity to drive the sustainable development vision. In this light, the CRDP is an intervention that is aimed at bringing positive development change in the current state of affairs of the rural people of South Africa. This change has been argued to constitute the “well-being” of society, encompassing social justice, fundamental human rights and acceptable standard of living of the rural communities in accordance with our constitutional framework as a supreme law of the country (Olivier et al., 2010: 109; Kotzé, 2012: 63).

4.3 THE CRDP AS AN INSTRUMENT FOR PUBLIC POLICY INTERVENTION

Public policy interventions in South Africa are implemented as programmes. The CRDP is therefore a public policy instrument. The CRDP is a rural programme consisting of different government activities attempted at various levels of government. In this particular context, the Mvezo access road and bridge project was led by the national department, however, planning and implementation was done at a local government level through a collaborative “authoritative action especially when initial conditions are created” (De Coning & Brynard, 2006: 182).

Hence the choice of our case study which is one of the CRDP project in the Eastern Cape. In highlighting environmental governance in the study, the researcher argues that land use planning and implementation involves participation of multi-actors and the use of tools that will inform decision-making (i.e. political, economic, social, environmental and/or institutional) in order to achieve anticipated outcomes. As argued in Chapter 3, firstly, environmental governance in South Africa is a legislative process. Secondly, good governance practices is therefore an essential catalyst as it entails the inclusion of various multi-actors and institutions with divergent competing needs to promote citizen participation, transparency and access to information.

4.4 INSTITUTIONAL ARRANGEMENT AND STAKEHOLDER MANAGEMENT STRATEGY OF THE CRDP

As a cross-cutting programme, the CRDP is based on a complex set of partnerships with multiple stakeholders both within and outside government. Budgeting, planning and implementation of projects cut across different departments and the three spheres of government. The achievement of the objectives of CRDP projects that are planned and implemented at a local government level can only be realised if there is effective institutional arrangement and stakeholder management strategy. According to the DRDLR (2013: 13-14), the CRDP is facilitated by a complex set of interrelated institutional arrangements, as indicated in Table 1.3. DRDLR is further responsible for taking the lead in co-ordinating and facilitating CRDP planning and implementation at a local government level. The Rural Development Agency (RDA) instituted by DRDLR will eventually drive co-ordinated planning, resource mobilisation, monitoring and evaluation with regard to CRDP projects.

Table 1.3 Institutional Arrangement and stake of the CRDP

| | |
|----------------------------------|--|
| • The Council of Stakeholders | • Government departments, business, NGOs, traditional leaders, community and ward committees |
| • Political champions | • President of the Republic of South Africa |
| • National champions | • Minister of the DRDLR |
| • Local champions | • MECs, local and district mayors |
| • Technical champions | • Director-General and Head of Department in the province |
| • District Implementation Forums | • Municipal managers, ward representatives, representative from Council of Stakeholders and chaired by district mayors |
| • Provincial coordinating Forum | • District mayors, Heads of Departments and chaired by the MECs |
| • Operational groups/ households | • Cooperatives and enterprises |
| • Interdepartmental structures | • Multi-sector committees, service delivery agreements and strategic partnerships |

Source: DRDLR (2013: 13–14)

The DRDLR (2013: 15) further provides the following list of strategic partners of the CRDP:

- Relevant government departments
- Development Bank of South Africa
- Independent Development Trust
- The Land Bank and
- Commercial banks.

The formulation of the CRDP underpins a negotiated charter and an integrated delivery agreement that was established as a result of collaborative efforts of committed key multi-stakeholders which in most cases involved all spheres of government and a range of partners outside government. The collaborative governance efforts of the above multi-stakeholders are necessary to realise the objectives of the CRDP. The collaborative governance efforts are also a result of an annual review of the Delivery Agreement and Programme of Action for outcome 7, held on 6 and 7 October 2011, which stated that “public agencies will form the core of the implementation forum which will drive achievement of this outcome, supported by strategic civil society partners. The implementation forum will consist of the coordination department (DRDLR), co-chair (DAFF) and other core departments. Supporting departments and stakeholders will form task teams per output. The task teams will include other departments and stakeholders from other outcome forums as and when necessary”. Multi-stakeholders will participate in project delivery which will produce mutually agreed-upon outputs that in turn contributes towards the achieving outcome No 7. Ellefson, Mouton and Kilgore (2002: 8-9) state that positive outcomes are a result of diverse individual entities which can foster flexibility, adaptability and adjust to complex budgetary conditions. Through the application of effective intergovernmental relations, the new thinking within the CRDP is premised on its strategic objective, which is to facilitate integrated development and social cohesion through participatory approaches in partnership with all sectors of society. The stakeholder management strategy of the CRDP should be based on the constitutional recognition of the requirements of the co-operative governance championed and facilitated by the Department of Rural Department and Land Reform (CRDP, 2009: 22-25).

4.5 PHASE 2: THE DESCRIPTION OF THE STUDY AREA

The rural areas of South Africa are an important aspect of a progressive democratic state. Hlalele (2014: 462) alludes to this argument and states that “as long as a nation's rural life is vigorous it possesses reserves of life and power, which nourish, nurture, promote and sustain humanity.

The study area is the CRDP newly constructed Mvezo road and bridge project at Mvezo Village located in the King Sabata Dalindyebo (KSD) Municipality in the Eastern Cape. These interlinked CRDP projects are located within the jurisdiction of King Sabata Dalindyebo (KSD) Local Municipality, which is located within the OR Tambo District Municipality in the Eastern Cape Province. The Eastern Cape Province, situated in the south-eastern part of the country, consists of 45 municipalities and is one of the nine provinces in the country. The Eastern Cape Province is bordered by 6 district municipalities: Cacadu, Chris Hani, Joe Gqabi, Alfred Nzo, Amatole and OR Tambo (see Figure 1.6). The article titled “Bhisho Bridge set to connect rural E Cape communities” dated the 23rd June 2013 and produced by government communication (GISC) published in the Vukuzenzele newsletter stated that the construction of the Mvezo access road and bridge project was commissioned in 2010 by Minister Gugile Nkwinti of Rural Department and Land Reform.

The CRDP newly constructed bridge will link Mvezo village which is situated in King Sabata Dalindyebo Municipality to Ludondolo village on the other side of the Mbashe River. The aim of Mvezo access road was to connect to the new 10-kilometre tar road that will link Mvezo with the N2, thus reducing the distance between this area and East London, Mthatha and Idutywa by more than 50 km. This meant that the distance to Qunu village, where the late Madiba used to live, will be shortened, thereby enabling many local and international tourists to visit the birthplace of this world icon.

The historical village of Mvezo would act as a catalyst for economic activities and improve access to services in the area including electricity, water, flush toilets, roads, entertainment, sport centres, shopping centres, schools, and agricultural production. In evaluating the case study area, controversial issues of the Mvezo Bridge and access road were brought to light.

Branching off from a national road (N2) and travelling a relatively short distance, the newly paved road did not seem to adequately serve the purpose and fulfil the objectives of the project based on the following reasons. The newly developed paved Mvezo access road has been constructed and stretches up to the entrance gate of Chief Mandla Mandela's Mvezo Great Place only. As per the objectives of the project, the new access road does not proceed to the east towards Elliotdale and north towards Nelson Mandela's birthplace in Qunu (See figure 1.5). The article of Daily Despatch titled "Bhisho fails to honour pledge to link Mvezo Great Place to Elliotdale" published on the 15th August, 2016, indicated that the CRDP project "failed to deliver on its promise to extend a paved road stretching from Mandla Mandela's Mvezo Great Place east to the town of Elliotdale, and north to Nelson Mandela's birthplace in Qunu".

