

THE STATE OF AREA-BASED RURAL DEVELOPMENT AND LAND REFORM PLANS IN SOUTH AFRICA SINCE 2006: A RAPID INVENTORY AND EVALUATION

A review commissioned by the Department of Rural Development and Land Reform (DRDLR) in partnership with the Belgian Development Cooperation (DGD) and Belgian Development Agency (BTC).

September 2012



rural development
& land reform

Department:
Rural Development and Land Reform
REPUBLIC OF SOUTH AFRICA

**A RAPID INVENTORY AND EVALUATION
OF THE STATE OF AREA BASED RURAL
DEVELOPMENT AND LAND REFORM
PLANS IN SOUTH AFRICA, FOR THE
PERIOD OF THREE (03) MONTHS.**

**Rapid Inventory and Evaluation of ABPs and RDLRPs in
South Africa**

Table of contents

Table of contents	3
Executive summary	6
1 Background	8
1.1 The first ABPs	8
1.2 The Post Settlement Development and Support Project (2011-2015).....	12
1.3 PSDS preparation workshop	13
1.3.1 KwaZulu-Natal	13
1.3.2 Western Cape	13
1.3.3 Limpopo	13
1.3.4 Northern Cape	13
1.3.5 Eastern Cape	13
1.3.6 North West.....	13
1.3.7 Gauteng	14
1.4 Rapid review of ABPs	14
1.4.1 A ten step research and evaluation process.....	14
2 Assessment report.....	15
2.1 Desk inventory and document collection	15
2.2 Online repository	21
2.3 Two day verification and information gathering workshop	21
2.3.1 Emerging key issues	22
2.3.2 Central questions	22
2.3.3 Options for reviewing and evaluating ABPs.....	23
2.3.4 Monitoring ABP Process and Outcomes	23
2.4 Preparing a draft ABP scorecard.....	24
2.5 Testing the review methodology: West Coast District.....	24
2.6 Thinking beyond individual District ABPs	25
2.7 Implications for the rapid review.....	26
2.8 Limitations of the scorecard methodology.....	26
2.8.1 Incomplete documentation skews assessment findings	26
2.8.2 Difficulty in assessing spatial data	27
2.8.3 No agreed criteria for qualitative assessment.....	27
2.8.4 Absence of local knowledge	27
2.8.5 The volume of data	27

2.8.6	District diversity and the relative difficulty and complexity associated with area based planning in different District contexts	27
3	Key findings from the ABP/RDLRP review.....	27
3.1	Gaps.....	27
3.2	Scorecard based assessment of ABP's which reached Phase 3.....	28
3.3	Inception.....	31
3.4	Status quo	32
3.5	Vision, strategy formulation.....	32
3.6	Definition of programmes, project identification and formulation	32
3.7	Project integration and prioritisation	33
3.8	Formal approval of the ABP.....	33
3.9	Implementation.....	33
4	Process reflections and implications for future RDLRP planning.....	33
4.1	A disconnect between ABP planning and implementation	33
4.2	Management framework for intergovernmental relations shared planning, budgeting, implementation and M&E	35
4.3	Legislative framework.....	37
4.4	District diversity.....	37
4.5	Custodianship of the ABP, information and document management.....	38
4.6	Open government and improving access to publicly funded research and planning....	40
4.6.1	Open Government Declaration.....	40
4.7	Preparing implementation friendly ABPs and RDLRPs.....	40
4.8	Developing a new collaborative culture and institutional practice.....	40
5	Conclusions	41
6	Summary of recommendations.....	42
6.1	Clarify responsibility for ABP/RDLRP planning in DRDLR.....	42
6.2	Make clear linkages between ABP and Provincial Strategic Plans and Budgets.....	42
6.3	Include a land reform project audit as a component of ABPs	42
6.4	Find a mechanism to make ABPs/RDLRPs a legal requirement as part of the IDP process	42
6.5	Institutional arrangements need to be in place up front to enable joint planning and budgeting.....	42
6.6	Pre screen Districts to develop appropriate TORs	42
6.7	Consider focusing plans at Local municipal scale.....	42
6.8	Develop accredited and quality assured service providers.....	43
6.9	Ensure delivery of implementation friendly plans.....	43
6.10	Develop an online digital asset management and collaboration system	43

6.11	Make information from ABP planning processes publicly available.....	43
7	Appendices.....	44
	Appendix 1: Consultative workshop programme	44
	Appendix 2: ABP scorecard	49
	Appendix 3: Collated commentary from individual ABP scorecards.....	59
	Appendix 4: Open Government Declaration	71
8	References	73

Executive summary

Phuhlisani was appointed from the 2nd May 2012 to undertake a three month rapid review of the National ABP process. This report records the work undertaken and presents the key findings of the review.

First generation Areas Based Plans (ABPs) required an inception process which was intended to secure the contribution of the key provincial and local role-players to the planning process. This was followed by a situation analysis, the conceptualisation of a vision and strategy for land reform in the District, the elaboration of programmes and projects, their integration and alignment within the municipal Integrated Development Plan (IDP) which was to be ratified by formal approval by the District Municipality. The approved ABP was to provide the framework for land reform planning and implementation at District scale.

The report highlights how the inception planning was often inadequate which meant that the Department commissioned consultants to develop ABPs without the full engagement of municipalities and key provincial departments. This reflects the seemingly intractable challenges associated with practical intergovernmental relations and the absence of a clear framework for joint planning.

The report analyses those District ABPs which reached Phase 3 and beyond. Several other District planning processes only made it to the first phase. Others were shelved in the transition from the Department of Land Affairs (DLA) to the Department of Rural Development and Land Reform (DRDLR).

Phuhlisani faced significant difficulties in obtaining full and complete documentation from the various ABP processes undertaken. There was no central or provincial repository of ABP plans which we could identify and there seems to be some uncertainty about overall responsibility for area based planning. Incomplete documentation, particularly relating to the inception phase made it difficult to properly assess ABPs.

Phuhlisani used Wiggio a free but secure collaboration platform as an online repository for all ABP documents which have been organised into a Provincial and District folder architecture. Documents have been stored in two formats:

- an archive of all documents with original file names as received,
- a reorganised system involving uniform file naming protocols which identify the Date the District and the planning phase in the title.

Phuhlisani developed an ABP scorecard in consultation with DRDLR officials at a two day workshop. An attempt to practically field test the scorecard using the West Coast ABP confirmed that many of the first generation ABPs are effectively archival documents which play no current role in guiding land reform and rural development priorities. This restricted the assessment to a desktop exercise in which reviewers scanned each ABP and scored it using the scorecard.

Results from this scoring exercise were highly variable with only four ABPs achieving a strong or average ranking out of the 22 Districts assessed. These were the Districts which had completed all phases of the plan. Incomplete documentation particularly relating to the inception phase contributed to the high percentage of ABPs which scored poorly. The review also highlighted the high degree of variability in District contexts which needs to be better incorporated in the Terms of

Reference. A pre screening process to identify complex and challenging Districts could assist in the development of less generic TORs and ensure that service providers appointed are competent to carry out their task.

To date procurement processes seem to have assumed that service providers would have the capacity to produce ABPs without any prior in depth knowledge of land reform or training or orientation in the ABP methodology. Selection of service providers using price as the final determinant may have the unintended consequence of appointing consultants who cannot produce what is required.

Formal approval of the ABP appeared to be the major stumbling block in the process. The DLA/DRDLR is dependent on municipal planning and approval processes to enable the ABP to be recognised as a sector plan within the IDP. Currently ABPs for rural development and land reform are not a legislated output of the IDP planning process. Without approved guidelines or regulations in terms of the Municipal Systems Act or alternative regulation binding on all spheres of government this is likely to remain a major hurdle to negotiate. It may be necessary to consider legislative amendment to address the mandates of the three spheres of government with regard to area based planning for land reform and rural development. Currently many Districts seem to regard ABPs as another unfunded mandate which is a drain on resources and time. This has meant that in many instances the active involvement of District and Local municipalities and other relevant government departments has generally been inadequate and has tended to fall off as the process has moved from phase to phase.

Poor results have been obtained from the first round of Area Based Planning in different provinces and municipalities. The quality of the ABP/RDLRP documents is highly variable. The complexity and range of issues to factor into ABP/RDLRPs varies widely from District to District.

Very few if any of the plans were formally approved and there is little evidence of implementation. The documents produced as outputs of the planning process seldom provide user friendly and practical implementation guidelines for officials, many of whom state that they lack skills and capacity to take delivery of the documents and implement the plans where these have been produced.

Despite the shortcomings listed above ABPs/RDLRPs contain valuable fine grained information and data at District and local municipal scale. This information needs to be properly curated, updated and made more widely available and provide a foundation for RDLRPs going forward.

The report makes eleven recommendations for improving the ABP/RDLRP process

- Clarify responsibility for ABP/RDLRP planning in DRDLR;
- Make clear linkages between ABP and Provincial Strategic Plans and Budgets;
- Include a land reform project audit as a component of ABPs;
- Find a mechanism to make ABPs/RDLRPs a legal requirement as part of the IDP process;
- Ensure sound institutional arrangements are in place up front to enable joint planning and budgeting;
- Pre screen Districts to develop appropriate TORs;
- Consider focusing RDLRPs at Local Municipality scale;
- Develop accredited and quality assured service providers;
- Ensure delivery of implementation friendly plans;
- Develop an online digital asset management and collaboration system;

- Make information from ABP planning processes publicly available.

1 Background

Phuhlisani was appointed from the 2nd May 2012 to undertake a three month rapid review of the National ABP process. This report records the work undertaken and presents the key findings of the review.

From 2006 the Department of Land Affairs (DLA) and then since 2009 the Department of Rural Development and Land Reform (DRDLR) have promoted the preparation of District Area Based Plans (ABP) for Land Reform.

1.1 The first ABPs

The pilot ABPs were outsourced to service providers in selected Districts in KwaZulu-Natal before the process was extended to the Western Cape, Eastern Cape, Northern Cape, Free State, North West and subsequently Limpopo. Service providers were tasked to complete an inception report and a five phase planning process.

Phase 0: Inception	The inception report was designed to provide the foundation for the subsequent ABP process which was based on: A process plan A communication plan A district planning framework to integrate land reform issues The establishment of a formal multi-sectoral ABP substructure as part of the IDP Steering Committee
Phase 1: Situation Analysis	The Phase 1 report aimed to provide all the relevant District data including land demand. This was to provide a baseline from which to plan and to monitor progress and change.
Phase 2: Vision, strategy and conceptualisation of focus areas	Phase 2 aimed to involve key stakeholders within the District in the agreement on a shared vision supported by realistic goals and strategies for meeting local land reform objectives.
Phase 3: Programme definition, project identification and formulation	Phase 3 aimed to formulate clear District level programmes to give effect to this vision and which identified the projects which would be the focus for subsequent land reform implementation.
Phase 4: Project integration and prioritisation	Phase 4 aimed to ensure the integration of the identified projects within the District IDP and establish their relative prioritisation. Phase 4 aimed to clarify the roles, responsibilities, institutional arrangements, budget and resource allocations of different development actors to ensure effective implementation
Phase 5: Formal approval of the ABP	The final phase aimed to formalise the ABP as a sector plan within the District and Local Municipal Integrated Development Plans (IDPs) which would be reviewed and updated annually as an integral part of the IDP review process.

Table 1: The phases of the ABP process

DLA/DRDLR experienced a number of difficulties in the roll out of the first wave of ABP plans. The majority of ABPs remained incomplete, very few were formally approved and as far as can be established no ABP has been implemented.

Following the establishment of the DRDLR in 2009 contracted service providers were instructed not to proceed with further phases of ABP planning while the Department clarified its new rural development mandate. DRDLR began to conceptualise the content and focus of second generation Area-based Rural Development and Land Reform Plans (RDLRPs).

Draft Terms of Reference for Rural Development and Land Reform Plans were prepared in 2010 to clarify the role and function of the RDLRPs.

RDLRPs which must be formulated in close consultation with:

- *the field and operational staff of the Department including the Commissioners' staff, and*
- *The staff of other relevant institutions, agencies and organisations, both within and outside of government, as well as with other identified role-players and including targeted public participation.*

RDLRPs must be relevant and have a direct bearing on day-to-day decisions by DRDLR staff about project selection criteria and project selection. The plans must be meaningful and useable by all operational staff in PLROs, RLCCs and their District Offices.

The RDLRP is distinct from the strategic and operational plans of the various components of the DRDLR. However the RDLRP must inform strategic and operational plans at provincial and district levels, and vice versa (Kenyon, 2010: 1).

The Draft TOR also observes that:

While a new approach to planning is required, this approach must start with what has been done before, so as not to repeat any mistakes of the past but instead to learn from the past and to build on any secure foundations which are already laid.

This is the case not only with previous planning undertaken by DLA and DRDLR but also the CRDP itself which follows the Integrated and Sustainable Rural Development Programme (ISRDP) which was launched in 2000 and targeted the poorest municipal areas of SA (Kenyon, 2010: 2).

Since then Business Enterprises at the University of Pretoria have been commissioned to prepare RDLRPs in Gauteng which follows a six phase process summarised in the table below. This work is currently underway and was not reviewed as part of this report.

Phase 1: Project Establishment
<p>Project Mobilisation:</p> <ul style="list-style-type: none"> • Stakeholders informed of process; • Generate interest and commitment; • Creation of local cells of land owners, farm dwellers and other stakeholders appropriate to local conditions.
<p>Establishment of a Project Steering Committee (PSC):</p> <ul style="list-style-type: none"> • Establishment of Multi-stakeholder PSC; • Identification of project manager for overall process as well as project managers for other stakeholder groups.