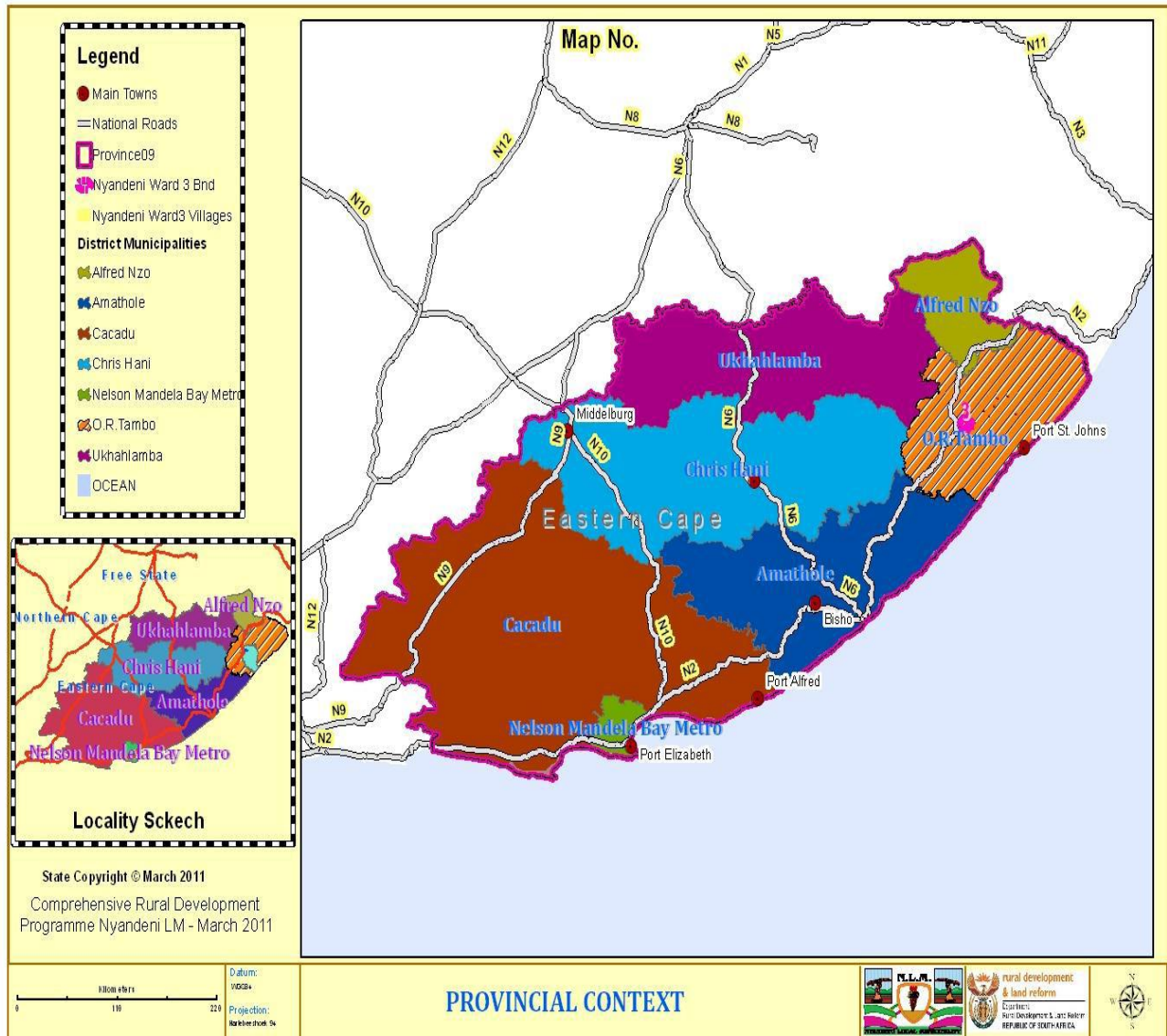
Figure 1.5: The graphic depicting the construction of a paved road in Mvezo Great Place



Source: *The Daily Despatch* (15th August 2016)

The construction of the Mvezo Bridge and access road project was completed in 2014 as a result of the CRDP national rural interventions driven by the National Department of Rural Development and Land Reform (DRDLR) as mandated by the President of South Africa.

Figure 1.6: The map showing the provincial context of the Eastern Cape

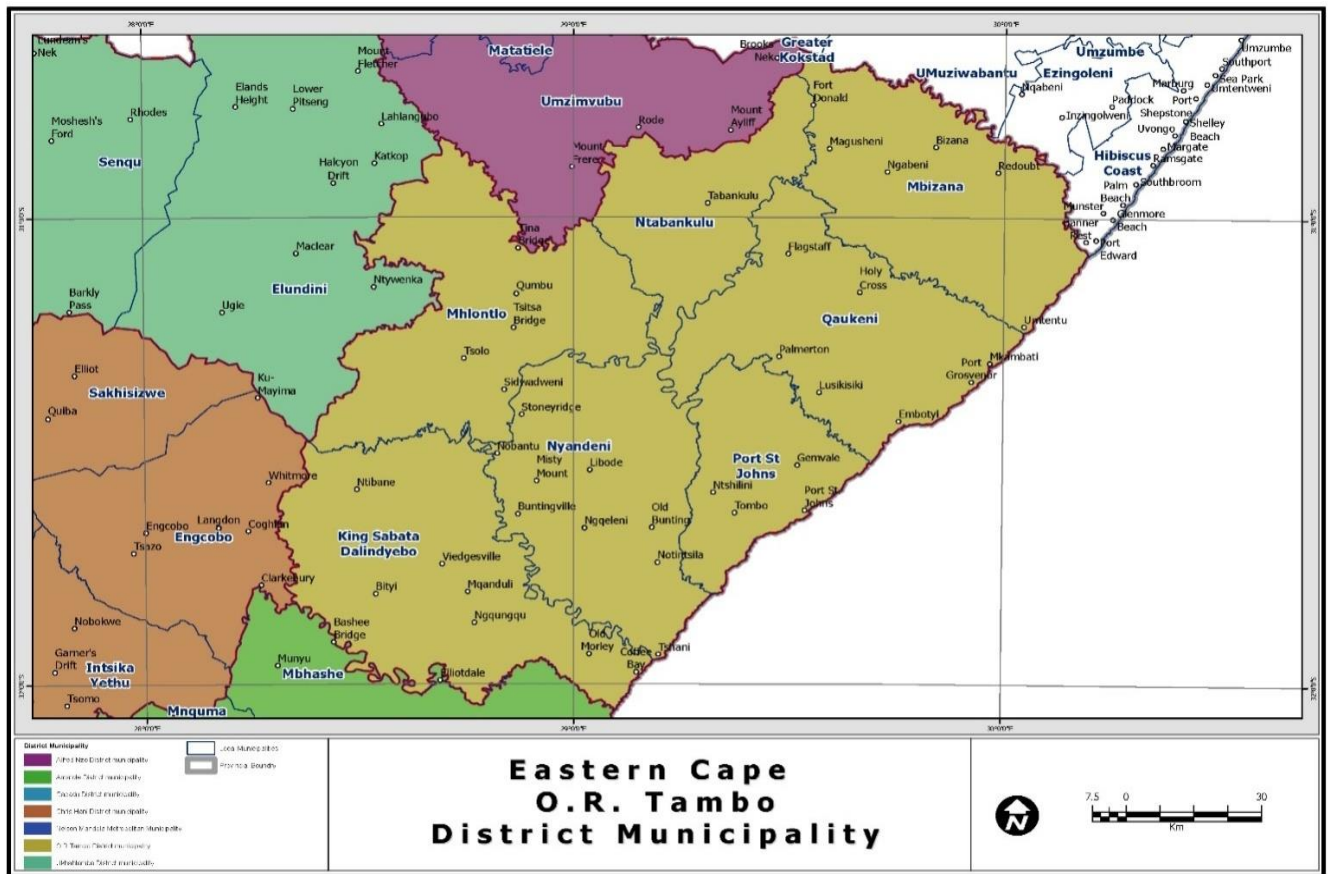


Source: CRDP (2011: 8) Status report

4.5.1 Geographical area of OR Tambo District

The study area is located within the jurisdiction of King Sabata Dalindyebo (KSD) Local Municipality, which is located within OR Tambo District Municipality in the Eastern Cape Province. OR Tambo District Municipality occupies a strategic geographical position within the Eastern Cape Province (See Figure 1.7.). It is located on the east coast of the Indian Ocean (the Wild Coast) with the Mahlahlane and Basiya mountains in the west, and extends from the Umthamvuna River in the north to the Mbashe River in the south of the Eastern Cape.

Figure 1.7: The Map showing the Geographical Area of OR Tambo District



Source: CRDP (2011) Status report

OR Tambo District Municipality is bordered by the Alfred Nzo District Municipality to the north, the Joe Gqabi District Municipality to the north-west, the Chris Hani District Municipality to the west and the Amathole District Municipality to the south-west. From east to west the district measures 170,143 km, and north to south it measures 121,725 km.

4.5.2 Population Dynamics of OR Tambo District Municipality

ECSECC (2014: 23-24) states that since 2004, the OR Tambo district population has been escalating at an annual rate of about 1 percent. An in-depth analysis of the population and spatial demographic dynamics is fundamental for future planning of rural interventions like the CRDP. Without a consideration of demographic profiles, it becomes difficult to plan or forecast future development scenarios. The total population of OR Tambo District is 1,740,664 as reflected below in Table 1.4 and has the second highest population of all the districts in the Eastern Cape. This represents a high population density of almost 90 people per square kilometre.

Table 1.4: Population Dynamics of OR Tambo District Municipality

| Name of the District | Rural towns | Estimated Population | Estimated Population Distribution (%) |
|------------------------|--------------------------|----------------------|---------------------------------------|
| King Sabata Dalindyebo | Mthatha and Mqanduli | 429 413 | 25% |
| Nyandeni | Libode | 294 379 | 17% |
| Mhlontlo | Tsolo and Qumbu | 212 850 | 12% |
| Port St Johns | Port St Johns | 152 166 | 9% |
| Ntabankulu | Ntabankulu | 128 022 | 7% |
| Mbizana | Mbizana | 255 274 | 15% |
| Ingquza Hill | Flagstaff and Lusikisiki | 268 560 | 15% |
| TOTAL | | 1 740 664 | 100% |

Source: Stats SA (2001)

The racial composition indicates that black South Africans are by far the majority in the OR Tambo District accounting for an estimated 99.2% of Blacks, with Asians at 1.4%, Coloureds at 0.4 % and Whites at 0.1% (ECSECC, 2014:24). OR Tambo District is predominantly a rural region with geographically spread-out homesteads of what used to be a marginalised homeland in the Transkei with seven local municipalities that constitute several rural towns (See Table 1. 4.). The Socio-Economic Profile Report compiled by ECSECC (2014: 23-31) states that rural poverty remains high, complex and multi-dimensional in the rural Eastern Cape. One of the important indicators of poverty in a municipality is the number of households with an income below the minimum living level.

The number of households in South Africa has risen at an annual average rate of 1.1 percent per annum since 2005. The number of households in OR Tambo District Municipality has also marginally increased at a rate of 0.8%. The Human Development Index (HDI) of OR Tambo Municipality stands at 0.46. (ECSECC, 2014: 24-31).