<ul style="list-style-type: none"> • Develop Process Plan with Stakeholders: • The development of a Process Plan that indicates the activities in the project, including (1) the activities that the other stakeholders need to undertake, (2) time frames and (3) key responsibilities • The signing of Memoranda of Understanding (MoUs)
<ul style="list-style-type: none"> • Inception Report • The Inception Report and the Process Plan is to be work-shopped with the established Planning Steering Committee • The Planning Steering Committee should be linked to the IDP Structures in the Municipality (e.g. the IDP Steering Committee and the Service Providers Forum)
<p>Phase 2: Situational Analysis/Status Quo</p>
<p>Problem Analysis and Status Quo Assessment (Contextual Analysis):</p> <ul style="list-style-type: none"> • Deal with the existing situational analysis regarding rural development, agrarian transformation and land reform within the District and Local Municipal areas in Gauteng; • Sourcing and verification of baseline data from the DRDLR, other Sector Departments and the Municipalities • Verification of data should include stakeholder consultation • The Situational Analysis should identify, list and discuss specific features of the areas covered in the plan which are listed in the TOR
<p>Spatial Analysis and Mapping</p> <p>Use mapping to present information and planning</p>
<p>Phase 2 Deliverables:</p> <ul style="list-style-type: none"> • Comprehensive RDLRP Report • Consultation Report • Printed maps (A0 size) of the relevant Local Municipality capturing the spatial analysis referred to in the Situational Analysis • Copies of the Report; Local Municipality maps (A0), 2 sets of CDs with all digital information (the report and GIS information) in the prescribed format
<p>Phase 3: Conceptualisation of Vision, Focus Areas / Clusters and Strategy Formulations</p>
<p>Vision:</p> <ul style="list-style-type: none"> • A positive local vision for Rural Development and Land Reform must be developed in line with the Municipal Vision and Objectives through a workshop process
<p>Define Focus Areas and Clusters and Priority Issues:</p> <ul style="list-style-type: none"> • The Situational Analysis phase will indicate key issues and challenges that need to be addressed

<p>as per the core outputs and targets of the Department;</p> <ul style="list-style-type: none"> • The team must seek to align with the IDP and other programmes
<p>Formulation of Appropriate Local Strategies:</p> <ul style="list-style-type: none"> • Strategies must be set out to address specific issues/challenges/sub-programmes; • The development of strategies must consider relevant legislation, policy and programmes; • Appropriate consultation needs to be present with a formal acceptance of strategies.
<p>Phase 3 Deliverables:</p> <ul style="list-style-type: none"> • Vision; • Focus Areas; • Strategies; • Separate Consultation Report
<p>Phase 4: Develop a Rural Development and Land Reform Plan and Identify Projects</p>
<p>Facilitate and Develop a Rural Development and Land Reform Plan:</p> <ul style="list-style-type: none"> • Rural Development Strategy • Agrarian Reform Strategy • Infrastructure Plan (hard and soft infrastructure) • A Land Reform Strategy • Stakeholder support of Strategy
<p>Project Identification:</p> <p>Identification of specific project clusters in all rural areas in Gauteng</p> <p>Development of a Concept Plans for the priority projects/clusters which must include the following:</p> <ul style="list-style-type: none"> • A full description of the problem and the need • Property details and a land availability agreement from the owner where land availability is required • Economic, agricultural and livelihood options and impacts • Infrastructure requirements • Settlement modelling options, housing and tenure types where settlement is required • Community, claimant/beneficiary profile • Strategic partnership agreements and Municipal partnership agreements

<ul style="list-style-type: none"> • Project toll out plan (steps and timeframes)
<p>Phase 4 Deliverables:</p> <p>Defined Rural Development Strategy that indicates specific needs and projects</p>
<p>Phase 5: Integration</p>
<p>Phase 5 Deliverable:</p> <ul style="list-style-type: none"> • Plan indicating how the RDLRP relates to key sector plans, especially the financial plans, LED, agriculture, settlement, poverty alleviation, infrastructure and basic services, and spatial development frameworks
<p>Phase 6: Approval</p>
<p>The plan has to be approved by:</p> <ul style="list-style-type: none"> • The IDP Representative Forum • The Steering Committee • The Municipal Council (Local and District Level) • Comments from the public as well as from sector departments have to be obtained. • Where the RDLRP includes a CRDP site the approval of the Council of Stakeholders is required.

Table 2: The RDLRP Process: Gauteng Province (Business Enterprises, 2011: 17-21)

1.2 The Post Settlement Development and Support Project (2011-2015)

The Post Settlement Development and Support Project (2011-2015) (PSDS) funded by Belgian Technical Co-operation (BTC) seeks to support the DRDLR to provide solutions to the extensive challenges of ensuring that livelihoods of land reform beneficiaries are enhanced after they have received secure access to land.

In order to yield better service delivery to land reform beneficiaries, PSDS aims at improving the integration of RDLRPs in IDPs and the coordination amongst relevant departments and partners.

This is planned over a four year period and involves:

- A countrywide overview and in-depth analysis in selected pilot District Municipalities of the integration of RDLRPs in the IDPs and coordination amongst relevant departments and partners for enhanced service delivery to land reform beneficiaries.
- Developing practices in the selected pilot District Municipalities of improved integration of RDLRPs in the IDPs and coordination for enhanced service delivery to land reform beneficiaries. In this respect, close interaction with other governmental and non-governmental stakeholders is deemed crucial.
- Refining relevant aspects of the Recapitalisation and Development Programme (RADP) and other policy frameworks for enhanced service delivery to land reform beneficiaries. This will include the compilation of implementation manuals and effecting training programmes, based on evidence from the pilot District Municipalities.

1.3 PSDS preparation workshop

Prior to our appointment the PSDS programme organised a workshop on 18th April 2012 with officials from the different provinces to review the progress with ABPs in the provinces. Seven provinces were represented at this workshop. Below is a summary of the reports from each of these provinces:

1.3.1 KwaZulu-Natal

Officials from the Province reported that ABPs had been completed for four districts in 2008 – Sisonke, Amajuba, ILembeand uMzinyathi. Phase 1 was completed in Uguand UMgungundlovu Districts in the same year. Officials observed that:

- Restitution was not sufficiently integrated into the Area Based Planning;
- An approach was needed which includes plans for both privately owned and communally owned land as some Local Municipalities are 100% communally owned.

1.3.2 Western Cape

Officials from the Province reported that ABPs had been completed for the Overberg, Cape Winelands and Central Karoo Districts in 2008 - and the West Coast in 2009. Eden District completed Phases 1 and 2 in 2008.

1.3.3 Limpopo

Officials reported that a contract was signed with a single service provider for all the Districts in the Province - Capricorn, Waterberg, Mopani, Vhembe and Sekhukhune Districts in February 2008 and the ABPs were completed for 5 Districts and 25 local municipalities in February 2012.

Officials identified challenges that were encountered during the course of the project including:

- The unclear role of Local Government in the issues of Land Reform.
- Getting stakeholders to provide inputs in the development of the RDLR Plans and attend workshops.
- Mistrust between Government and Commercial farmers.
- The unclear role of Municipalities in terms of Land Reform and RDLR Plans.

1.3.4 Northern Cape

Officials reported that the PSSC: NC had appointed service providers to prepare ABP's for PixleyKaSeme, Namakwa and John TaoloGaletsewe Districts in May 2010. Phase 1 of the ABP process was completed before the process was put on hold while new TOR were drawn up to reflect the rural development mandate of the newly formed DRDLR. New TORs were approved for 2012/13 financial year and service providers are requiring on the basis of work done.

1.3.5 Eastern Cape

Officials reported that ABPs had been completed for Chris Hani, Amathole, Cacadu Districts in 2008 while the remaining Districts Joe Gqabi, OR Tambo, Alfred Nzo had completed up to Phase 3.

1.3.6 North West

Officials reported that service providers had been appointed for Bojanala and Kenneth Kaunda Districts in 2008 and the process had reached Phase 3 in Bojanala and Phase 4 in Kenneth Kaunda District. Officials highlighted challenges in securing the involvement of municipal officials and ensuring that the ABP was aligned to DRDLR programmes.

1.3.7 Gauteng

Officials reported that a service provider was appointed in February 2010 to assist the DRDLR with the preparation of three District ABPs. However before the service provider could start work the District ABPs were placed on hold subject to the finalisation of the new mandate of the DRDLR, and the review of the policy framework for the preparation of these plans. The service provider was given a new TOR for RDLRPs and work finally commenced in February 2012.

1.4 Rapid review of ABPs

DRDLR and the PSDS commissioned a rapid three month country-wide review of area based plans for land reform and rural development to launch the PSDS process. The review comprises of a rapid inventory and evaluation of Area Based Plans and/or Rural Development and Land Reform Plans and reflects on the practice of area based planning since its piloting in 2006.

The review sets out:

- develop an inventory of the initial provincial ABPs;
- develop an ABP assessment scorecard to review the quality of District area based plans;
- examine the participation of stakeholders in the planning process;
- appraise coordination amongst departments and development partners in the ABP planning and implementation phases;
- review the resultant integration of land reform into municipal IDPs;
- review the extent to which current practices of area based planning have facilitated service delivery to land reform beneficiaries;
- determine the quality of service delivery to land reform beneficiaries as a result of ABP implementation.

The findings of the rapid review are designed to ensure that DRDLR “learns from the past and to build on any secure foundations which are already laid” as well as assisting DRDLR to develop a sample of municipalities for in-depth investigation and analysis in subsequent phases of the PSDS programme.

1.4.1 A ten step research and evaluation process

The TOR set out a 10 phase process for the research and evaluation of practices in area based planning.

Phase	Content
1	Undertake a desk inventory of the status of area based plans since 2006 in all district and metro municipalities. The following questions need to be addressed: has an ABP and/or RDLRP had been completed? When? What data and information is available in the DRDLR report?
2	Establish in consultation with PSDS staff a grid for a rapid and systematic review of the ABP or RDLRP's. The grid is designed to capture and evaluate information pertaining to the status quo, quality of area based planning (e.g. beneficiary selection, land use, service identification), coordination amongst departments and with partners, participation of stakeholders, integration into municipal IDPs, and quality of service delivery to land reform beneficiaries. The evaluation grid needs to be approved by the PSDS PD.
3	Complete desk inventory of the status of area based plans since 2006 in all district and metro municipalities. The following questions need to be addressed: What grid review data and information is available in the DRDLR report? Which grid review data need to be collected in addition?
4	Facilitating an information gathering and verification workshop with provincial DRDLR staff. During this 2 day national level workshop, the researchers will be able to verify desk study information and identify additional data for collection from provincial DRDLR staff to complement the review.
5	Design questionnaire to collect additional data from provincial DRDLR by telephone and present

Phase	Content
	this to the Steering committee.
6	Collect additional data through telephone questionnaire and from reports from provincial DRDLR staff.
7	Input data into the evaluation grid by researchers;analyse and comment outcomes of evaluation grid; draft report of the review, covering both the inventory and evaluation dimension.
8	Presentation of draft report to PSDS and DRDLR.
9	Edit final version of the review report.
10	Present review findings to provincial and national governmental stakeholders.

A variety of factors which discussed in the main body of the below necessitated some amendments to the methodology proposed in the TOR resulting in a changed approach to Steps 6 and 7. However these changes were minor and have not impacted significantly on the efficacy of the rapid review.

2 Assessment report

This section records the process and outcomes for the different phases of the review.

2.1 Desk inventory and document collection

Following our appointment on May 2nd 2012 Phuhlisani set out to collect all the relevant ABP documentation necessary for the review. Some of the ABP documents were provided on CD by provincial offices, others had to be obtained from the service providers who had undertaken the work.

The table below summarises the progress with ABPs nationally and records the provinces which formed the focus of the review. 22 Districts indicated with green fill formed part of the review. Gauteng is excluded as it only started recently with second generation RDLRPs. Mpumalanga never embarked on ABP planning for reasons which we were unable to determine.