The twenty-year review on Rural Transformation (1994 – 2014) further states that the inequities of rural spatial settlement patterns in South Africa are still entrenched. Poverty is also a contentious concept to define, which has led to researchers adopting two approaches, namely the poverty-line and the access-to-services approach. It is estimated that 21 million people still live in poverty in South Africa even though there has been a noted decline of -0.1 percent. Nevertheless, there are an estimated 3.8 million people who are poor in the Eastern Cape. This means that 55 percent of the province's population are living in poverty. However, the researcher further cautions that poverty should not only be seen through an economic lens, but be critically observed through spatial rural settlements and rural towns that border the OR Tambo District Municipality which are characterised by large uneven settlement patterns that are also subjected to low level of services (The Presidency, 2014; ECSECC, 2014: 23). Even though the CRDP is part of a post-2009 active policy development with massive financial support for rural development (social grants, healthcare, education, electricity, water, sanitation, housing and infrastructural development), rural people's livelihood in the Eastern Cape is also improving slowly.

4.5.3 Livelihood strategies and living standards

As stated above, the inherited structures of colonialism, apartheid and the Bantustan economies are still reflected in the development settlement patterns of local municipalities that border the OR Tambo District Municipality. This relates to the unequal land ownership patterns and extent of non-arable land. The areas of the OR Tambo District Municipality are mostly under communal land tenure. As a major source of food and for alleviating poverty, the small-scale agricultural sector has also historically been a key economic contributor towards sustaining the living standards in the district. The smallholder agriculture farming in the OR Tambo District area is mostly focused on various points of agricultural development (etc. open grazing livestock, maize production, vegetable production, livestock improvement, poultry and citrus fruit).

The Eastern Cape is currently confronted with high unemployment across all sectors. Even though it has the highest net out-migration, the official unemployment rate has remained around 30 percent for more than 15 years. In addition, the job scarcity crisis is exacerbated by the shortage of critical skills. The ability to understand the complex manifestations and characteristics of poverty across age and gender lines is of importance. However, it is also critical to note that environmental injustice and environmental conditions (land degradation, soil erosion, water scarcity and drought) in rural areas are still having a detrimental effect (ECSECC, 2014: 38).

The livelihood strategies of the Eastern Cape should go beyond small scale farming. Improved social infrastructure has multiple links to poverty reduction and in enhancing worker productivity. Public investments in social infrastructure like the Mvezo access road and bridge project can have a significant impact on economic growth and poverty alleviation in rural areas of the Eastern Cape. The DRDLR in collaboration with other key stakeholders can also implement skills development programmes that can provide skilled rural workers for infrastructure maintenance, waste management, landscaping planning and grounds maintenance in rural areas.

4.5.4 Key environmental challenges of the study area

Rural areas in the Eastern Cape are vulnerable to the impacts of climate change as a result of poverty, marginalisation and reliance on natural resources. Climate change is likely to decrease crop yields in most rural areas of the Eastern Cape, negatively impacting agricultural sectors and reducing food security. In highlighting environmental governance in CRDP projects, it is essential to identify effective and sustainable approaches that strengthen ongoing rural development and economic development efforts and enhance the adaptive capacity of small-scale farmers, their households and their communities.

The KSD Local Municipality does not have the competencies to undertake sophisticated environmental management activities such as air pollution control, state of environment reporting and carrying out of EIAs. As argued in 4.3. the challenges facing rural areas in South Africa is the unsustainable use of natural resources, poor socio-economic infrastructure and services, inadequate public amenities and government services, lack of access to clean water or water resources, low literacy and skills levels, decay of the social fabric and decline of indigenous cultural values. In accordance with Section 44 published in terms of Section 24(5) of NEMA, the new Environmental Impact Assessment (EIA) Regulations, Government Notice R. 544 to R. 546 of 2010, the undertaking of the Mvezo Bridge and access road project required that the applicant must request authorisation from the competent authority. The EIA process is conducted if there are activities (such as new roads or bridge) listed under Regulation 544 of the NEMA EIA Regulations. The rationale is that these listed activities may be detrimental to the environment. In addition, and as prescribed in the EIA Regulations, a basic assessment process may also be undertaken prior to construction. Therefore, through the collaborative intergovernmental efforts of the DRDLR (as a lead coordinator), the Department of Roads and Public Works (ECDRPW) outsourced the environmental management programme for the Mvezo access road and bridge project to the SSI Engineers and Environmental Consultants. The SSI Engineers and Environmental Consultants also appointed eThembeni Cultural Heritage to conduct a Heritage Impact Assessment of the construction and upgrade of the Mvezo access road and bridge project (SSI, 2011)

4.5.5 Climatic conditions

The wide-ranging impacts of climate change such as drought, rising sea-levels and temperature increases have contributed negatively to the socio-economic and environmental systems of the Eastern Cape Province. These effects also threaten the sustainability of rural development interventions like the CRDP and weaken the ability of local governance institutions to deliver on their respective mandates in the Eastern Cape. A study conducted by the Climate Systems Analysis Group at the University of Cape Town provided decreased projections of monthly mean temperature for the Eastern Cape. However, the study also showed substantial variations in the “median monthly maximum temperatures into the future” (DEDEA, 2011: 2-18).

4.5.6 Soil Conditions and Biodiversity Management

Two pits were identified for material extraction for the development of the Mvezo access road and bridge project. As part of the EIA process and as per the NEMA requirement, the environmental assessment (extent, duration, probability and significance) resulting from the mining operations (storm-water pollution and indigenous vegetation eradication) were conducted (e.g. preliminary ecological assessment conducted by Brown and Cook ecological consultants) (SSI, 2011). It must also be noted that the OR Tambo District area has over the years been affected by over-grazing, dispersive soils and hilly terrain, which have led to major land degradation and soil erosion in most areas.

In addition, the predominately gravel roads are constantly negatively affected by storm-water erosion. The KSD Local Municipality in particular has been infested with alien vegetation. However, the removal of topsoil and existing vegetation as a result of mining operations of the Mvezo access road and bridge project has the ability to change the topography of a site. According to the preliminary ecological assessment there were no sensitive vegetation and fauna recorded in the study area (SSI, 2011).

4.6 PHASE 3: DATA COLLECTION STRATEGIES

The main purpose of adopting the qualitative methodology research in this case study was to understand the complexity of reality and to draw interpretations about its meanings and significance. The data-collection method was based on data-collection management plan. To support the inductive logic of the study and to infer meaning and significance to aspects of the social phenomenon, data was collected through multiple perspectives, in multiple contexts, and via multiple methods namely: scheduled meetings, interviews, observational techniques leading to the creation of field notes and narrative reports and through gathering of project meeting minutes (Merriam 2002:19). In order to avert the generalization of conclusions of the case study, secondary data was also sourced from CRDP strategic plans, previous CRDP evaluation studies, project proposal plans, execution plans, EIA reports, Basic Assessment Reports, highlight reports and Heritage Assessment Reports. This approach was done to enable the researcher to also gain further evidence that can be used in future decision-making, planning and implementation for complex future programmes.

4.6.1 Scheduled meetings

Babbie & Mouton (2001:278) states that a qualitative design is flexible to changes "where and when necessary". Therefore, meetings were facilitated with the developers contracted for various consultancy services by the Department of Rural Development and Land Reform and the Department of Roads and Public Works were also a rich source of data especially in outlining the prefeasibility stages of the project. This approach signified the critical role of the researcher's subjective involvement particularly suited to the nature of this study, as it underlines the important role of the researcher's subjective involvement (Babbie & Mouton, 2001: 274). Three meetings were held on 10th August 2014, 12th February 2015 and 22nd March 2015. These were audio-recorded, transcribed, and archived as part of the evaluation. These transcripts were also a critical source of information.

To further investigate the “intellectual capital” of multi-actors and stakeholders involved with the study area, the researcher also consulted various project managers and consultants that directly coordinated the project. This process was undertaken to explore and broaden the researcher’s knowledge of the study area, project planning and implementation dynamics. This process resulted in a customized interpretive logic model. Through this consultative process and data accumulation, the purposeful sampling process was initiated. The case study (CRDP Mvezo access road and bridge project) represented by the logic model was viewed as a technically distinctive context and a research tool to conduct a study into the phenomenon in an attempt to construct indicators of interest.

The researcher observed the system (case study) as process and found an inner logic which is a set of relationships and rules that govern the system’s behaviour. The case study was therefore observed from a perspective of a “specific, unique, bounded system” (Stake, 2005: 436). This approach is appropriate when integrating “systems thinking” and “interdisciplinary knowledge” (Warburton, 2003: 44) is present as a form of social innovation. Müller (2009: 17) concurs with this approach by stating that, these dual concepts are essential themes for enhancing governance for sustainability within the South African development context because of the following aspects:

- They incorporate “non-academic participation (society) in the process of common goal-setting and knowledge building” and “moves beyond dichotomized thinking” (Müller (2009: 17 citing Voss, 2001);
- They also infuse “social, economic, biological and physical dimensions” (Warburton, 2003: 44).

The methodological design of evaluation questions for the case study represented a bounded system (case study) through the logic model. The model was also projecting logic into the future through an analysis of the context and acquired knowledge, the cause and effect with the aim of unpacking the hypothesis of the case study (Gamble, 2008).

This suggested the opportunity to examine record and reflect on and critically analyze the system's collaborative governance relations of multi-actors and stakeholders that led to decision-making in planning and in implementation activities within a context of social, economic and environmental factors of the project (Stake, 2005: 452).

4.6.2 Interviews

The aim of conducting structured interviews as a qualitative measure was to gain insights, build knowledge and critical appreciation of the case study. A framework for the interviews was established where interview discussions and probing was not primarily concerned, for instance, with the larger strategic and operational context of the CRDP. The interview questions were based on the logic model (design, input, activities, output, intended outcomes and unintended outcomes). The evaluation questions were aligned with planning resources, governance activities, completed infrastructure project and outcome processes that influenced the decision-making systems of the project. This interview approach created an enabling environment for the researcher to focus, engage in a meaningful dialogue with the interviewees and to strengthen the data collected. This approach further resulted in probing and exploration of the interviewee's constructed realities (Fontana & Frey, 2005: 696). It must also be noted that the evaluation questions were also based on the overall research objective and hypothesis with each interview lasting approximately 30-45 minutes. (See interview schedule in Annexure E and questionnaire in Annexure D).

4.6.3 Focus group discussions

Welman et al., (2005: 201- 203) describes focus groups as a number of individuals drawn together to "express opinions", gather subjective perspectives and in revealing a wealth of detailed information and deep insight. 12 local Mvezo community members as key stakeholders that share similar characteristics or common interests of the Mvezo access and bridge project were sourced

through the Tribal Office. The 12 local Mvezo community members were divided into two focus groups, namely group A with 6 participants and group B with 6 participants.

The group discussion was conducted into two phases on the 1st of July 2016. Focus group A discussion in the morning was conducted with key senior Tribal Office at Mvezo tribal Chief Mandla Mandela's great place. Focus group B discussion was conducted with ordinary local community members that were invited by the tribal authority office of Chief Mandla Mandela. (see interview schedule in Annexure E). The reason for sourcing the focus groups from the tribal office was to create an accepting environment that they are familiar with and that puts participants at ease allowing them to thoughtfully answer questions in their own words and add meaning to their answers.

4.7 SUMMARY

As a building block to evaluate the Mvezo access road and bridge project as our case study and in constructing a theory-driven approach, Phase 1 of this chapter unpacked the Comprehensive Rural Development Programme (CRDP, 2009) as a rural policy initiative of the South African government. The CRDP situational analysis formed the basis for the development of the logic framework. The analysis unpacked the CRDP as three-pronged strategy namely; agrarian transformation, rural development and an enhanced land reform programme (DRDLR, 2009: 9b).

It must be noted that the focus will be the rural development pillar of the framework, hence Mvezo access road and bridge project as the case study and a CRDP social infrastructure project implemented in the Eastern Cape. This chapter was also able to describe the CRDP as a comprehensive strategy that underpins a complex set of partnerships with multiple stakeholders both within and outside government, hence the formulation of an integrated delivery agreement for outcome no. 7 facilitated by the Presidency. The researcher spent a considerable time in the setting of the case study area. The case study (CRDP Mvezo access road and bridge project) was represented by the logic model.

The elements of the logic model (e.g. inputs, activities, outputs, intended and unintended outcomes) were aligned to evaluation questions (See figure 1.2) which was viewed as a technically distinctive context and a research tool to conduct an in-depth study into the phenomenon in an attempt to construct indicators of interest. The researcher observed the system (case study) as process and found within an inner logic which was a set of relationships and rules that governed the system's behaviour. The case study was therefore observed from a perspective of a "specific, unique, bounded system" (Stake, 2005: 436).

Therefore, the methodological design of evaluation questions for the case study represented a bounded system (case study) through the logic model. The researcher observed the system (case study) as process and found within an inner logic which is a set of relationships and rules that govern the system's behaviour. The case study was therefore observed from a perspective of a "specific, unique, bounded system" (Stake, 2005: 436). This approach was especially appropriate when integrating "systems thinking" and "interdisciplinary knowledge" (Warburton, 2003: 44) as a form of social innovation. The data-collection method was based on a data-collection management plan and strategies (e.g. scheduled meeting, interviews and focus group discussions) (See annexure E). In order to avert the generalization of conclusions of the case study, secondary data was also sourced from CRDP strategic plans, previous CRDP evaluation studies, project proposal plans, execution plans, EIA reports, Basic Assessment Reports, highlight reports and Heritage Assessment Reports.

CHAPTER 5: FINDINGS AND DATA ANALYSIS

5.1 BACKGROUND

This chapter summarizes the key findings of this evaluation. At this stage, it is important to find the “golden thread” and the analytical linkages to Chapter 1 of the study. The objective of this study is to investigate the complex governance decision-making systems of Mvezo access road and bridge project that informed the planning, activities and implementation of the project. This is a governance process that involves the various spheres of government, multi-actors, stakeholders and institutional structures in enhancing the human-environment nexus with its complex interactions across the ecosystem. The hypothesis of the study is based on the notion that there are serious governance shortcomings within the institutional structures and arrangement, decision-making systems that inform the planning and implementation approaches of rural development programmes. The dynamic nature and the successful implementation of the CRDP lies in its multi-actor governance approach, which must be based on the notion that policy and practice are interfaced through governance for sustainability.

The evaluation questions were guided by the aspects of the logic model namely input, activities, output and outcomes (unintended or intended). Five core themes were constructed based on the analysis from the Question 1 - 6 responses which were analysed to be consistent and interrelated from all respondents. Careful analysis of the core-theme reveals the essential clear challenges related to a national department driving the implementation of a national programme in a local municipal area. Chapter 5 finally analyses responses from Question 7 which is an open-ended question.

5.2 DATA ANALYSIS: THEME 1, 2 AND 3

Table 1.5: Theme 1, 2 and 3

| Inputs | Evaluation question 1 | Data analysis core themes |
|---|--|---|
| They represent development planning elements that were necessary for the project to produce the desired results | In promoting development needs, environmental governance and achieving sustainability principles, to what extent were planning resources engaged to inform decision- making during the planning phase of the newly constructed Mvezo access road and bridge project? | <p>Theme 1: Rural planning: A case for emphasizing intersectoral co-ordinated planning within the context of rural development and environment in a social infrastructure project.</p> <p>Theme 2: Decision-making mechanisms in rural development planning</p> |
| | <p>Evaluation question 2</p> <p>What other alternative development planning tools were taken into consideration and communicated to the interested and affected participants to enhance a collective decision- making process in view of the competing development perspectives (human, cultural, social, economic and environmental) in the rural areas of the Eastern Cape?</p> | |
| Activities | Evaluation question 3 | <p>Theme 3: Inter-departmental, Intergovernmental Relations and Collaboration.</p> |
| They represent activities that are crucial to support the successful implementation of the project. | In accordance with the CRDP framework in enhancing decision- making, to what extent were institutional arrangements (spheres of government, multi-actors and other stakeholders) set in place to support the project implementation activities clear of their roles and responsibilities? | |

| | | |
|--|--|--|
| | Evaluation question 4 | Theme 3: Inter-departmental, Intergovernmental Relations and Collaboration. |
| | To what extent did the process of intergovernmental relations play in enhancing decision-making towards the achievement of the project outcomes in view of the challenges of environmental governance? | |

Source: The author

5.2.1 Theme 1: Rural planning: A case for emphasizing facilitation, co- ordination and alignment in planning within the context of rural development and environment in a social infrastructure project.

The core themes 1, 2, and 3 were constructed from the Question 1, 2, 3 and 4 responses which were analysed to be consistent and interrelated from all respondents. Based on the analysis of the responses, the following findings were highlighted;

In analysing the responses of Question 1 and 2 (See Table 1, 5) and based on the logic model of the study which focuses on inputs/activities, planning, resource mobilisation and allocation, they directly overlap with Question 3 responses which focuses on development planning tools and alternative development planning tools that enhance decision-making.

Question 1 and 2 also overlap with responses of Question 4 which focuses on Inter-departmental, intergovernmental activities. The responses indicate the complexities of the CRDP as a national rural programme that is driven by national departmental officials, planned and implemented in a local municipal area. The lack of participation of three critical stakeholders at local level of government namely; KSD Local Municipality, OR Tambo District Municipality, Rural Development Agency (RDA) and local civil society allude to the above argument.

As argued in Chapter 4, the formulation of the CRDP underpins a negotiated integrated delivery agreement that was established as a result of collaborative efforts of committed key multi-stakeholders which in most cases involved all spheres of government and a range of partners outside government. The achievement of the objectives of the Mvezo access and bridge project that is planned and implemented at a local government level can only be realised if there is effective functioning of the institutional arrangement. Rural development planning involves governance process that should engage various spheres of government, multi-actors, stakeholders and institutional structures in enhancing the human-environment nexus with its complex interactions across the ecosystem. This dilemma therefore brought to light issues of mis-alignment of the IDP's of the KSD Municipality, OR Tambo District Municipality with regards to local rural developmental needs and the sustainable development vision in public administration of South Africa.