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

PROVINCE	DM	DC#	LM	Date Inception Report Phase 0	Date Situational Analysis Phase 1	Date Vision, Strategy Formulation and Conceptualisation of Focus Areas Phase 2	Date Project Identification & Definition of Programmes Phase 3	Date Integration and Prioritisation Phase 4	Date Approval Phase 5
LIMPOPO									
	Capricorn DM	DC35	Aganang LM	11-Feb-08	Jul-08	Feb-09	Jun-11	Sep-11	Feb-12
	Waterberg DM	DC36	Bela-bela LM	11-Feb-08	Jul-08	Feb-09	Jun-11	Sep-11	Feb-12
	Mopani DM	DC33	Ba-Phalaborwa LM	11-Feb-08	Jul-08	Feb-09	Jun-11	Sep-11	Feb-12
	Vhembe DM	DC34	Makhado LM	11-Feb-08	Jul-08	Feb-09	Jun-11	Sep-11	Feb-12
	Sekhukhune DM	DC47	Elias Motsoaledi LM	11-Feb-08	Jul-08	Feb-09	Jun-11	Sep-11	Feb-12
EASTERN CAPE									
	Chris Hani DM	DC13	InsikaYethu LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Approved and attached in the IDP
	Joe Gqabi DM	DC14	Gariep LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted	No Integration	No Approval
	O.R. Tambo DM	DC15	Ingquza Hill LM	Submitted and Complete July 2007	Submitted and Complete Feb 2008	Submitted June 2009	Submitted but not fully endorsed by Steering Comm.	No Integration	No Approval
	Alfred Nzo DM	DC44	Umzimvubu LM	Submitted June 2007	Submitted June 2008	Submitted and Complete	Submitted March 2010 but not endorsed by Steering Comm.	No Integration	No Approval

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

PROVINCE	DM	DC#	LM	Date Inception Report Phase 0	Date Situational Analysis Phase 1	Date Vision, Strategy Formulation and Conceptualisation of Focus Areas Phase 2	Date Project Identification & Definition of Programmes Phase 3	Date Integration and Prioritisation Phase 4	Date Approval Phase 5
	Amathole DM	DC12	Amahlati LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	S.P. submitted at IDP Rep. Forums.
	Cacadu DM	DC10	Makana LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Approved and attached in the IDP
	Nelson Mandela Metro			Submitted and Complete	Submitted and Complete	N/A	N/A	N/A	N/A
NORTHERN CAPE									
	PixelykaSeme DM	DC7	Siyancuma LM	Submitted and Complete	Submitted and Complete		Submitted and Complete		
			DMA						
	John TaoloGaetsewe DM	DC45	Moshaweng LM		Date Situational Analysis Phase 1				
NORTH WEST									
	Bojanala DM	DC37	Rustenberg LM	in 2008	?	Currently in Phase 3	Mar-12		
	Dr Kenneth Kaunda DM	DC40	Matlosana LM	in 2008	?	?	March 2012 Currently in Phase4	Mar-12	

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

PROVINCE	DM	DC#	LM	Date Inception Report Phase 0	Date Situational Analysis Phase 1	Date Vision, Strategy Formulation and Conceptualisation of Focus Areas Phase 2	Date Project Identification & Definition of Programmes Phase 3	Date Integration and Prioritisation Phase 4	Date Approval Phase 5
	NkagaModiriMolema DM	DC38	Mafikeng LM	In 2009 - bid evaluation halted in 2010					
KZN									
	SisonkeDM	DC43	Ingwe LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Completed 2008	
	Amajuba DM	DC25	Newcastle LM		Submitted and Complete	Submitted and Complete	Submitted and Complete	Completed 2008	
	Ilembe DM	DC29	kwaDukuza LM		Submitted and Complete	Submitted and Complete	Submitted and Complete	Completed 2008	
	uMzinyathi DM	DC24	Msinga LM		Submitted and Complete			Completed 2008	
	Ugu DM	DC21	Hibiscus Coast LM	Submitted and Complete	Phase 1 completed 2008				
WESTERN CAPE									
	West Coast DM	DC1	Bergrivier LM						
			Bitterfontein DMA					May-09	
	Cape Winelands DM	DC2	Breede Valley LM						
	Overberg DM	DC3	Cape Agulhas LM						
	Eden DM	DC4	Bitou LM		Apr-08	Apr-08			
	Central Karoo DM	DC5	Beaufort West LM						June 08

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

PROVINCE	DM	DC#	LM	Date Inception Report Phase 0	Date Situational Analysis Phase 1	Date Vision, Strategy Formulation and Conceptualisation of Focus Areas Phase 2	Date Project Identification & Definition of Programmes Phase 3	Date Integration and Prioritisation Phase 4	Date Approval Phase 5
FREE STATE									
	Thabo Mofutsanyane DM	DC19	Dihlabeng LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete
	Lejweleputswa DM	DC18	Masilonyana LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	
	Motheo Metro		Mangaung LM	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	Submitted and Complete	

2.2 Online repository

Phuhlisani set out to systematically collect and compile as many of the relevant documents on District ABP planning processes since the introduction of the ABP approach in 2006. We made use of a free but secure online collaboration toolkit known as Wiggio to host all the documentation. This has been made available to selected DRDLR staff who have been invited to access the group.

All available documentation for the ABPs listed in the table above has been organised into Provincial, District and Local Municipality folders with a single online repository together with other categories of relevant background documents.

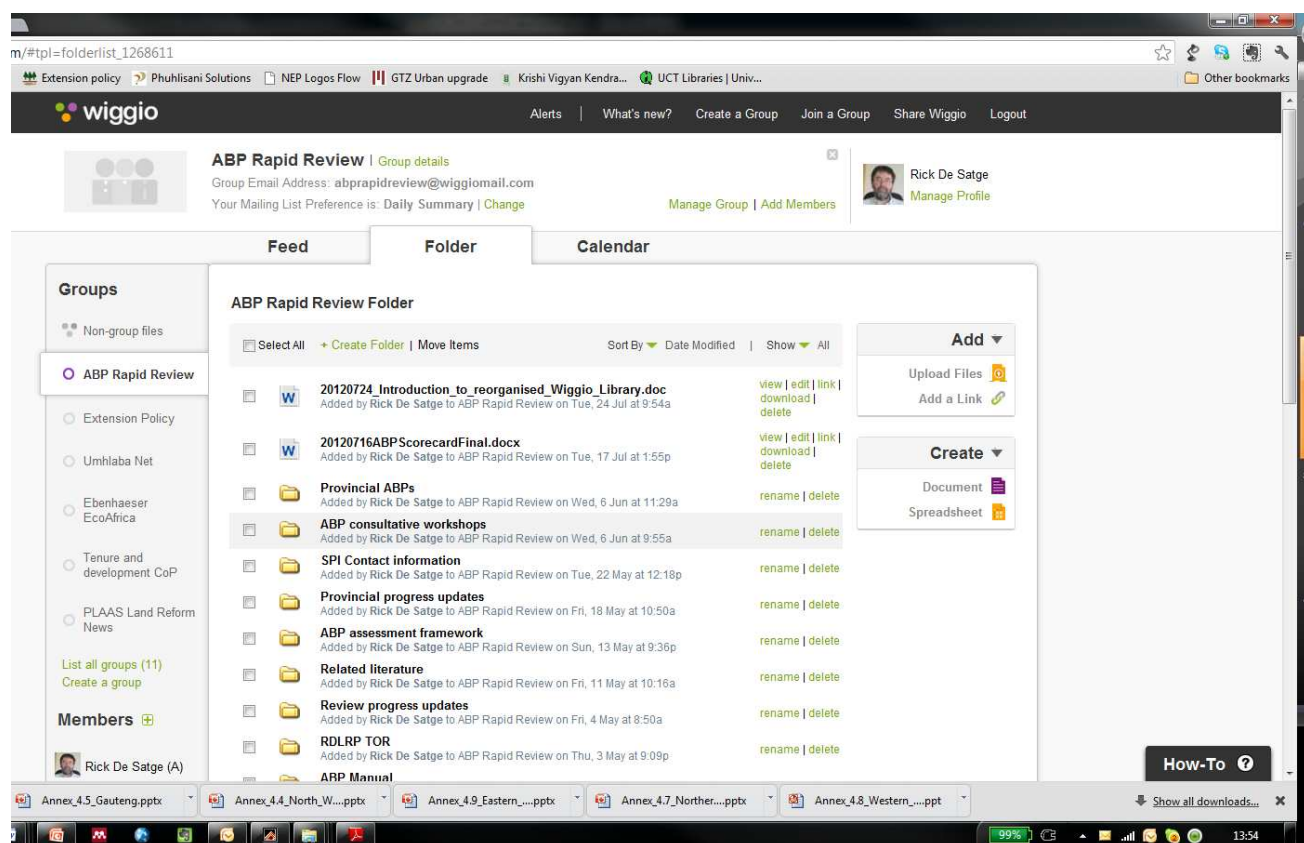


Figure 1: Screenshot of WiggioABP repository

A summary Excel spreadsheet has been prepared which provides an index to all ABP plans while summary documents for each province capture the table of contents of ABP documents captured in the repository.

2.3 Two day verification and information gathering workshop

A two day workshop was held with RDLR staff from the Provinces. See Appendix 1 for an outline of the workshop programme

A report was provided on progress to date to the effect that:

- Repositories had created for each province and district.
- Available ABP documents had been uploaded.
- All documents checked and the Excel spreadsheet had been updated.

- Summary sheets had been completed for all provinces.
- A draft assessment framework had been developed using the original ABP manual and TORs as a guide.

2.3.1 Emerging key issues

- There was no provincial or national repository of plans.
 - Some plans had to be obtained from service providers.
- Loss of institutional memory
 - Changes in DLA/DRDLR and municipal officials since ABP process.
 - Successors unfamiliar or unaware of prior ABP processes.
- Many inception reports not available.
 - Little information available on the composition of ABP Steering Committees.
 - Little indication that there were ever signed stakeholder protocols.
- Many ABPs were incomplete and limited to early phases.
- Overall monitoring of ABP process and outcomes appeared to be weak.
- Very few ABPs had been approved.
- The linkages to DRDLR provincial strategies and budgets unclear.
- Ownership of resultant plans and responsibilities for their implementation were often unclear.
- The majority of the plans will need updating.
- New approaches to land reform and CRDP supersede the strategies set out in many ABPs.
- Currently unclear how second generation Rural Development and Land Reform plans should interface with first generation ABPs.
- Procurement issues may surface if updating the plans is put out on tender as it is unlikely to be efficient or cost effective to hire new service providers to update the plans.
- Implementation of ABP dependent on joint programming and budget alignment.
- ABPs need to address land reform projects in distress and address:
 - Recapitalisation.
 - Land rights entity management support.
 - PLAS lease management.

2.3.2 Central questions

Several questions were discussed:

- Who owns the ABP process - the historical ABPs which have been done to varying extents?
- Who is finally responsible for the current inventory and evaluation?
- What is the linkage between the current inventory and evaluation and the new TORs for the rural development and land reform plans?
- How will the review inform the new processes?
- Where does authority lie with regard to the ABP processes past and future?
- How should ABPs be warehoused made accessible to all online? Whose responsibility is this?
- Who is responsible for liaising with the Provinces with regard to ABPs?
- Who is responsible for implementing ABPs at the Provincial level, reviewing progress against the plan and updating the data?

- What is the link between District ABPs and provincial and national land reform and rural development plans?
- What is the alignment of the ABP / RDLRP to the policy objectives of the Department?

2.3.3 Options for reviewing and evaluating ABPs

The participants discussed how best to review the ABPs which had got to Phase 3 and beyond. Initially it was proposed that SPI staff would work with Phuhlisani to undertake ABP reviews with staff from the provincial offices. However after the workshop this approach was abandoned as it was felt that Departmental protocols would take too long to put in place given the tight time frame for the rapid review.

2.3.4 Monitoring ABP Process and Outcomes

According to the ABP Implementer's Guide:

Monitoring and evaluation of the Area Based planning process is the responsibility of the District Land Reform Office. Monitoring of this process relates to adherence by service providers to the Terms of Reference for ABP. Evaluation relates to the quality of planning outcomes. Monitoring and evaluation of planning is an integral part of the management/oversight of the ABP process by DLRO(Umhlaba Development Services, 2007: 22).

The manual provided a basic set of indicators for assess the adequacy of the ABP planning process reproduced in the table below

Planning Phase	Objectively Verifiable Indicator	Means of Verification
Process Planning	Timeframes, appropriate mechanisms, process and procedures for developing Area Based Plan are defined and agreed upon Communication plan for ABP in place Institutional arrangements for coordinated/integrated ABP are in place	Planning Process Report ABP Steering Committee constituted Joint-Programme protocols
PHASE 1: Situational Analysis	Spatial land need is identified and defined in terms of DLA programme objectives and product types Land and tenure demand is identified and defined in terms of DLA programme objectives and product types Local land reform opportunities and linkages are identified and defined	Situational Analysis Report Area Based Land Use Maps (for district and local)
PHASE 2: Vision/Strategy Formulation and Conceptualising Land Reform Focus Areas	District land reform vision, objectives and strategies and associated land reform focus areas, clearly reflecting how these contribute to the core objectives of land and tenure reform, and municipal and sector objectives and priorities	District Land Reform Framework
PHASE 3: Project Identification and definition of programme	Geographical focus areas are further defined with associated project plans that relate to stated district vision, objectives and strategies	Draft District Land Reform Plan (Framework + Project List)
PHASE 4: Integration	Land reform project list finalised	District Land Reform Plan

Planning Phase	Objectively Verifiable Indicator	Means of Verification
	Relationships to key sectors and sector plans defined	(including final project list)
PHASE 5: Approval	Adoption of Plan by Council, the IDP Representative Forum, and the ABP Steering Committee	Approved District Land Reform Plan that is an integral component of the of IDP of local and district municipalities

Table 3: M&E Framework for ABP - Umhlaba Development Services, 2007

2.4 Preparing a draft ABP scorecard

A draft ABP scorecard was prepared ahead of the workshop. This drew on the basic indicator set above together with the ABP TOR. The scorecard eventually went through eight drafts which were commented on by DRDLR staff and which were tested at the workshop.

Participants were introduced to a draft scorecard which was tested using group activities to examine ABP reports from different phases from the repository. Group assessment proved to be slow but generated much useful discussion and suggestions about how to improve the assessment tool.

It was recognised that the extensive nature of ABP documentation, some of which exceed 300 pages when appendices, maps and supporting documents are factored in, makes even 'a rapid review' time consuming process.

The activities provoked extensive debate concerning the most appropriate ABP assessment methodology and the overall value of a scorecard system involving a checklist related to the primary indicators and the MoV and a points based scoring approach to better assess the quality of the planning outputs.

See Appendix 2 for final scorecard version used to conduct the assessment which attempts to combine both approaches.

2.5 Testing the review methodology: West Coast District

Following the national consultative workshop we planned to do a complete test of the scorecard with RDLR officials in the Western Cape to review the West Coast District ABP which was completed in 2009.

We set up a meeting with DRDLR officials responsible for the West Coast District. It quickly emerged from our discussion that none of the officials currently working on the West Coast had any detailed knowledge of the ABP. Although the document is fairly comprehensive and technically sound it had never gained any traction or practically shaped the way in which land reform had been planned and implemented in the District.

The discussion highlighted several changes in the way in which land reform is planned and managed. It appears that since 2009 land reform decision making has become increasingly centralised once again and that from the perspective of provincial official ABPs seem to have lost their relevance. Officials spoke about the erosion of relations between DRDLR and other provincial departments which had suffered a set-back following the dismantling of structures like the District Assessment Committee (DAC) which had been the mechanism for the local management of intergovernmental relations and joint planning for land reform projects.

The introduction of the CRDP has resulted in the creation of new Council of Stakeholders structures being established but these tend to be focused on the pilot areas resulting in a focus on some districts and the exclusion of others. There appears to be something of an institutional vacuum with regard to land reform planning which has emerged following the adoption of a rural development focus.

It seems that de facto the RDLR in the Province increasingly receives policy and implementation directives from Pretoria which take priority over provincial and district strategic planning. Officials argued that this ran counter to the original rationale for ABPs which were intended to provide the basis for decentralised district strategic planning for land reform which would guide budgeting and implementation of different actors in space.

Officials regarded the West Coast ABP as a historical product that had been prepared by a planning firm and which was not easy for officials to work with and interpret. The officials who were responsible for implementing the plan were not planners or agricultural specialists. Even though the ABP may have been technically sound they felt that it was not in a form which was user friendly for implementation purposes.

Although the document appears to have been presented to the District Municipality it was never formally adopted as a sector plan within the IDP. As a result it was not implemented even though it has guided DRDLR land purchases to some extent. The document has not been updated or reviewed since its completion.

The West Coast experience highlights key institutional weaknesses preventing the formal adoption of the ABP. It is essential to get the institutional relations right if there is to be a linkage to the IDP planning and review cycle. The capacity of the ABP to shape land reform priorities and programmes in the long term is affected by:

- the extent to which the planning process was able to actively involve key role-players from the outset and secure a shared commitment to the planning outcomes;
- policy change within DRDLR and partner Departments which may throw out key aspects of the plan;
- the cycle of municipal elections which initiate a new cycle of IDP planning and budgeting;
- the outcome of elections which involves changes of local officials and may result in a change in local development priorities which can advance or retard the land reform agenda.

Overall Officials observed that ABPs were weakly co-ordinated at provincial level. There was no period stated for their completion; there was no linked M&E process, and to date no review of the ABP process had been instituted. Their perception was that ABPs had been discredited and were no longer regarded as the key planning tool guiding the work of the Department and its partners.

We were not able to proceed to review the West Coast ABP together with officials as it was clear that although the document met key review criteria it was not a living document which was actively shaping land reform implementation within the District.

2.6 Thinking beyond individual District ABPs

If ABPs are to be effective M&E has to expand beyond a review of the individual ABP documents and associated planning processes to include a review of the wider framework for institutionalising the roll out of ABP planning.

These are partly addressed in Annex 10 of the ABP Implementers Guide which identified key indicators for the successful national roll-out of ABP. While it was envisaged that some of these indicators would be monitored/assessed at a national level, the M&E focus was placed largely at the level of the province.

Objective	Indicators	Means of Verification
By the end of 2008, Area Based Land Reform Plans that are aligned with local development frameworks and which take forward local, provincial and national objectives and priorities have been formulated for all districts in the country.	Institutional arrangements that foster alignment, coordination, and joint accountability and monitoring in relation to ABP are in place at a national level	<ul style="list-style-type: none"> ● Protocol agreements ● Minutes/Record of proceedings
	Institutional arrangements that foster alignment, coordination, and joint accountability and monitoring in relation to ABP are in place at a provincial level	<ul style="list-style-type: none"> ● Protocol agreements ● Minutes/Record of proceedings
	Institutional arrangements that foster alignment, coordination, and joint accountability and monitoring in relation to ABP are in place in all districts	<ul style="list-style-type: none"> ● Protocol agreements ● Minutes/Record of proceedings ● IDPs and sector plans and budgets
	Capacity to manage and implement ABP is secured at a provincial and district level	<ul style="list-style-type: none"> ● Budgets ● Staff employed and/or services contracted
	Area Based Land Reform Plans, that effectively lock land reform into local development frameworks, have been formulated and adopted for all districts	<ul style="list-style-type: none"> ● Area Based Plans ● IDPs and sector plans and budgets
	Mechanisms for joint implementation are established	<ul style="list-style-type: none"> ● Implementation Protocols ● IDPs and sector plans and budgets

Table 4: Indicators for ABP rollout: Annex 10 (Umhlaba Development Services, 2007: 54)

2.7 Implications for the rapid review

As noted above the review methodology had originally been premised on a team combining SPI officials and Phuhlisani which would use the scorecard to facilitate rapid reviews of individual District ABPs in the provinces together with the responsible local officials. The feasibility of this approach came under review following our experience with the West Coast. After discussion about various alternatives it was agreed that we would restrict the process to an independent desktop review by Phuhlisani using the scorecard assessment framework to review individual ABP documents. This was intended to provide a preliminary indication of key issues and shortcomings associated with the ABP planning process which would be investigated in more depth in a subsequent phase of the PSDS programme.

2.8 Limitations of the scorecard methodology

It is important to be aware of the limitations associated with the scorecard review methodology. These are enumerated below:

2.8.1 Incomplete documentation skews assessment findings

The assessment is based on the available evidence contained in the documents in the repository. These document sets are often incomplete. We may have a copy of the main report but not all

the appendices and supporting documents. Where documentation is missing the ABP will score poorly.

2.8.2 Difficulty in assessing spatial data

Most ABP documents contain maps but these are highly condensed and are of limited value without access to the underlying spatial data and a GIS system which allows a planner to zoom in to focus on a particular property or area. Given that it will not be feasible to have a GIS operator in all offices these maps must be provided at a suitable scale.

2.8.3 No agreed criteria for qualitative assessment

The scorecard includes questions in which the reviewer must pick a value between 1 – 5 where 1 is weak and 5 is strong. However it was not possible to develop guiding criteria to differentiate this scale more definitively so the scorings remain largely intuitive and cannot be said to be particularly 'scientific'.

2.8.4 Absence of local knowledge

In this exercise the reviewer typically has had limited knowledge of the Districts in question to help him/her interpret the content of the ABP and assess the extent to which the analysis and plans are sufficiently rigorous. Ideally the review process needs to be done locally by people with deep knowledge of local issues and conditions.

2.8.5 The volume of data

The ABP documents for the Districts we reviewed totalled over 3000 pages in extent, excluding appendices. The sheet volume of data to read and assess has required the development of rapid assessment methods including contents scanning and key word searches within documents. This has impacted on the depth of the review possible within the three month period available.

2.8.6 District diversity and the relative difficulty and complexity associated with area based planning in different District contexts

Districts are highly diverse and include:

- Large sparsely populated areas suitable primarily for extensive grazing with small and visible groupings of people seeking to access land.
- Densely populated and highly diverse ecological, tenure and production settings. The latter districts are infinitely more complex and difficult settings in which to prepare ABPs.

This needs to be taken into account when weighing up the findings from the rapid review process and the rankings which appear below.

The scorecard approach remains a relatively crude rapid appraisal tool and it may be that more in depth in situ assessments will result in different outcomes.

3 Key findings from the ABP/RDLRP review

This section summarises the findings from rapid review of the Area Based Plans based on the scorecard analysis. Narrative comments recorded for individual ABPs are captured in Appendix 3.

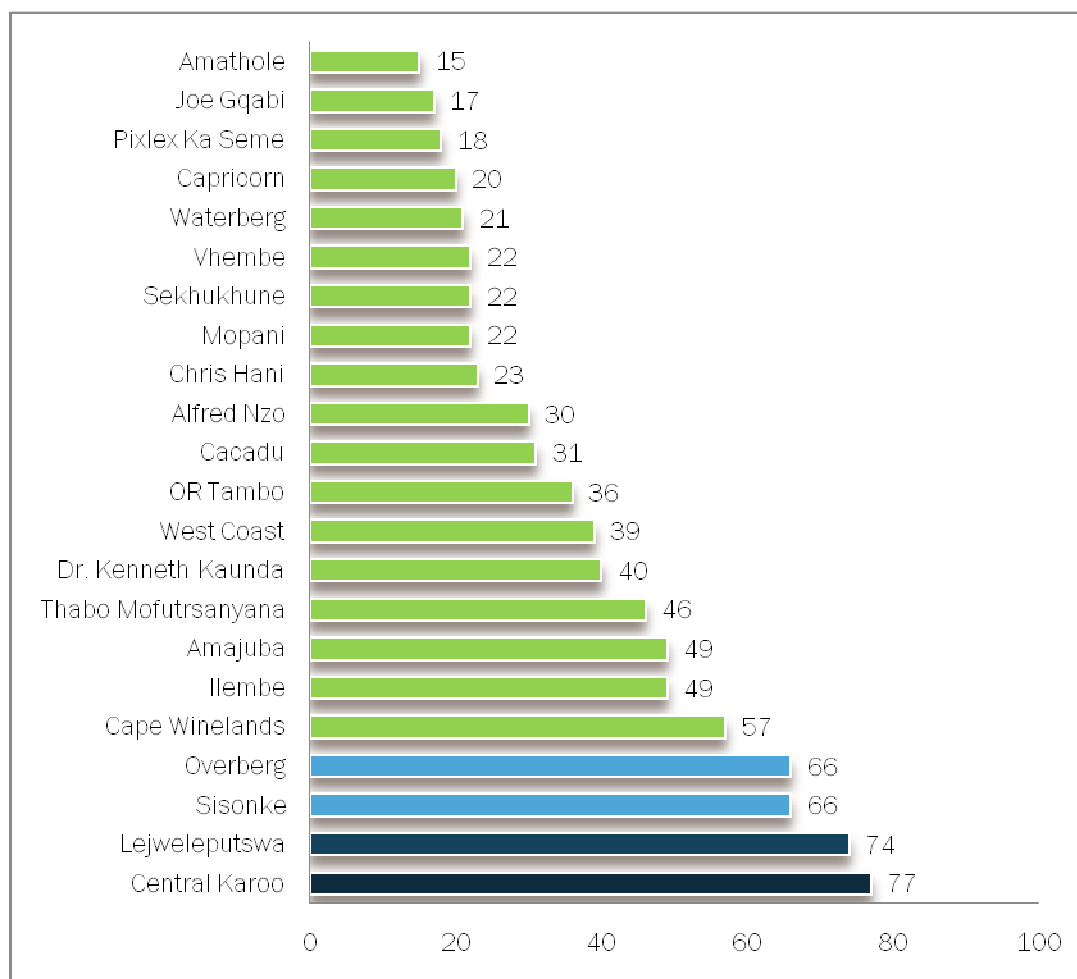
3.1 Gaps

Two municipalities which completed Phase 3 were not included in the scoring. We have only been able to source the document for the Phase 2 Vision and Strategy component for Bojanala District

North West Province while the Umzinyathi District ABP report from KwaZulu-Natal was not structured to closely match the phased outputs as set out in the TOR. This will require a close reading of the 160 page document to complete the scoring and time was not available to complete this within the deadline.

3.2 Scorecard based assessment of ABP's which reached Phase 3

The Central Karoo District, in the Western Cape achieved the highest score of 77%, followed by Lejweleputswa District in Free State, with 74%. Sisonke District in KwaZulu-Natal and Overberg District in the Western Cape shared the 3rd highest score of 66% respectively. The Cape Winelands District with 57% was the only other District to score above 50% during the review.



A score of less than 50% indicate that the Area Based Plan is **“Weak”**. Between 51% and 70% is classified as **“Average”** and 71% and above is seen as a **“Strong”** plan.

By this classification only Central Karoo (77%) in the Western Cape and Lejweleputswa (74%) in the Free State can be seen to have **“Strong”** Area Based Plans. Sisonke District and Overberg District with 66% each as well as Cape Winelands District with 57% would be classified as having **‘Average’**

The table on the following page provides an indication of the scoring distribution across the Phases. It can be seen that for the majority of ABPs there is little or no evidence from the inception phase (which may be because we do not have the documents) and that few score

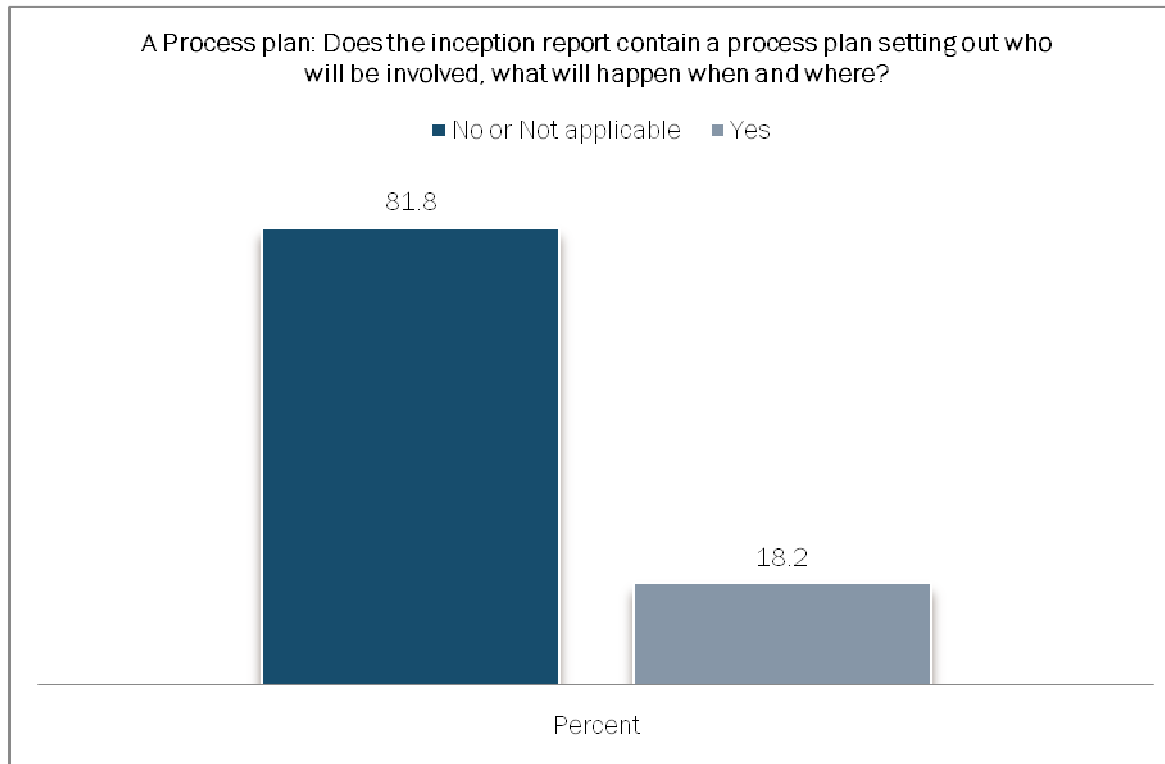
anything for the integration, prioritisation and approval phases, either because they did not progress this far or because there is no evidence to support scoring in these phases.