Responses brought to light a term coined by Olivier et al., (2010: 115-119) referred to as a “functional disjuncture” in the planning process of Mvezo Bridge and access road project. Here it must be noted that environmental management and the rural development mandate is usually confronted by competing notions of development. Therefore, the responses brought to light three issues that impact on rural planning of the project, namely; (1) poor co-ordination, facilitation and integration processes in relation to all multi-stakeholders and institutional structures during the planning process, (2) mis-alignment of socio-economic and environmental resources of all multi-actors and (3) the undermined role of intergovernmental collaboration in rural planning. The analysis further noted that the above issues underpin the context of the following factors. The majority of rural communities in the rural Eastern Cape are still very poor with unequal access to information, insufficient economic opportunities, poor provision of basic service delivery, and lack of social and road infrastructure. The National Environmental Management Act 107 of 1998 (NEMA) further mainstreams the principle of sustainable development by recognizing the requirement of the appropriate integration of social, economic and environmental factors into the planning, implementation and evaluation of projects. In highlighting environmental governance in rural planning, good governance must relate to the regulation of people's activities within the environment.

As argued in Chapter 3, DRDLR is a critical role player in facilitating rural development and environmental governance however, multi-actors outside of government are also equally significant. Therefore, during the planning process of the Mvezo access road and bridge project, there is a strong indication from the interview responses that facilitation and co-ordination which is mandated to the Rural Development Agency (RDA) was compromised. In addition, the lack of participation of the KSD Municipality and the OR District Municipality indicate poor mis-alignment of municipal IDP's (local and district) with the other planning processes of other spheres of government (e.g. PGDS). As noted by Olivier et al., (2010: 140), DRDLR has the legislative mandate to lead co-ordination, facilitation and integration of the CRDP projects. On the other hand the role of the Department of Environmental Affairs and Tourism in planning is to give effect to integrated environmental management (IEM) of NEMA with respect to environmental assessment and authorisation.

The above confirms that the Rural Development Agency (RDA) as instituted by government and in accordance with the CRDP strategy will eventually drive co-ordinated planning, resource mobilisation, monitoring and evaluation of rural development projects. However, in proceeding with the above analysis, what must be taken into account during rural planning is the integration and alignment of financial resources from the three spheres of government which have an impact on decision- making and outcomes of a project.

The article in the Daily Despatch titled "Mandla's R200m Nkandla" published in August 13, 2016, states that "various national government departments have for almost a decade pumped more than R200-million into Mvezo Chief Mandla Mandela's Great Place with the idea of turning it into a tourist attraction. Of the R200-million spent on the project so far, R127-million was used to pave a road from the N2 to the Mvezo Great Place gate". In this context and as previously stated in Table 1.5, the analysis of the responses to Question 1 are therefore interrelated with Question 4 which signifies the importance of the legislative and executive intergovernmental roles, powers and functions of the three spheres of government. In further analyzing the context of the responses of Question 1 to Question 4, it is noteworthy to take into consideration the argument that rural development is a concurrent functional domain allocated to the Department of Rural Development and Land Reform (DRDLR).

On the other hand, the Department of Water and Environmental Affairs (DEAT) must ensure that matters that relate to sustainable development principles in development projects need to be applied during planning. The design, planning and construction of the Mvezo access road and bridge project is the functional domain of the national Department of Roads. Equally so, as indicated by Olivier et al., (2010: 115-119), in the environmental context, Section 24 of the Constitution (1996a) states that “development” must be “sustainable”. Therefore, matters that relate to sustainable development stipulated in the National Environmental Management Act 107 of 1998 are the responsibility of the Department of Water and Environmental Affairs (DEAT). Other spheres or functionaries of government which are stakeholders in planning of the project are responsible for other development mandates (e.g. economic development and social development). This complex functional disjunctions within the context of planning for a project has the capability to fuel tensions in rural development *vs* environmental management decision-making processes thereby hampering facilitation, integration, cooperation and alignment between the three spheres of government, organs of state and civil society which is critical to ensure that there is trade-offs between rural development needs and environmental management. The researcher argues that the gradual mind shift in planning must be based on the legislative mandate of Chapter 3 of the Constitution (1996a) of South Africa which provides for the enactment of the Intergovernmental Relations Framework Act 13, of 2005. However, it is important to note that the responses of Question 1 overlap with Question 4 responses. Therefore, the concept of IGR will also be discussed in theme 3. An integrated approach to planning for the Mvezo access road and bridge at local government level is one of the critical mechanisms that must be supported by national and provincial government. Highlighting environmental governance in the context of integrated rural development and dimensions (i.e. ecological, social and ecological) will be guided by this integrated, participatory and holistic planning approach.

There is therefore a quest to rethink multi-dimensional planning approaches in rural projects to promote enhanced decision-making (Reed, 2008: 2417) with a need for improved linkages between the needs of the IDP’s and local-based environmental governance. The emphasis should be a people-centred development planning mechanism applied within an ecological framework which encompasses the participation of multi-actors and stakeholders in rural development.

Ultimately, the approach has the ability to enhance joint resource mobilisation, utilisation and allocation during planning towards activities that enhance collective decision-making which impacts on the outputs and outcomes of the project.

5.2.2 Theme 2: Decision-making mechanisms in rural development planning

In an analysis of the responses of Question 2 and Question 3, the findings are as follows.

The absenteeism of certain spheres of government, developmental and environmental governance institutions in the case of case study project had a negative impact towards collective decision-making. The researcher argues that decision-making is an activity. This means decision-making is conducted based on processes or actions like multi-stakeholders participating in planning meetings that use a range of inputs, i.e. EIA and other planning tools and instruments towards the production of desired outputs. Decision-making in the planning of rural projects must be viewed as an activity in accordance with the logic model. Decision making is also influenced by the choice of planning tools (developmental or environmental).

Therefore, a course of action to solve a problem will be based on the complex context of the problem. Decision-making that is conducted within the ambit of good governance principles leads to the evaluation and choice of sustainable developmental alternatives. This argument conforms to the notion that decision-making is a fundamental aspect in rural development because of current and widespread poverty, environmental degradation and poor rural social infrastructure in many areas in South Africa. In accordance with NEMA, the objectives of IEM are supported through a range of regulated and diverse environmental assessment tools that should guide collective decision-making in the case of the Mvezo access road and bridge project. Within this context, there must also be an acknowledgement that institutions and multi-actors at local level are strong driving forces for national sustainable development strategies. Thus Question 2 highlights the consideration of alternative environmental assessment tools in guiding decision-making in rural development projects.

The response of Questions 2 signified that the quality of the decision-making in the case study project depends on good governance principles which were not applied efficiently so that local communities can be informed about the quality of alternatives from which to choose (Steinemann, 2001: 3).

The analysis of responses of Question 1, Question 2, Question 3 and Question 4 also highlight the two arguments that (1) decision-making must be observed as a principle within context of good governance in a political system because it involves various actors steering a rural development project and also guided by political decisions and (2) decision-making in rural planning must recognize current and widespread environmental degradation, poor environmental quality and social ills in many rural areas in South Africa. Decision-making is therefore a critical component of rural governance that can assist in mainstreaming environmental considerations and ensuring that developmental needs are taken into account during the planning of rural projects. Another analysis of responses of Question 3 and Question 4 indicate to an argument in Chapter 4 that DRDLR is responsible for taking the lead in co-ordinating and facilitating planning and implementation of the case study project at a local government level.

This means that DRDLR is responsible for clarification of roles and responsibilities of all the multi-stakeholders during planning and implementation of the project. The clarification of roles and responsibilities may require that multi-stakeholders are expected to contribute certain critical resources as inputs based on stipulated time-frames. The responses indicate to poor co-ordination and lack of that particular lead role and responsibility by DRDLR. The researcher argues responsibility is one of the characteristics of corporate governance. Project management of DRDLR in the case study project was supposed to accomplish the “application and integration of initiating, planning, executing, monitoring and controlling” (Maharaj et al., 2006: 21 -22). The scope of governance of project management overlaps with corporate governance. As argued in Chapter 3, IEM or environmental governance is achievable through “co-operative governance” between the three spheres of government.

Decision-making gives effect to the attainment of the integrated environmental management (IEM) objectives; hence, decision-making is governance processes that must take place within the context of participation of multi- stakeholders during planning and implementation of rural projects. As argued in Chapter 3, CRDP is a broad-based national strategy to fight poverty, hunger, unemployment and lack of development in rural areas. The case study must therefore be aligned, planned and implemented in accordance with the objectives of the CRDP.

As argued in Chapter 1, decision-making methods of public administrators in South Africa are still confronted with complex, conflicting and competing requirements, because environmental problems that are influenced by particular social issues, cultural differences, economic challenges, political dynamics and degrading ecological contexts (Feris, 2010: 234-5). Following the above, South Africa's legal context for sustainable development is also precise in its constitutional commitment in ensuring that decision-making entrenches integrated rural development and environmental governance. This means that mainstreaming environmental governance within the context of planning and implementing an integrated rural development intervention like the CRDP must also be conducted while promoting justifiable economic, social development. During the planning process of the case study, the absence of the KSD Municipality and the OR Tambo District Municipality undermined precisely the provisions of the Municipal Systems Act (32 of 2000) (MSA) (RSA, 2000) that link the environment, development and poverty (Sowman & Brown, 2006: 702).

There was therefore poor oversight by the DRDLR in realising the significant role of co-operative and integrated development planning of the IDP's in increasing interest-based deliberations and thus complementing project-based at a local governance level.

The researcher argues that decision-making must lie within the ambit of specific complex South African "wicked problems" (Batie, 2008: 1176) and developmental needs which require careful consideration of developmental priorities, sustainable natural resource use and the specific development outcomes to be achieved.

The absence of the KSD Municipality and the OR Tambo District Municipality further disadvantages this prerequisite requirement for sustainable decision-making which embraces the principles of co-operative governance (fairness, accountability, transparency and responsibility). The potential role of the IDPs is thus under-estimated, leading to the needs of local beneficiaries not being recognized.