Province	District	Inception report	Situation analysis	Vision and strategy formulation	Project identification & programme definition	Integration and prioritisation	Approval	Total Evaluation score out of 150	Total Score for the entire review out of 100%
Province	District	Phase 0 %	Phase 1 %	Phase 2 %	Phase 3 %	Phase 4 %	Phase 5 %	Total Evaluation score out of 150	Total Score out of 100%
Western Cape	Central Karoo	56	88	78	75	67	25	115	77
Free State	Lejweleputswa	44	76	80	80	73	0	111	74
KwaZulu-Natal	Sisonke	67	86	60	55	67	0	99	66
Western Cape	Overberg	44	86	78	60	0	0	99	66
Western Cape	Cape Winelands	11	88	70	30	0	0	86	57
KwaZulu-Natal	Ilembe	11	81	48	40	13	0	74	49
KwaZulu-Natal	Amajuba	0	83	48	45	0	0	73	49
Free State	Thabo Mofutrsanyana	0	79	43	35	20	0	69	46
North West	Dr. Kenneth Kaunda	33	62	38	40	0	0	60	40
Western Cape	West Coast	11	55	45	40	0	0	59	39
Eastern Cape	OR Tambo	22	52	33	20	40	0	54	36
Eastern Cape	Cacadu	0	74	20	20	0	0	47	31
Eastern Cape	Alfred Nzo	11	64	22	20	0	0	45	30
Eastern Cape	Chris Hani	0	50	17	20	0	0	35	23
Limpopo	Mopani	0	48	22	0	0	0	33	22
Limpopo	Sekhukhune	0	48	22	0	0	0	33	22
Limpopo	Vhembe	0	48	20	0	0	0	33	22
Limpopo	Waterberg	0	45	22	0	0	0	32	21
Limpopo	Capricorn	0	40	22	0	0	0	30	20
Northern Cape	PixleyKaSeme	0	26	20	20	0	0	27	18
Eastern Cape	Joe Gqabi	0	26	18	20	0	0	26	17
Eastern Cape	Amathole	0	19	17	20	0	0	22	15
TOTAL Districts completing each phase		Phase 0	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5		
		10	22	22	17	6	1		

3.3 Inception

The majority of the ABPs reviewed alluded to the inception process but provided scanty evidence concerning the composition of a District ABP steering committee and signed partnership agreement between DRDLR and different role-players setting out their commitments to the process.

Only 18.2% (N=4)¹ of the Districts have inception reports which contain a process plan setting out who will be involved, what will happen when and where. There are however no evidence of signed partnership agreements in place clarifying relationships between DLA/DRDLR and implementing agents in provincial and local government.



¹ These Districts are OR Tambo (Eastern Cape), Lejweleputswa (Free State), Sisonke (KwaZulu-Natal) and Central Karoo (Western Cape)

Out of the 22 Areas Based plans reviewed, only four provided evidence that they had established a formal multi-sectoral ABP substructure as part of the IDP Steering Committee. These are:

- Lejweleputswa (Free State);
- Sisonke (KwaZulu-Natal);
- Central Karoo and Overberg (Western Cape).

Only Central Karoo and Overberg (Western Cape) indicated that the inception report clearly identify which municipal officials are designated to sit on the ABP sub structures.

In many instances it would seem that the service providers reported exclusively to the DLA/DRDLR. Even where steering committees were in existence they appeared difficult to sustain throughout the ABP planning cycle. Several ABPs report low levels of involvement from District and Local Municipalities many which appear uncertain about their responsibilities for land reform.

3.4 Status quo

The status quo report is the mainstay of the majority of ABPs. These are often extensive documents which are of mixed quality. Some are well put together with useful collections of data which would have real value for monitoring and evaluation if they formed a baseline which was updated annually. However there are also status quo reports which appear padded out with information which seems to have been extracted from the IDP or other plans.

The status quo reports provide insight into the immensely diverse rural district settings which in turn highlight the enormous complexity of the land reform project.

3.5 Vision, strategy formulation

The vision and strategy formulation section of the reports is often a good indicator of the extent of consultation and involvement of local stakeholders in the ABP planning process and whether they were actively involved in a shared analysis of the status quo report. The feasibility of the vision and the practicability of the associated strategies provide the basis for the clear specification of programmes, projects and priorities in the subsequent phases which are not solely dependent on DRDLR for implementation.

3.6 Definition of programmes, project identification and formulation

ABPs vary widely in the specification of programmes and projects and many are weak in this area. It seems probable that consulting firms may have underestimated the resources required to complete this section effectively. Without some prior assessment of complexity and land demand levels to shape the District TOR and estimate reasonable budgets service providers bidding for complex high demand, high risk districts may be unable to satisfactorily complete this section.

3.7 Project integration and prioritisation

This section was only completed by a minority of service providers. Here there are questions about the extent of stakeholder involvement in the integration and prioritisation process. It is likely that many of the stakeholders who DLA/DRDLR try to involve in the process start out with a limited understanding of how much time they will need to commit to the process. Once it becomes clear how time consuming the process will be many stakeholders may experience problems in balancing this with their main work load and their attendance at planning and review sessions will decline.

The DLA/DRDLR is dependent on planning, budgeting and approval processes within a range of partner Departments including Agriculture who must provide extension and advisory support to the identified projects, AGRISETA to provide training, Water Affairs who must deal with water rights and related issues and other Departments who provide infrastructural support. If the prioritised projects are to be adequately planned; implemented and supported a range of services will need to be secured from different departments. Institutional arrangements will need to be put in place at Provincial and District scale to co-ordinate and align Departmental functions and services as part of a joint programme of government if implementation is to be successful.

3.8 Formal approval of the ABP

This appears to be the major stumbling block in the process. The DLA/DRDLR is dependent on municipal planning and approval processes to enable the ABP to be recognised as a sector plan within the IDP. Currently ABPs for rural development and land reform are not a legislated output of the IDP planning process. Without guidelines or regulation in terms of the Municipal Systems Act or alternative legislation binding on all spheres of government this is likely to remain a major hurdle to negotiate.

3.9 Implementation

Even in the few instances where it has been reported that an ABP was formally approved we have not found evidence that the plan has been implemented, reviewed annually and adjusted. Institutional arrangements and capacity for implementation are critical success factors for effective implementation of the programmes and projects prioritised in the ABP. These can only flow from the cooperation protocols which should be entered into at the outset of the planning process as set out in Annex 1 of the ABP Implementers Guide.

4 Process reflections and implications for future RDLRP planning

This section identifies key lessons from the review process and identifies some implications for improving the effectiveness of RDLRP planning and implementation in the future.

4.1 A disconnect between ABP planning and implementation

While we don't have exact costs for all the ABPs where service providers were appointed we estimate that between 20 and 30 million rand was awarded to consulting consortia to prepare ABPs in the period under review.

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

Province	District	Estimated cost/ABP	Total millions
Limpopo	Capricorn DM Waterberg DM Mopani DM Vhembe DM Sekhukhune DM	800,000	4
Eastern Cape	Joe Gqabi DM OR Tambo DM Amathole DM Alfred Nzou Cacadu DM Chris Hani DM	900,000	5.4
Northern Cape	PixleykaSeme DM	700000	0.7
North West	Bojanala DM K Kaunda DM	700000	1.4
KwaZulu-Natal	Sisonke DM Amajuba DM Ilembe DM Umzinyathi DM	700,000	2.8
Western Cape	Cape Winelands DM Overberg DM Central Karoo DM West Coast	800,000	3.2
Free State	Thabo Mofutsanyane DM Lejweleputswa DM Motheo Metro	800,000	2.4
			19.9 million

These costs do not include other ABPs where tenders were awarded and where service providers only completed the situation analysis. It also does not include Gauteng which is currently in process.

It needs to be recognised that the actual costs of this planning exercise far exceed the fees and disbursements paid to consultants and include thousands of hours of time invested by officials and local citizens involved in workshops and consultation processes. Cost accounting must also factor in public trust and goodwill – the expending of the social capital at the heart of the State’s interface with its citizens. To date return on this investment appears to have been minimal. Large, detailed and expensive documents and plans have been produced but there is little or no evidence of the

implementation of these plans or improved delivery of services to the landless. There are instances where it can be reasonably surmised that the failure to either complete or implement the plans has undermined co-operative governance and public trust in the DRDLR.

4.2 Management framework for intergovernmental relations shared planning, budgeting, implementation and M&E

The ABP Implementer's Guide highlights a suggested management framework which appears in the Figure 2 below. The rapid review has focused more on the content of the Area Based Plans rather than the efficacy of the overarching management at provincial and national scales.

We have not investigated the extent to which the National and Provincial institutional arrangements proposed in the Implementer's Guide were put into effect. This will need to be more fully investigated in subsequent phases of PSDS programme and more detail will be required on the functions, resources and capabilities required to make these or alternative structures effective.

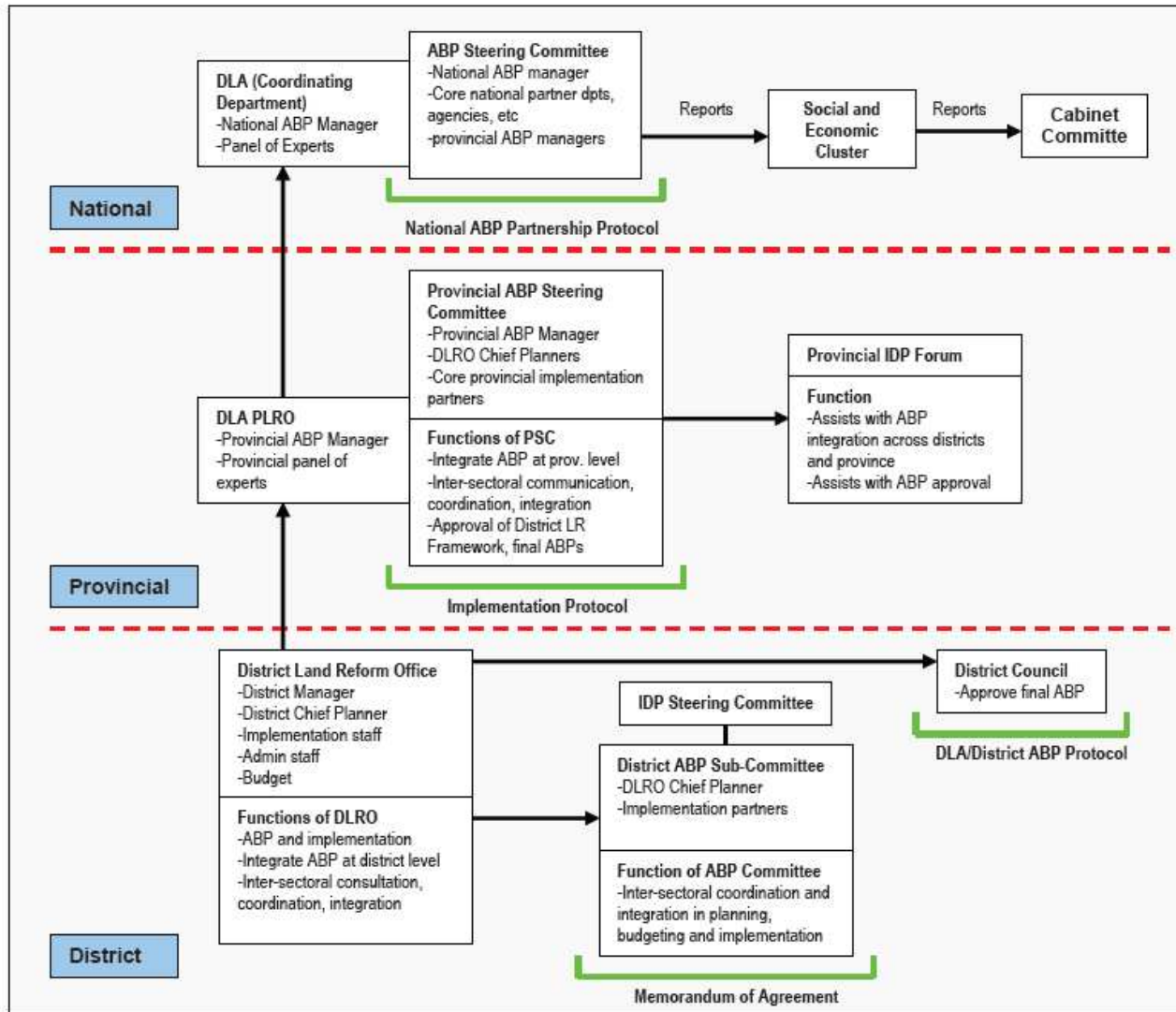


Figure 2: ABP National management framework(Umhlaba Development Services, 2007: 4)

In particular the National and provincial Steering Committees, or their equivalents will need to pay close attention to:

- Partnership and implementation protocols between different actors which are one of the critical success factors for ABP planning and implementation.
- The fit between the structures identified above which were proposed originally and the Council of Stakeholders which have been introduced for the Comprehensive Rural Development Programme (CRDP) within the CRDP nodes and at provincial scale.

Information relating to District ABP planning, budgeting, resource allocation, implementation, monitoring and evaluation needs to be made available and shareable between national, provincial and local spheres of government together with private sector and civil society partners. This will require an investment in information, collaboration and document management systems and the development of shared document management protocols and data curation.

4.3 Legislative framework

As noted above ABPs are not currently described in any piece of legislation. If the second Generation RDLRPs are to fare better than the first wave of ABPs it is suggested that they will need to be anchored in legislation which clearly sets out the obligations of national, provincial and local government to contribute to the planning process and which makes available budgetary resources to match these responsibilities. This could be achieved in terms of a Guideline or Regulations prepared in terms of Section 37 of the Municipal Systems Act (Act 32 of 2000). Alternatively the DRDLR could consider drafting legislation to regulate the joint planning, budgeting, implementation, monitoring and review of RDLRPs and make available funds for this purpose.

The regulation or guideline would need to explicitly link ABPs with the 5 year IDP implementation and review cycle. The DRDLR should be obligated to provide annual District reports which track land reform and rural development progress against the planned objectives and targets.

Should the legislative route not be considered feasible alternative measures will need to be identified utilising co-operative governance mechanisms to secure the desired outcomes. However it should be noted that these have not been successful to date.

4.4 District diversity

As noted above the RDLRPs will need to better factor in District diversity through a rapid scoping activity which classifies Districts against a matrix in order to assess their relative complexity from a planning and implementation perspective. This will assist in developing more finely tuned TORs and enable a better assessment of costs and time required to complete ABPs. First generation ABPs have not engaged with communal areas which are central to the mission of the CRDP.

District	Ecological diversity		Farming systems diversity		Restitution claims		Communal areas		Historical Redistribution		Poverty index		Land demand	
	Low	High	Low	High	Low	High	Low	High	Low	High	Low	High	Low	High
Central Karoo	■		■		■		■		■			■		■

The status quo: Institutional fragmentation – scattered data



Multiple actors with different mandates and agendas often working in isolation from one another

Files, submissions, reports and plans in various formats and locations – a mix of dated and current information

Figure 3: ABPs and RDLRPs require systems to overcome actor and data fragmentation

There does not appear to be shared and consistent file naming conventions used within DRDLR which clearly identify document versions and which distinguish the final outputs. Likewise there are no visible conventions of metagging individual documents with key words to enable documents to be more easily discoverable through key word searches within data repositories which would enable information sharing between departments and municipalities.

Phuhlisani has attempted to collect, organise and rename all available ABP documents in a shared repository. However this repository which is located outside the Department remains inaccessible to some DRDLR staff because of firewall controls on the Departmental IT system. A pilot system to manage and curate plans and data and share these effectively between the key actors responsible for ABPs/RDLRs could be a valuable output of the PSDS programme and consistent with South Africa's commitment to open government and the development of accessible and secure online spaces for delivering services, engaging the public, and sharing information and ideas and enabling access to publicly funded research discussed below.

4.6 Open government and improving access to publicly funded research and planning

President Jacob Zuma represented South Africa at the launch of the Open Government Partnership in New York on 20th Sept 2011. South Africa is one of eight governments on the steering committee of this new international initiative.

4.6.1 Open Government Declaration

The full declaration has been appended as Appendix 4. It commits government to:

- systematically collect and publish data on government spending and performance for essential public services and activities;
- pro-actively provide high-value information, including raw data, in a timely manner, in formats that the public can easily locate, understand and use;
- make policy formulation and decision making more transparent, creating and using channels to solicit public feedback, and deepening public participation in developing, monitoring and evaluating government activities;
- developing accessible and secure online spaces as platforms for delivering services, engaging the public, and sharing information and ideas.

The process of collecting and making information available on rural development and land reform planning and implementation would seem to fit squarely with the objectives of this declaration and emerging government policy.

4.7 Preparing implementation friendly ABPs and RDLRs

The current approach to ABP and RDLR planning results in large unwieldy documents which provide little guidance for the officials at Provincial and District levels that are responsible for implementation of the resultant plans. The PSDS needs to investigate how planning RDLR planning outputs can be made more user and implementation friendly. They also need to focus on improving the skills of officials and citizens to analyse and interpret data contained within the plans.

4.8 Developing a new collaborative culture and institutional practice

It can be argued that a critical success factor for effective land reform and rural development is the strengthening of an institutional culture of collaboration between capable development professionals in the public service, NGOs and the private sector. New institutional practices are required which:

- educate and expose people to the benefits and challenges of collaboration;
- clearly define roles, responsibilities and mutual expectations of different actors;
- ensure that role players acquire the skills and competencies required of them to fulfill their respective roles;
- provide mechanisms by which co-collaborators can hold each other to account.

This new culture and institutional practice needs to be reinforced by accessible collaborative technologies.

5 Conclusions

Poor results have been obtained from the first round of Area Based Planning in different provinces and municipalities. Institutional arrangements for ABP planning at provincial scale appear highly variable and the negotiation of protocols and co-operation agreements between the different role players seems to be the exception rather than the rule. We can find little evidence of thorough inception planning as required by the Implementer's Guide. This has meant that in many instances the active involvement of District and Local municipalities and other relevant government departments has generally been inadequate and has tended to fall off as the process has moved from phase to phase.

The ABP/RDLRP planning process is currently unregulated. District and local municipalities and provincial departments may regard the development of rural development and land reform plans as an unfunded mandate. This suggests that the plans be given legislative and regulatory force although there are questions about the feasibility of this approach.

The quality of the ABP/RDLRP documents is highly variable. The complexity and range of issues to factor into ABP/RDLRPs varies widely from District to District. A pre screening process to identify complex and challenging Districts could assist in the development of less generic TORs and ensure that service providers appointed are competent to carry out their task. To date procurement processes seem to have assumed that service providers would have the capacity to produce ABPs without any prior in depth knowledge of land reform or training or orientation in the ABP methodology.

Selection of service providers using price as the final determinant may have the unintended consequence of appointing consultants who cannot produce what is required. There seems to have little or no attempts to develop a community of practice between service providers and government working on ABPs in adjoining Districts to share methodologies and data and enable peer review.

Very few if any of the plans were formally approved and there is little evidence of implementation. The documents produced as outputs of the planning process seldom provide user friendly and practical implementation guidelines for officials, many of whom state that they lack skills and capacity to take delivery of the documents and implement the plans where these have been produced.

Despite the shortcomings listed above ABPs/RDLRPs contain valuable fine grained information and data at District and local municipal scale. This information needs to be properly curated, updated and made more widely available and provide a foundation for RDLRPs going forward.

6 Summary of recommendations

6.1 Clarify responsibility for ABP/RDLRP planning in DRDLR

Our work on this assignment suggests that DRDLR still has to assign clear and detailed responsibilities for the management of the ABP/RDLRP process and to conceptualise how it provides the planning framework and monitoring basis of all Department activities in space. Unless ABPs become central to DRDLR's business processes the plans are unlikely to gain traction and will result in wasteful expenditure.

6.2 Make clear linkages between ABP and Provincial Strategic Plans and Budgets

ABPs must provide the foundation for bottom up provincial land reform and rural development strategic planning and budgeting which will in turn inform national budgets and resource allocations.

6.3 Include a land reform project audit as a component of ABPs

Currently ABPs focus on meeting future land reform and rural development planning needs. They do not include an audit of projects where land has already been transferred. ABPs should incorporate this function which would serve the Department's current focus on recapitalisation and the resuscitation of projects in distress.

6.4 Find a mechanism to make ABPs/RDLRPs a legal requirement as part of the IDP process

The ABPs currently have no legal standing which limits the likelihood that they will be mainstreamed into municipal IDPs. Drafting of a regulation or guideline in terms of the Municipal Systems Act or their inclusion in other legislation would make ABPs mandatory and would also clarify the contribution of other departments to the process.

6.5 Institutional arrangements need to be in place up front to enable joint planning and budgeting

Much more emphasis needs to be placed on getting institutional arrangements right up front as only plans which are institutionally supported and embedded have the potential to be implemented, monitored and updated.

6.6 Pre screen Districts to develop appropriate TORs

The review highlights District diversity. Relative complexity needs to be factored into ABP planning. This suggests that Districts should be scanned against an agreed set of criteria and ranked in terms of complexity and land reform and rural development need, potential and priority. This would help provide tighter programmatic focus for the Department within and between provinces and districts.

6.7 Consider focusing plans at Local municipal scale

There is currently discussion about the future role of District municipalities with some argument that Districts be scaled back or done away with. This would shift the focus of ABP planning to Local Municipalities. However as the Local Government Turn Around Strategy highlights many local

municipalities remain weak and unable to fulfil their primary service delivery mandates. This could require DRDLR to second staff to municipalities to local municipalities to take responsibility for land reform and rural development planning and implementation.

6.8 Develop accredited and quality assured service providers

The review highlights numerous problems with the quality and capability of service providers. The current procurement procedures seem out of step with the needs of the Department. The Department needs to consider an accreditation and orientation programme for service providers to ensure that they are equipped to meet the requirements of ABP planning.

6.9 Ensure delivery of implementation friendly plans

Frontline officials in the DRDLR District offices who become the custodian of District ABPs with primary responsibility for their implementation express concerns about their capacity to engage with and interpret the bulky plans produced by service providers. More work is required to better conceptualise the linkages between planning, monitoring and implementation and to produce plans which are much more implementation friendly and which can be updated and adjusted at District and Provincial scales.

6.10 Develop an online digital asset management and collaboration system

Currently key documents remain inaccessible even within DRDLR and are not sharable between development partners. There is currently no shared collaborative space for interdepartmental project teams and private sector and civil society partners to track project support. This could be a focus of the PSDS programme in selected pilot Districts.

6.11 Make information from ABP planning processes publicly available

South Africa is committed to Open Government. DRDLR could take the lead in making available information on current and planned land reform and rural development projects at District and provincial scale. This could create opportunities for local initiatives to support land reform and rural development initiatives.

7 Appendices



Appendix 1: ABP Workshop Programme

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa

Final Report 20120909

Appendix 1 contains the programme of the initial two day workshop programme with Departmental officials to report on progress with the inventory and test drive the ABP review scorecard

ABP review workshop programme 7th June 2012

08:30:00	Welcome	DRDLR Introduction	To introduce participants To provide an overview of the workshop		Evert/Ria
08:40:00		Input	To review key objectives of the review process to provide a rapid inventory and evaluation of the State of Area Based Rural Development and Land Reform Plans in South Africa.	P1: The ABP review SLA	Evert/Ria
08:55:00	Progress update on ABP inventory	Input	To demonstrate Wiggio site To introduce repository To illustrate sample provincial summary report To provide an update on the data obtained	P2: Progress in Month 1	Rick
09:35:00	Questions and discussion on data gaps and the changing focus of the ABP planning process	Plenary discussion	To address questions arising from the input To identify data gaps and determine how to fill them		Caroline
09:55:00	TEA				

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

10:15:00	Introduction of the ABP assessment framework to provide a rapid evaluation of the State of ABPs	Input	To provide an overview of the draft assessment framework To examine some of the challenges in developing an assessment framework for ABPs which are not structured in the same way To consider pros and cons of scoring/ranking frameworks	Sample assessment framework	Rick
10:55:00	Questions and discussion	Plenary discussion			
11:25:00	Test drive assessment framework	Group assessment of sample ABP using draft assessment framework	To jointly review a sample ABP using the assessment framework To identify things to include/exclude from the framework To identify methodological issues and constraints	Laptop computers Wireless internet access Assessment framework Sample ABP	Groups
13:00:00	LUNCH				
14:00:00	Group reports	Presentation of group assessments	To compare the assessments made by different groups To develop a checklist of things of improve/change in the assessment framework To identify methodological problems and explore alternatives		Caroline
15:00:00	TEA				
15:20:00	Amendments to the assessment framework	Work to edit and improve framework and consider basic scoring criteria	To work through the assessment framework and make changes	Assessment framework	Rick
16:20:00	Review of the day	Facilitator wrap up	To summarise key issues arising from the day		Rick

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa: Final Report 20120909

Start	Session	Methodology	Objectives	Resources	Presenter/facilitator
08:30:00	Outline of Day 2	Facilitator introduction	To introduce programme for the day		Rick
08:40:00	Presentation of revised assessment framework	Input	To run through revised framework which incorporates suggestions from Day 1 discussion		Caroline
09:10:00	Selection of Provincial Good Practice ABPs for assessment	Plenary discussion	Buzz to brainstorm selection criteria Identify Provincial ABPs from the repository which could qualify as good practice examples		Rick
10:30:00	TEA				
10:50:00	Working groups to conduct rapid assessment of selected ABPs	Group work	To critically assess two good practice examples	Laptop computers Wireless internet access Assessment framework Selected good practice ABPs	Groups
13:00:00	LUNCH				
14:00:00	Group reports	Plenary discussion	To report on the group assessments		
14:45:00	High level assessment of the ABP process to date	Buzz in pairs: What works and why?	What is working and why? What is preventing ABP from providing the foundation for land reform and rural development at District scale? What needs to change?	Mind map	Rick
15:30:00	TEA				
15:45:00	Way forward	Input/discussion	To map out next steps in the process		Rick/Evert/Ria
16:15:00	Closure				