5.2.3 Theme 3: Inter-departmental and intergovernmental collaboration

The responses of Question 4 overlap with Question 1. In analysing the response of Question 3 and Question 4, they highlight the lack of participation of the KSD Municipality and the OR District Municipality and the absence of the Rural Development Agency (RDA) in enforcing intergovernmental principles of co-ordination and alignment between the CRDP and the case study planning and implementation process of the project. This argument was discussed in theme 1, however, it overlaps with theme 3. The researcher argues that inter-departmental and intergovernmental collaboration within the context of the case study in accordance with the logic model is an activity.

Hence the analysis of the role of inter-departmental and intergovernmental collaboration which are outlined in Chapter 3 of the Constitution (RSA, 1996a) (Malan, 2005: 226-230) and emphasized by section 41(2) of the Constitution (1996) in the light of the fact that South Africa is a state that supports interaction and co-operation amongst the three spheres of government. Feris (2010: 234) states that the move towards an integrative approach in local planning is regrettably slow and in fact questions the value choices that underpin the decision-making within the context of rural development and sustainable development in South Africa.

Therefore, inter-departmental and intergovernmental collaboration during planning and implementation of the case study project was critical because it could have promoted co-operative environmental governance principles of fairness, participation, equity and empowerment in rural communities.

Following the above and as argued in Chapter 1, the promotion of a cohesive, aligned holistic and coordinated rural approach that enhances the environmental governance goals of the case study project can be achieved through an inter-departmental and intergovernmental. The rural areas in the Eastern Cape are vulnerable to the impacts of climate change. For instance, the impacts of climate change on agricultural output have not only direct impacts on rural communities (in the form of reduced income and employment), but also knock-on effects for rural economies as a whole. This has put substantial strain on local government which provide services and promote development at a local level. Ideally District Municipal IDP's should be informed by Local Municipal IDP's. In turn District IDP's should be aligned to inform provincial line departmental Service Delivery Improvement Plans (SDIP). The Medium-Term Expenditure Framework Strategic Plans should be informed by SDIP's. All these plans should inform national departmental Strategic Plans. The use of implementation protocols as outlined in the Intergovernmental Relations Framework Act 13 of 2005 (RSA, 2005). This means that rural planning and implementation governance systems have to be consistent with social, economic and environmental principles. The IDP's must therefore be viewed as an illuminating factor for intergovernmental collaboration in rural development projects that are planned and implemented at a local government level (Geldenhuys, 2005: 56).

Section 154 of the Constitution (1996a) requires that both the National and the Provincial government must strengthen and support the capacity of municipalities. Promoting principles of cooperation as the pillar of the intergovernmental system involving the three spheres of government (local, provincial and national) must be an ongoing governance work in progress, learning from best practices. Clarification of roles and responsibilities of all three spheres of government should continue to work to improve the quality of intergovernmental planning for rural development projects. Capacity-building as one of the pillars for "people-centred development at local government, the strengthening and the recognition of local institutional independence are the bedrock in highlighting good environmental governance and promoting integrated rural development in South Africa.

5.3 DATA ANALYSIS FOR CORE THEME 4

Table 1.6: Theme 4

| Output | Evaluation question 5 | Data analysis core theme |
|---|--|--|
| They represent the completed Mvezo access road and bridge project | In what ways did the communities benefit (socially, economically and environmentally) from the Mvezo access road and bridge project? | Theme 4: The socio-economic and environmental dynamics of the Mvezo access road and bridge project. |
| | Evaluation question 6 | |
| Outcomes | How can the CRDP governance processes be improved given that the previous rural interventions were hampered by poor integration, alignment disjuncture and non-coordinated planning and implementation with other sector departments which resulted in the failure of rural programmes namely the 2000 ISRDS ? | |
| They represent the short to long term effects of the Mvezo access road and bridge project that may have occurred. | | |

Source: The author

5.3.1 Theme 4: The socio-economic dynamics

Analysis of responses of Question 5 and Question 6 focus on outputs of the Mvezo access road and bridge project. In accordance with the logic model, the responses were interrelated and resulted in the construction of theme 4 namely, the socio-economic and environmental dynamics of the Mvezo Bridge and access project. Further analysis indicates that there is also an overlap of responses to Question 5 and Question 6. What was relevant in analysing the responses of Question 5 is that the socio-economic dynamics outweigh the environmental concerns of the rural areas in the Eastern Cape.

Therefore, the analysis was based on social, economic and environmental dimensions. The thrust of the CRDP's framework is the integration of agrarian change, rural development and land reform. From a strategic perspective, improved rural development is understood based on the three-pronged CRDP approach, namely the agrarian transformation, rural development and enhanced land reform. The improved economic and social infrastructure, exclusively the establishment of large social public infrastructure (e.g. clinics, housing roads, bridges) which is part of the rural development pillar of the framework is equally important to improve the livelihood of rural communities. The contextual meaning of the term rural development as one of the pillars of the framework and rural development as a strategic approach can be confusing when communicated to the ordinary rural communities. Job creation and access to markets (e.g. Umthatha as an economic hub) is central to the three-pronged CRDP strategy (DRDLR, 2010: 3). Thus, the Mvezo access road and bridge project provided 300 short term employment opportunities (The Daily Despatch, 2016). As argued in Chapter 4, the other objectives of the project were to improve access to health services (e.g. clinics, hospitals and mobile clinics and ambulances). However, respondents revealed disgruntlement because the new access does not reach the newly built clinic which is 40 km away. The majority of rural community members are not able to access the newly built Mvezo clinic. Bluntly stated by one of the community member, "there are no outright beneficiaries; the only progress is at Chief Mandla Mandela's homestead". Focus group B discussions conducted on the 1st of July 2016 in relation to Question 5 and 6 revealed that as an output, the Mvezo access road and bridge project was successfully completed in 2015. The article of Daily Despatch titled "Bhisho fails to honour pledge to link Mvezo Great Place to Elliotdale" published on the 15th August, 2016, indicated that there was discontent from the local communities because the completed bridge and access road has so far "only linked Mandla's home with the N2 above the Mbhashe river. The original project objectives to link the N2 to Elliotdale which 20km away and Qunu which is 25km away were not achieved. The researcher visited the case study area, drove along the newly constructed access road and bridge to evaluate the project outputs against the project financial inputs and in accordance with the project objectives. As argued in theme 1, the total cost of the paved Mvezo access road was R127 million (The Daily Despatch 2016) and the quality of the paved road is bad (See Annexure C).

The researcher argues that it is important to consider the type and cost of maintenance when planning a route in the rural areas of the Eastern Cape. Insufficient annual financial provision by the National Treasury can be a barrier because it can be difficult to argue the case for rural road maintenance funding against other government priorities.

The respondents further revealed the short-term job creation during the bridge and road construction contributed to the socio-economic and rural livelihood of the Mvezo communities. Prior to the construction of the bridge and the access road, there were reported cases of communities that drowned and lost their lives whilst attempting to cross the Mbashe river to the Mvezo village. Since the construction of the bridge this came to an end. The newly developed bridge and the access road also increased the number of children to be able to cross over to Mvezo Village to attend school at the newly built Nelson Mandela School of Science and Technology.

5.3.2 Theme 4: Environmental dynamics

Responses to Question 6 were about the shortcomings of the project. For instance, the issue of the newly constructed road from the N2 that only provided easy access to the Mandela homestead did not improve easy access to social and health services. The researcher argues that the responses on the stated question indicate an inadequate needs analysis of the case study project by DRDLR. Secondly, the lack of participation of the KSD Municipality and the OR Tambo District Municipality further disadvantage the alignment of national, provincial plans with the needs with the IDP's. This means that a holistic approach which integrates the five dimensions of sustainability of the project was not openly articulated during project planning. For instance, land-use management (e.g. establishment of food gardens, water access and scarcity) which can be argued to be social and environmental governance issues were frequently highlighted by group respondents. An opportunity to engage local beneficiaries in capacity-building, empowering themselves so as to sustain their livelihood were not prioritised.

This is because according to respondent's own knowledge, rural development encompasses provision of social infrastructure (e.g. clinics, road and bridges) and provision of basic services (e.g. water supply from the Mbashe River).

Therefore, the responses concurred with the argument by Gerber & Hardcastle (2009: 1) which states that "from the governance perspective, there is lack of integration of the different pillars of the environment to effectively achieve a balanced triple bottom outcome, where sustainability calls for a balance between intra-generational (short-term gains) and inter-generational needs (long-term)". One of the fundamental requirements of good environmental governance in rural development projects includes effective participation in planning and during the application of environmental assessments and tools at a project level. As argued in Chapter 4, according to the "listed activities" in the EIA regulations and in the case of Mvezo access road and bridge project, the EIA and social impact assessment were the only tools required because of the change in land use. In spite of progressive planning strategies considered, the lack of participation of the KSD Local Municipality and OR Tambo District Municipality hampered intergovernmental activities. This means that the issues of poverty, poor service delivery and continuous depletion of natural resources were not aligned with the project objectives. In turn, the lack of participation by local government institutions did not highlight the social, economic and environmental needs of the majority of disadvantaged local communities in the area. Further analysis of the responses allude to the argument that there is a need to rethink the governance decision-making systems (organisational structures, assessment tools and resource allocation) that informed the planning, activities and implementation of the project. Secondly, the analysis of the responses signified a quest to rethink tools that can enhance decision-making for improved linkages between the IDPs and national programmes. In South Africa, the IEM objectives are not applied in rural planning and implementation of projects, therefore, responses indicated a discontent in relation to the planning tools and the governance approach to the Mvezo access road and bridge project. The project objectives were not well defined. In highlighting environmental governance in rural development projects, intergovernmental collaboration, a holistic planning approach and multi-actor decision making in the current does not instil undue environmental burdens on future generation.