Appendix 2: ABP scorecard

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa

Final Report 20120909

Appendix 2 contains the final version of the scorecard which was used in the process of completing a desktop review of ABPs which has progressed to Phase 3 and beyond

ABP District Evaluation

Approved scoring grid

- Background information**

Province			
District			
Service provider			
Tender price awarded	ZAR		
Amount paid to service provider	ZAR		
Start date	<i>Day</i>	<i>Month</i>	<i>Year</i>
Finish date	<i>Day</i>	<i>Month</i>	<i>Year</i>
DLA/DRDLR responsibility manager ²	Name:		
Contact information	Phone	Cell phone	Email
DLA/DRDLR responsibility manager	Name:		
Contact information	Phone	Cell phone	Email

PHASE	DESCRIPTION	YEAR COMPLETED	DOCUMENTS CAPTURED	
			YES	NO
Phase 0	Inception report			
Phase 1	Situation analysis			
Phase 2	Vision and strategy formulation			
Phase 3	Project identification & programme definition			
Phase 4	Integration and prioritisation			
Phase 5	Approval			

- ABP Assessment framework**

- Phase 0: Inception/Preparation**

The inception phase report should provide the foundation for the subsequent ABP process. It should highlight four outcomes:

- A. A process plan
- B. A communication plan
- C. A district planning framework to integrate land reform issues
- D. The establishment of a formal multi-sectoral ABP substructure as part of the IDP Steering Committee

² Note: If there have been more than one DLA/DRDLR responsibility manager please provide names and contact information if available

The assessment

A. A process plan

		YES	NO
A.1	Does the inception report contain a process plan setting out who will be involved, what will happen when and where?	1	0
A.2	Are there signed partnership agreement in place clarifying relationships between DLA/DRDLR and implementing agents in provincial and local government?	1	0

Additional Remarks

Score:...../2

B. A communication plan

		YES	NO
B.1	Does the inception report include a communication plan?	1	0
B.2	If yes does the communication plan indicate which stakeholders will be part of the communication process?	1	0
B.3	If yes does the communication plan state how stakeholder communication will take place (emails, SMS, website, newsletter, meetings) ?	1	0

Additional Remarks

Score:...../3

C. A district planning framework to integrate land reform issues

		YES	NO

C.1	Does the inception report show how the existing district planning processes in the IDP will integrate land reform issues?	1	0
------------	---	---	---

Additional Remarks

Score:...../1

D. The establishment of a formal multi-sectoral ABP substructure as part of the IDP Steering Committee

		YES	NO
D.1	Does the inception report clearly identify the composition of the ABP subcommittee?	1	0
D.2	Does the inception report clearly identify which municipal officials are designated to sit on the ABP sub structure?	1	0
D.3	Does the inception report clearly identify which other government and civil society actors will make up the ABP sub structure?	1	0

Additional Remarks

Score:...../3

• **Phase 0: Inception/Preparation Total score =/9**

• **Phase 1: Situation analysis**

The situation analysis phase report should provide the baseline data including land demand which will be used to monitor progress and measure change over time.

District baseline data			
What data does the situation report contain?			
E	DATA	Yes	No
E.1	Maps of land and land use		
E.2	Settled land claims		

E.3	Outstanding land claims		
E.4	Land already distributed through land reform		
E.5	State land		
E.6	Communal land		
E.7	Existing municipal commonage		
E.8	Commercial farms		
E.9	Farm worker employment		
E.10	Conservation areas		
E.11	Biodiversity hotspots		
E.12	Development corridors		
E.13	Assessment of land demand		
E.14	District and local land use maps		
E.15	Local economic overview/market access		
E.16	Contextual analysis – demographics, poverty, infrastructure etc		
	TOTAL (out of 16)		

F	District agro-commodity potential		
	What agro commodity potential is described?		
	TYPE	Yes	No
F.1	Dryland potential		
F.2	Horticulture potential		
F.3	Orchard, fruit crops		
F.4	Irrigation potential		
F.5	Large stock potential		
F.6	Small stock potential		
F.7	Aquaculture		
F.8	Forestry potential		
F.9	Other		
FScore	TOTAL (out of 9)		

G	Agro potential limitations and risks		
	What limitation or risks are assessed?		
	TYPE	Yes	No
G.1	1. Soils and land capability		
G.2	2. Climate and precipitation		
G.3	3. Drought risk		
G.4	4. Erosion/ desertification		
G.5	5. Invasive species		
G.6	6. Pests and diseases		
G.7	7. Groundwater availability and quality		
G.8	8. Catchment status		
G.9	9. Other risks		
GScore	TOTAL (out of 9)		

H	Land reform focus and spatial framework		
	How clear is the spatial focus for land reform?		
	ASSESSMENT AREA	Yes	No

H.1	1. Does the situation analysis identify the broad geographical land reform focus areas in the District?		
H.2	2. Does the situation analysis provide a spatial rendering for land demand		
H.3	3. Does the situation analysis identify land reform options to meet the demand? (Commonage, LRAD, PLAS, Restitution etc)		
H.4	4. Does the situation analysis provide spatial information showing the linkages between land reform and other development strategies in the province? (LED strategy, SDF, Growth and Development Strategy)		
H.5	5. Does the situation analysis indicate broad land reform services requirements? (Infrastructure, extension, development finance, mentoring, institutional development, land rights management)		
HScore	TOTAL (Out of 5)		

I Situation analysis distribution and commentary			
ASSESSMENT AREA		Yes	No
I.1	1. Is there evidence that the draft situation analysis was distributed to the multi-sectoral sub structure/stakeholders in general for comment?		
I.2	2. If yes is there evidence that comments were received and integrated into the situation analysis report?		
I.3	3. If yes is there evidence that the situation analysis was formally discussed and adopted/signed off?		
IScore	Total (out of 3)		

Additional Remarks:

• **Phase 1: Situation analysis Total score =/42**

• **Phase 2: Vision/Strategy Formulation and Conceptualisation of Focus Areas**

J Overall assessment of Vision/Strategy formulation Please score the following statements on a scale from 1 to 5 with one being weak and 5 being Strong							
ASSESSMENT AREA			Weak		↔	Strong	
J.1	1. District land reform goal statement	0	1	2	3	4	5
J.2	2. Specificity of District land reform objectives	0	1	2	3	4	5
	3. What evidence is there of consultation or other attempts to ensure programme alignment with other actors?						
J.3.1	a. A and B municipalities	0	1	2	3	4	5
J.3.2	b. Commission on Restitution of Land Rights	0	1	2	3	4	5
J.3.3	c. Provincial Department of Agriculture	0	1	2	3	4	5
J.3.4	d. Water Affairs	0	1	2	3	4	5
J.3.5	e. Other relevant departments	0	1	2	3	4	5
J.3.6	f. Commercial agriculture	0	1	2	3	4	5
J.3.7	g. Commodity organisations	0	1	2	3	4	5
J.3.8	h. Relevant NGOs and CBOs	0	1	2	3	4	5
J.3.9	i. The landless	0	1	2	3	4	5
J.4	4. Are clear linkages made with other provincial strategies including PGDS,LED, SDF and their alignment in the District?	0	1	2	3	4	5

Additional Remarks:

• **Phase 2: Vision/Strategy Formulation and Conceptualisation of Focus Areas**

• **TOTAL SCORE =/12**

Phase 3: Definition of Programmes, Project Identification and Formulation

K Overall assessment of Programme ID , Project Identification and Formulation Please rate the following statements from weak to strong 1 being weak and 5 being strong							
ASSESSMENT AREA						Weak ↔ Strong	
K.1	Is there clear evidence that District geographical focus areas and programmes have been identified and formulated to give effect to the goals, objectives and strategies set out in Phase 3?	0	1	2	3	4	5
K.2	Is there clear evidence of a well specified District Land Reform project list?	0	1	2	3	4	5
K.3	Is there clear evidence of collaboration with key actors and departments in the compilation of the project list?	0	1	2	3	4	5
K.4	Is there clear evidence that projects target vulnerable groups, women, youth and people with disabilities?	0	1	2	3	4	5

Additional Remarks:

Phase 3: Definition of Programmes, Project Identification and Formulation

TOTAL SCORE =/4

• **Phase 4: Project Integration and Prioritisation**

L	Overall assessment of Project Prioritisation and Integration Please rate the following statements from weak to strong 1 being weak and 5 being strong						
	ASSESSMENT AREA	Weak		↔		Strong	
L.1	Is there clear evidence that identified and prioritised Land Reform projects were integrated into the IDP and aligned with overall IDP strategic objectives?	0	1	2	3	4	5
L.2	Is there clear evidence of the preparation of a Final Five Year Land Reform Sector Plan with agreed priority projects at District and Local Municipality scales?	0	1	2	3	4	5
L.3	Is there clear evidence that the financial and budgetary implications of the ABP for various role-players are specified (DLA/DRDLR, Provincial Agriculture, Municipalities)	0	1	2	3	4	5

Additional Remarks:

•

- **Phase 4: Project Integration and Prioritisation**
- **TOTAL SCORE =/3**

- Phase 5: Formal approval of the ABP**

Overall assessment of ABP sector plan approval			
	ASSESSMENT AREA	Yes	No
M.1	Is there evidence that the identified and/or prioritised Land Reform projects or the Land Reform Sector Plan were presented to the IDP steering committee, representative forum and the District and Municipal Council ?	1	0
M.2	Is there evidence that the identified and/or prioritised Land Reform projects or the Land Reform Sector Plan were formally approved by the IDP steering committee, representative forum and the District and Municipal Council ?	1	0

- Phase 5: Formal approval of the ABP**

- TOTAL SCORE:/2**

- ABP implementation and review**

Overall assessment of ABP sector plan approval			
	ASSESSMENT AREA	Yes	No
N.1	Is there evidence that the programmes and projects identified in the ABP have been implemented as planned?	1	0

Overall assessment of ABP sector plan approval			
	ASSESSMENT AREA	Yes	No
N.2	Is there evidence that the ABP has been reviewed annually and updated as envisaged in the ABP planning cycle?	1	0

Additional Remarks:

Score:...../2



Appendix 3: Consolidated scorecard commentary

Rapid Inventory and Evaluation of ABPs and RDLRPs in South Africa

Final Report 20120909

Appendix 3 combines the various notes made after the different sections for each District reviewed

District General Notes after Section a Process plan	
Amajuba	This documentation was not included in the documents which we were able to obtain. However it is clear from the Status Quo Report that a Steering Committee was established and that extensive consultations took place with a variety of actors.

District General Notes - Communication plan	
Alfred Nzo	No evidence of a communication plan
Amajuba	This documentation was not included in the documents which we were able to obtain. However it is clear from the Status Quo Report that a Steering Committee was established and that extensive consultations took place with a variety of actors.
Amathole	
Cacadu	
Cape Winelands	Despite the fact that there is no document available entitled communication plan the document makes reference to a wide range of meetings with municipalities and farmers associations
Capricorn	
Central Karoo	The inception document reports on a range of workshops to communicate the planning process with stakeholders at the outset. The following workshops were held: Workshops with commercial farmers in Laingsburg and Beaufort West (This workshop included farmers from LeeuGamka and Nelspoort). Workshops with emerging farmers, landless people and those with insecure tenure (including dwellers on Transnet and Propnet land; commonage users and farm workers). Workshops were held in Prince Albert Road, Prince Albert, Beaufort West and Murraysburg (including people from Nelspoort). Key informant interviews with key stakeholders including the "Concerned group of commercial farmers", the Southern Cape Land Committee; the Department of Agriculture (at a district level including the Land Care and the Farmers Support and Development directorates, and at a provincial level including the Farmers Support and Development and the GIS directorates); the district level Department of Environmental Affairs and Tourism officials; relevant people in the municipalities of Beaufort West, Prince Albert, Laingsburg and the District; service providers that are undertaking the land audit on state land in the district, those that are doing the Spatial Development Framework for the District, and those that are involved in housing development in the district; the Land Claim Commission; and the Departmental of Land Affairs officials
Chris Hani	
Dr. Kenneth Kaunda	The document refers to activities which will be undertaken in Section 2.2.2. In Section 9.6 it is stated that the project team undertook an extensive public participation exercise to get a better understanding of the attitudes, expectations and agri-situation on grass root level. Annexure B refers minutes of meetings. Annexures not included in documents provided

Ilembe	No copy of the inception plan is available. However Chapter 4 of the Situation analysis deals with the Communication Strategy although it does not provide detail on the composition of the Steering Committee or its TOR. Chapter 4 states that Traditional Authorities and residents of Ingonyama Trust area would not be consulted as part of the ABP communication process. The chapter notes that: "Discussions with municipalities revealed the absence, or little knowledge of land and agrarian NGOs/or CBOs operating in the district. Consultation has therefore been largely conducted through the Municipality and with organised agriculture / business interests". The report also highlights that "Initially, it was felt that it would be sufficient to bring all four municipality stakeholders together for the three rounds of workshops under one district umbrella. However, an initial round of meetings with the local municipalities revealed that for the first phase at least, they felt that it was essential that each municipality have separate meetings and / or workshops".
Joe Gqabi	
Lejweleputswa	This may have been in the Annexure A which we were not able to review.
Mopani	
OR Tambo	This document does not provide a direct communication plan, but reference is made to communication procedure
Overberg	No evidence of a process plan in the documentation available
PixleyKaSeme	
Sekhukhune	There is no evidence in the available documentation concerning a communication plan
Sisonke	The inception report sets out a schedule of meetings and lists a range of stakeholders for engagement. This is also reflected in the extensive consultation listed below in the SQ report. It appears that meetings were the primary communication mechanism.
Thabo Mofutsanyane	No inception plan was made available. However the document indicates that a wide range of stakeholders were consulted although it expresses concern about lack of municipal engagement
Vhembe	
Waterberg	
West Coast	The document does not make direct reference to a communication plan although it can be inferred from the process followed that there was a strategy in place for communicating with a wide range of stakeholders in the District.