Intergovernmental collaboration of the three spheres of government in rural development planning is a significant activity because it is an “integrated strategy in pursuit of aligning disjointed policy framework, tools, instruments and governance structures” (Kotzé, 2012: 159).

5.4 THEME 5: THE DATA ANALYSIS FOR QUESTION 7

Question 7 presented an open-ended question which created an enabling platform for all respondents to answer in their own terms voicing their own views, values and experiences. The analysis of responses for Question 7 revealed the following. The Mvezo rural area is still lagging behind the national norms on basic service delivery (e.g. water, sanitation). Food shortage is a key social problem and the climatic conditions are not conducive for sustainable crop production. However, social dynamics of Mvezo village outweigh the environmental concerns. Skill development that can lead to sustainable employment remains the key pathway to improve the livelihoods of rural communities. As argued in Chapter 4, the CRDP is a strategy that “transcends the dichotomy between rural and urban, where participatory processes will eventually empower rural communities to take charge of their destiny through their own experiences and initiatives” (Olivier et al., 2010: 137). It is also a rural programme consisting of different government activities attempted at various levels of government. This means DRDLR needs to enhance the co-ordination and facilitation role when planning and implementing projects at a local level. Respondents also cited weak formulated IDP’s of the KSD Local Municipality and the OR Tambo District Municipality to effectively co-ordinate sustainable development initiatives across sectors. The researcher argues, the CRDP is an ambitious rural intervention driven at a national level and implemented at a local level. To avoid duplication and fragmentation of rural projects, future efforts should be dedicated towards strengthening the capacity and the capability of KSD Local Municipality and the OR Tambo District Municipality. Traditional structures must continue to be the mediator between the local community and rural development interventions. Therefore, identifying multi-actors, institutions, civil society, clarifying their roles, determining and mobilising diverse resources allocation to enhance project inputs is fundamental in rural development interventions.

5.5 SUMMARY

The core themes 1, 2, and 3 were constructed from the Question 1, 2, 3 and 4 responses which were analysed to be consistent and interrelated from all respondents. Therefore, the analysis indicates that responses of Question 1 to Question 4 overlap and are interrelated. Core theme 4 was constructed from the Question 5 and Question 4 responses.

Responses indicate the complexities of the DRDLR's poor coordination and facilitation role. As a lead department driving a national rural programme that is planned and implemented at a local level, it must champion inter-department and intergovernmental collaboration processes. The researcher argues that inter-departmental and intergovernmental collaboration within the context of the case study in accordance with the logic model is an activity. The lack of participation of three critical stakeholders at local level of government namely: KSD Local Municipality, OR Tambo District Municipality, Rural Development Agency (RDA) and local civil society confirmed the above argument. As argued in theme 2 and 3, decision-making must be observed as a principle within context of good governance in a political system.

It must involve various actors steering a rural development project and also guided by political decisions and decision-making in rural planning must recognize current and widespread environmental degradation, poor environmental quality and social ills in many rural areas in South Africa. The analysis revealed that decision-making is therefore a critical component of rural governance that can assist in mainstreaming environmental considerations and ensuring that developmental needs are taken into account during the planning of rural projects. As argued in theme 4, the improved social public infrastructure (e.g. clinics, housing roads, bridges) is one of the three-pronged strategy of the CRDP framework. Job creation and access to markets (e.g. Umtata as an economic hub) is central to the three-pronged CRDP strategy (DRDLR, 2010: 3). Theme 5 revealed that the Mvezo rural area is still lagging behind the national norms on basic service delivery (e.g. water, sanitation). Food shortage is a key social problem and the climatic conditions are not conducive to sustainable crop production.

Social dynamics of Mvezo village outweigh the environmental concerns. Noting that environmental management and the rural development mandate is usually confronted by competing notions of development, the responses brought to light the mis-alignment of socio-economic and environmental resources of all multi-actors during planning and implementation which had an impact towards projects outputs and outcomes. This means that the issues of poverty, poor service delivery and continuous depletion of natural resources were not aligned with the project objectives.

The findings in this study confirmed the hypothesis of the study which is based on the notion that there are serious governance shortcomings within the institutional structures and decision-making systems that inform the planning and implementation approaches of rural development programmes. Therefore, the dynamic nature and the successful implementation of the Comprehensive Rural Development Programme (CRDP) lies in its multi-actor governance approach which is based on the notion that “policy and practice are interfaced through governance for sustainability”. This argument indicates the involvement and participation of multifaceted institutional structures and multi-actors that are critical in ensuring that collective decision-making sustains the socio-economic lives of the rural economy and natural resource management (Lemos & Agrawal, 2006:298) in rural areas. Concurring is Feris (2010: 76) who states that in development project, social issues (e.g. water access and scarcity) must be addressed as environmental governance issues both in their causes and effects. In order to achieve sustainability of rural interventions like the Mvezo access road and bridge project, environmental governance must be constituted as an integral part of rural development interventions.

CHAPTER 6: RECOMMENDATIONS AND CONCLUSION

6.1 BACKGROUND

The rural areas of South Africa are an important aspect of a progressive democratic state. Hlalele (2014: 462) alludes to this argument and states that “as long as a nation's rural life is vigorous it possesses reserves of life and power, which nourish, nurture, promote and sustain humanity. When cities draw the cream of life and culture from the villages (rural brain drain), returning almost nothing, as has been the case in some parts of South Africa and the world, the current rural resources of culture and energy become depleted, and the strength of the nation is most likely to be shaken and stirred”. As a theory-driven evaluation, the CRDP as a national rural strategy was unpacked in Chapter 4. The analysis laid the foundation for the evaluation of the case study project namely, Mvezo access road and bridge project and in highlighting environmental governance with the aim to test the hypothesis. The case study project was, depicted by the logic model which also guided the evaluation questions.

As argued in Chapter 5, the responses of Question 1 to Question 6 are interrelated, hence the analysis of the themes, namely: rural planning: a case for emphasizing inter-sectoral co-ordinated planning within the context of rural development and environment in a social infrastructure project, decision-making mechanisms, alignment, intergovernmental collaboration, the socio-economic and environmental dynamics within the planning and implementation mechanisms of the project. The findings indicate issues with regards to the governance processes of the project in relation to inputs, activities, outputs and outcomes of the Mvezo access road and bridge project. These issues reveal challenges of co-ordination, facilitation and the alignment role of the DRDLR to deliver a national programme at local level. Overall, the findings and the analysis of the case study reveal that the CRDP is an ambitious national programme, which is challenged by development management issues that fail to create conditions that cumulatively facilitate integration of planning and implementation systems which impact on the outcomes of the project at a local level where communities take full responsibility for their own development.

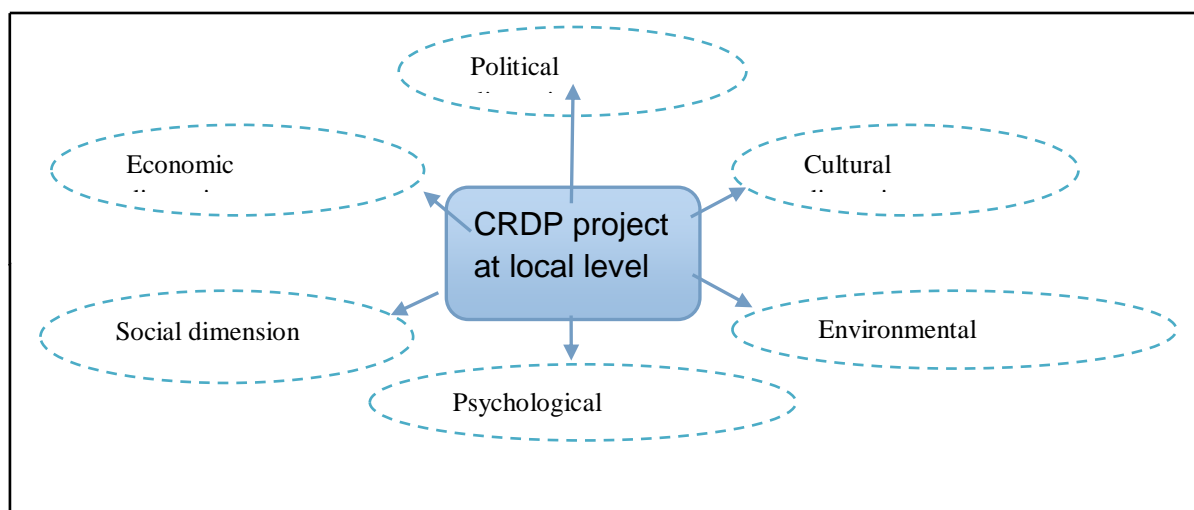
6.2 RECOMMENDATIONS

On the basis of the findings and the conclusion thereof, the recommendations relate to development management roles at national, provincial and local level within the context of the CRDP.

- As a preliminary point in addressing past development injustices, the building blocks of development (participation, social learning, capacity building and sustainability) should underpin rural development interventions (Davids, 2014: 17 - 21). This approach promotes “people-centred development” which acknowledges complex rural needs and circumstances in South Africa. A “people-centred development” approach must be aligned to integrated rural development interventions like CRDP projects. This strategy at a national level must be aligned with Provincial Rural Development Strategy and the IDP at local level.
- The DRDLR as a lead department of a rural development must strengthen systems for the alignment of strategies of national programmes/plans with the IDP’s, and thereby supporting inter-governmental planning processes that can enhance intended objectives of rural development projects. Clarification of roles and responsibilities of multi-actors enhance intergovernmental collaboration and decision-making. The findings and analysis of the evaluation signify the need to strengthen a pragmatic approach of development planning and development management as an inter-disciplinary management practise for public programmes of all levels of government responsible for the planning and implementation of the CRDP projects in the Eastern Cape.
- Enhancing pragmatic development planning and management skills of public managers can ensure that planning and implementation informs governance systems of CRDP projects that are proactively facilitated and co-ordinated at national level based on practical multi-actor processes which takes into account the national and local institutional and governance arrangement of the CRDP.

All these “variables are core requirements for integrated rural development that can facilitate opportunities and ensure access to resources thereby enabling rural communities to take control of their own destiny by actively taking responsibility for their own progress” (Davids, 2014:17, 22, 24; Theron, 2008: 15-17). CRDP projects that are facilitated at national level must be planned and implemented with the acknowledgement of complex “contextual dimensions ” that encompasses “people-centred development”. These “contextual dimensions” must be clearly communicated to the rural communities as beneficiaries through participation during planning processes of local projects with the aim to enhance social learning about sustainability issues so as to empower them (Davids, 2014: 18 22). (See figure 1.8).

Figure 1.8: Contextual factors influencing people-centred development



Source: Adapted from Davids (2014: 23)

This means that whilst rural livelihoods are driven by their developmental needs to use, exploit and even exhaust natural resources, this can and may not be conducted in a limitless way. This approach requires a diverse range of capacitated and skilled public managers at national, provincial and local level that can facilitate, co-ordinate and negotiate amongst multi-actors or stakeholders about competing notions of rural development.

Rural communities as beneficiaries of rural development projects should be the focus of these negotiations. The DRDLR as the catalyst of development in rural areas should invest more in highlighting environmental governance in social infrastructure projects. Enhancing human orientation should therefore extend beyond delivery of services to “passive communities” and towards building symbiotic human-nature relations (Davids, 2009: 17-26). Kotzé (2006: 23) proposes the establishment of an integrated and centralised “lead administrative agent” that will coordinate functional responsibilities and roles of all environmental players. The author further states that it is imperative that policy issues of well-being and poverty alleviation of the poor must be emphasised and prioritised as key developmental challenges. There must also be prominence of environment matters which are fundamental for sustaining human survival and livelihood, well-being, cultural diversity and economic prosperity especially for rural communities. Monitoring and evaluation of CRDP projects should be an on-going process.

6.3 CONCLUSIONS

The more complex and comprehensive a particular project like Mvezo access road and bridge project in terms of societal needs or demands by particular interest groups, the greater the danger of multiple or conflicting goals and objectives. The fear of change towards people-centred development in long-established government rural intervention programmes usually results in officials becoming so used to existing practices that they are reluctant to accept alternative pragmatic programme options.

Goals and objectives of CRDP projects (normative in nature) indicate what ought to be achieved and contain an element of forecasting (expected future statement or alternatives). It is easier to find realistic objectives when presented with a list of alternatives and their consequences (Roux, 2006: 128-130).

Hence, in view of the above background arguments, aligning policy objectives and goals from national to local level of the CRDP within the context of “people-centred development” should be based on the following critical points noted by (Davids, 2014: 17-26):

- It is necessary to acknowledge that South Africa is still plagued by poverty. Therefore, the living context of poor people as the “intended beneficiaries of development” and how they envision development through participation is the point of departure (Davids, 2014: 17-26).
- This approach advocates the adoption of the “basic needs perspective” suitable for a developing country like South Africa. It is new thinking that further acknowledges “institutional” or “sectoral” role players and how they impact on development outcomes (Edigheji, 2007; Evan & Rauch, 1999; Henderson, 2003 in Davids, 2014:37; 46).
- “The past development policy efforts were plagued with very unsatisfactory results which seem to lie in the basic approach by government” (Obadirie et al., 2013: 279). Researchers should therefore note that theory driven programme evaluations are a critical democratic component that will determine the failure or success of rural development programmes in South Africa. Development “change agents” or development practitioners should therefore “attempt to understand the needs and realities of poor communities which are based on their terms and of their own meaning giving context” (Davids, 2009: 22–25; Theron, 2008: 86).

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ANNEXURES

ANNEXURE A: THE IDENTIFIED SITE FOR THE CONSTRUCTION OF MVEZO ACCESS AND BRIDGE PROJECT



Source: GCIS, 2013

ANNEXURE B: THE CONSTRUCTION PHASE OF MVEZO ACCESS ROAD AND BRIDGE



Source: GCIS, 2013

ANNEXURE C: THE NEWLY COMPLETED MVEZO ACCESS AND BRIDGE



Source: Author's photo

ANNEXURE D: EVALUATION QUESTIONNAIRE

An evaluation of Comprehensive Rural Development Programme (CRDP) highlighting environmental governance and sustainability of Social Infrastructure Projects of the Eastern Cape

Introduction

The 2009 Comprehensive Rural Development Programme is a broad based rural intervention in South Africa which has been instituted by the National Department of Rural Development and Infrastructure (DRDLR, 2009). It is a multi-dimensional strategy with an objective to bring about change in the current state of affairs of the rural people in South Africa.

Improved rural social infrastructure allows people to participate in and share the benefits of wider economic growth. For instance, rural roads and bridges infrastructure provide rural people with access to markets and to basic services that they need. It also influences rural economic growth and employment opportunities and thereby incomes and social development (The Presidency, 2013).

The hypothesis of the study is based on the notion that there are serious governance shortcomings within the institutional structures and arrangement, decision-making systems that inform the planning and implementation approaches of rural development programmes. The dynamic nature and the successful practice of the Comprehensive Rural Development Programme (CRDP) lies in its multi-actor governance approach which must be based on the notion that 'policy and practice are interfaced through governance for sustainability'. This argument necessitates the involvement and participation of multifaceted institutional structures, multi-actors and stakeholders that are critical in ensuring that collective decision-making sustains the socio economic lives of the rural economy and natural resource management (Lemos & Agrawal, 2006: 298) in rural areas.

NB: This questionnaire is strictly voluntary. The information provided in this questionnaire is solely for the purpose of this academic research and will not be made available to any organization or institution thereof other than being submitted as a requirement for a Masters dissertation at the University of Stellenbosch. Full anonymity will be maintained. You therefore reserve the right to withdraw from the study at the time. However, I am kindly pleading for your participation because your input in the study is critical.

The study is a qualitative evaluation. The evaluation study will seek to answer 6 open ended questions.

QUESTION 1

- ❖ In promoting developmental needs, environmental governance and promoting sustainability principles to what extent were tools and governance processes employed to inform decision-making systems during the planning and implementation phase for the newly constructed Mvezo access road and bridge?**

QUESTION 2

- ❖ **To what extent were the institutional arrangements (spheres of government), multi-actors and other stakeholders that were put in place for project planning and the implementation clear of their roles and responsibilities and in enhancing decision-making processes?**

QUESTION 3

- ❖ **What other alternative assessment tools were taken into consideration as to enhance collective decision-making process in view of competing development perspectives (human, cultural, social, economic and environmental) ?**

QUESTION 4

- ❖ **To what extent did the intergovernmental relations and co-operative governance play in enhancing decision-making processes towards the achievement of objectives set for the project in view of challenges of environmental governance and sustainability considerations which must ensure that rapid accumulation of physical, financial and human capital is not at the expense of excessive depletion and degradation of natural capital?**

QUESTION 5

- ❖ **In what ways did the communities benefit (social, economic and environmental) from the interlinked projects (access road and bridge)**

QUESTION 6

- ❖ **How can the CRDP governance processes be improved given that the previous rural interventions were hampered by poor integration, alignment disjuncture and non-coordinated planning of stakeholders and implementation with other sector departments which resulted in the failure of rural programmes namely the 1997-RDS and 2000-ISRDS.**

ANNEXURE E: INTERVIEW SCHEDULE

| | | |
|--|--|----------------------------------|
| Chief Mandla Mandela | Tribal Authority | 1st July 2016 |
| Focus group 1 | Mvezo village | 1st July 2016 |
| Focus group 2 | Mvezo village | 1st July 2016 |
| Mr B. Hart Project Manager: Mr Capital Projects | Eastern Cape Department of Roads and Public Works | 4th June 2016 |
| Mr Deputy Director: Mr Capital Projects | Eastern Cape Department of Roads and Public Works | 5th June 2016 |
| Mr M. Gada | Department of Rural Development and Land Reform | 15th July 2016 |
| Mr Shwababa: Deputy Director: Environmental Risk Management | Department of Rural Development and Land Reform | 02nd June 2016 |
| Ms Tami Gobozi: Director: Environmental Risk Management | Department of Rural Development and Land Reform | 14 July 2016 |
| NAME | ORGANISATION | DATE OF INTERVIEW |
| Project Manager: Bongani Zulu | SSI ENVIRONMENTAL CONSULTANTS | 9th July 2016 |
| Project Manager: Nomathemba Mhlanga | SSI ENVIRONMENTAL CONSULTANTS | 7th July 2016 |