District General Comments after Section C	
Cape Winelands	Quotes from the report "Integration of the Area Based Plan with National, Provincial, District and Local plans, policies and programmes was initiated in phase 1 of the project. Phase 4 entailed finalising the report and engaging with municipalities on how this project can integrate with existing plans, policy and programmes". "In order to ensure buy-in and achieve approval representative officials from the municipalities are involved in the project from the first phase. The final approval phase involved the incorporation of comments received (from consultation at the municipal level and the workshop) as well as requesting local municipal councils to consider and adopt this report".
Central Karoo	The report highlights the reluctance of many municipalities to actively engage with land reform in a context where their capacity is already spread very thin. The scoping report raises concerns about capacity in the District to implement the plans once developed.

Dr. Kenneth Kaunda	The document refers to the DLA as the client and makes no reference to approval by the District or Local Municipalities. With regard to Phase 5 approval the report states that: "This phase will involve the submission of the final Land Reform Plan and Report to the client, in the prescribed form and format. The Consultant Team will do a final presentation to DLA, explaining the philosophy for Land Reform in the Kenneth Kaunda District, the Strategic Objectives for the region and the projects identified for implementation over the next five years."
Ilembe	See above. However the status quo report makes clear the relationship between the ABP and other plans that make up the IDP.
OR Tambo	There is mention of integration but it is not clear
Overberg	No evidence of a communication plan in the documentation available
Sekhukhune	The rural development and land reform plan makes mention of the IDP and the need for inclusion, but this is referred to in a general manner and it is not clear that the plan can be considered as part of the IDP or whether it has been formally presented to the local municipality for consideration.
Sisonke	The inception report sets out the thinking for integrating the ABP as part of the municipal IDP. It focuses on the importance of the Local Municipalities which it argues should be taking on responsibility for ABP as part of the IDP with the District playing a co-ordinating role. However the report does not appear to provide an assessment of the capacity of LM to play this role.
Thabo Mofutsanyane	The document reviews IDPs and other key plans but it is not clear how land reform projects actually find their way into IDP planning processes
West Coast	There is evidence that the IDPs have been scanned for issues relating to land reform, natural resource management, biodiversity, water etc.

District General notes on Communication	
Amajuba	This documentation was not included in the documents which we were able to obtain. However it is clear from the Status Quo Report that a Steering Committee was established and that extensive consultations took place with a variety of actors
Cacadu	No evidence of subcommittee in document
Cape Winelands	The consultants were not able to establish a formal ABP subcommittee but made use of the District Assessment Committee as a reference structure which contained representatives from a wide range of provincial line departments and local municipalities
Central Karoo	The structure which took responsibility for the ABP was the District Assessment Committee which was already established and involved a range of officials from different spheres of government and the District and local municipalities.
Ilembe	The report refers to consultations with commercial sector stakeholders. However it is not clear what role non state actors played in the Steering Committee, or if they were represented.
Lejweleputswa	Page 13 contains a participation structure diagram. More detailed information may be contained in Annexure A which is not available.
Overberg	No evidence of a sub-committee in the documentation available

Sekhukhune	The report highlights problems with regard to the co-ordination of land reform projects and activities. It notes the need for co-ordination but it does not contain specific institutional arrangements for the approval and implementation of the plan. There is no direct reference to an ABP subcommittee or its composition.
Sisonke	The inception report makes reference to a Project Steering Committee which assumes the role of the ABP subcommittee. This seems to be a DLA initiated structure as opposed to a District or Local Municipality initiated structure.

District General Comments at the end of Phase 1	
Amajuba	The situation analysis refers to a series of working papers. However these are not part of the documents we were able to obtain. It also contains a useful section on land prices and trends over time. A range of high level problems are identified: 1 Lack of sustained coordination between the Department of Land Affairs, Commission for Restitution of Lands Rights and municipalities in the District has manifested itself in delays in the delivery of basic services to communities that were assisted to reclaim their land or to gain access to land. 2 Lack of sustained coordination between various stakeholders including the Department of Agriculture has also meant that land reform beneficiaries have not been able to fully (or at all) exploit the economic benefits of the land made available to them some years back. In the case of Amantungwa, Ndlamlenze, Thekwane, InkululekoYomphakathi and so vast tracks of land remain fallow and there is considerable overgrazing. 3 For various reasons existing Land Reform projects have attracted more households than was initially intended and this has resulted in problems with regards to planning for service delivery. 4 The restriction placed on the title deeds, preventing alienation of the property for a ten-year period effectively freezes the land market and restricts options of the new owners to secure finance from the private sector for economic endeavour. Therefore public sector bodies (i.e. Development Finance Institutions) will have to be convinced that financing ventures on restitution land falls within their mandate.
Cape Winelands	The review of natural resource potential contains a well researched assessment of water availability and water quality issues in the District which should be noted as a good practice example. The reports comments on the difficulties in identifying land demand: Xxx1 The identification of beneficiaries is proving problematic as there are no comprehensive data sets available at municipalities. Xxx2 Socio-economic information would seem to indicate that the need for land reform is particularly high in the Breede Valley, Breede River Winelands and some parts of the Drakenstein and Witzenberg. Xxx3 Rural communities are not empowered and there are no adequate structures to allow them to articulate their demands and specific needs.
Central Karoo	The central Karoo is a semi arid area with limited options for agricultural production. This makes the identification of land need in the form of municipal commonages and small areas with irrigation potential relatively straightforward. The profile of small holder farmers is also relatively easy to identify and differentiate. The SQ report identifies land needs and also examines the economics of extensive livestock production to determine the amount of land required. An extensive programme of workshops was held to discuss and adjust the SQ report.

<p>Ilembe</p>	<p>The same service provider also prepared the Sisonke ABP and there is evidence of cut and paste between the reports. The Area Based Planning process is restricted to those areas falling outside the Ingonyama Trust areas. An estimated 63% of the land in the iLembe region is owned by the Ingonyama Trust or falls under Traditional Councils. 14% of the land is commercially owned and a further 12% of the land is owned by individuals and /or organisations. The ownership of the last 10% of the land is unknown. The report highlights a high number of Restitution claims of which settled restitution claims accounted for 9% of the claims gazetted for the District The report identifies the range of Agricultural advisory / extension / information services required to support land reform beneficiaries including: 1. Financial management. 2. Business management training which should include planning and execution of operations, maintenance of records for monitoring and planning purposes as well as for statutory reporting etc., human resource management, machinery maintenance etc. 3. Marketing which should include product quality control. 4. Management of contractual relationships with an understanding of supply chain management. Reliability of supply is an essential aspect of this. 5 Mentorship. 6 Access to finance. 7. Access to inputs and related services. 8. Integration into the agricultural community of the area. 9. Structured hand-over of the agricultural operation. 10. Inventory of what comes with the farm and knowledge of what equipment etc. is required to proceed with operations. It highlights the absence of co-ordinated and effective support for land reform beneficiaries</p>
<p>Overberg</p>	<p>Although the document is entitled Area Based Plan for the Overberg it would appear that the document is primarily a situation analysis and a reflection on suitable approaches to address land reform targets in the Overberg. Without access to the terms of reference which was issued for this plan it is difficult to assess whether the plan meets the requirements of the TOR.</p>
<p>Sekhukhune</p>	<p>As noted above the document does not follow the format set out in the ABP manual. We have not had sight of the TOR which was used to procure the services of BIGEN Africa so it is not possible to clarify how the format adopted by the consultants was developed.</p>
<p>Sisonke</p>	<p>The report highlights limitations and inaccuracies in Department of Agriculture land use spatial data based on satellite imagery for the District. It raises concerns about the impact of land reform on the District economy. "Current land reform claims (settled and unsettled) amount to an estimated 35% of productive agricultural land. Providing the identified land is used for productive agriculture, then this should enhance the economy of the District, but if properties set aside for land reform become subsistence settlements as in other parts of the country, then this will seriously impact the economy of the District and with it the ability of the municipalities to provide services". It is unclear how these concerns were addressed or whether they impacted on subsequent planning. Situation analysis could pay more attention to water issues as a key factor of production.</p>
<p>Thabo Mofutsanyane</p>	<p>The document in the repository has spaces for a wide range of maps but these are not actually included in to the 300 plus page document. It may be that they were excluded because the document would become too large in size.</p>
<p>West Coast</p>	<p>Much of the data is presented spatially and due to the scale of the maps is hard to interpret. However with access to the maps sets using GIS a much more fine grained assessment would be possible. This highlights the problem raised by officials in our pilot interview that they lack the skills to interpret and implement the plan. This raises important questions about the capacity required to plan and implement an ABP at District and Local Municipality scales.</p>

District General Comments at the end of Phase 2	
Alfred Nzo	
Amajuba	The Vision for Amajuba is exactly the same as that for Sisonke which questions whether this vision statement was produced through a participatory process. While the status quo highlights planned consultative processes it is unclear whether the vision and objectives developed in the ABP were widely supported and whether other key line departments have reflected the ABP priorities in their own planning, resource allocation and M&E processes. A more rigorous assessment would seek reference to ABP plans in the plans and budgets of line departments like Agriculture and Water Affairs.
Central Karoo	Phuhlisanis report on the vision and strategy provides details of successive workshops with commercial farmers, smallholders and the landless in different local municipalities. The workshops surface important local dynamics and (mis)understandings of land reform as the report notes "It is apparent that emerging farmers and commercial farmers do not generally communicate as associations (although there is communication as individuals). By drawing the two groups together they have identified that they face similar problems and constraints – as a commercial farmer in the Merweville workshop commented to Phuhlisanis afterwards "Jyweet, dis baieinteressant, ons probleem is die selfde – onsmoetsaamwerk!" It is apparent that both the commercial farmers (in particular) and the emerging farmers and landless people do not feel they are engaged with and informed about land and agrarian reform developments and processes".
Dr. Kenneth Kaunda	The document identifies fairly generic strategies such as proactive action, promotion of individual rather than group based projects, improved beneficiary selection through a panel to evaluation land reform land applicants, proper project planning with a strong emphasis on business plans, market access through PPP, financial planning for new projects over a five year period, use of mentors.
Ilembe	The Vision and strategy chapter prioritises the settlement of outstanding Restitution and Labour Tenant Claims. It proposes the establishment of a local Municipal Land Coordinating Committee which has as stakeholders all the relevant government departments that need to coordinate activities around land reform project planning and implementation. It also proposes the establishment of local land reform forums. However otherwise the vision and strategies are high level and generic and the report is silent on the specifics of engagement with other role players. These reports may be contained in Appendices which were not made available to the team.
Joe Gqabi	
Sekhukhune	Another document is referred to in the footnotes The Strategy Formulation and Definition of Focus Area; Limpopo Department of Rural Development and Land Reform, June 2011 which makes reference to consultations in Limpopo. We do not have this document in the repository and it does not appear to be available on the internet. Overall while the document refers to other departments it is unclear from the text whether officials in these departments were actively involved in consultations to align their programmes in the local municipality.

Sisonke	<p>Participants at the ABP Consultative workshop in June tested the score card using this section of the report. Participants found that the vision was a bit cumbersome “The people of the Sisonke District, recognise that our high value agricultural land, rich natural resources, diverse cultural heritage and our growing population are the key to sustaining and growing the economy of the District. In addition we recognise that we need to carefully manage the utilisation of our natural and human resources to ensure sustainable economic growth and development in the longer term. We further recognise that a key to uplifting our people and inculcating a spirit of ownership and stewardship in the use of our rich natural resources requires that the people are able to secure rights to land. Finally we consider it essential that land as a productive resource is distributed equitably between individuals of differing cultural groups making up the Sisonke population.” However strategies to achieve the vision are more focused - if somewhat generic. What needs to be taken in account however is the relatively complexity of different Districts and how this can be accommodated in a District scale plan. Sisonke highlights a mismatch between the planning instrument, the diverse land needs and programmes on the ground – Restitution, Redistribution, labour tenancy etc, Communal areas, Ingonyama Trust land etc.</p>
West Coast	<p>Minutes are attached of meetings held in each local municipality which were attended by a wide range of stakeholders from the public, private and civil society sectors</p>

District General Comments at the end of Phase 3	
Alfred Nzo	
Amajuba	<p>The consultants state that the Area Based Plan “is only intended to identify focus areas and potential projects within these areas. Final project selection depends upon more detailed feasibility studies of each of the potentials identified in the focus areas”. Overall this section of the ABP is very generic. Given the wide range of claims and land transfers mapped in 2007 one could question the adequacy of the resources made available for fine scale planning as part of the ABP.</p>
Cape Winelands	<p>The strategies identify key actors and potential resources at a generic level.</p>
Central Karoo	<p>Phuhlisani’s final report provides details of land and potential projects. It provides a detailed institutional, budgetary and implementation framework</p>
Dr. Kenneth Kaunda	<p>This is very difficult to assess. The ABP document specifically states that it has not identified specific land to acquire. “The objective is not to pinpoint specific farms, but to rather focus on regions which has a higher agri potential due to a range of factors that exist in that specific area. It would be irresponsible to identify specific farms at this stage, as it is unknown when funding will be available to purchase AND implement projects over the next 5-15 years. The knowledge that specific farms have been selected for Land Reform, at this stage will have a negative impact on the current farming operations.” It has rather focused on identifying the areas most suitable for agriculture.</p>
Ilembe	<p>The predominance on unsettled restitution claims imposes significant constraints on developing a vision and identifying priorities for local level planning</p>
Lejweleputswa	<p>Eight programmes are identified together capital and operational budget implications. However the budgetary implication are not related to current budgetary frameworks and therefore there are questions about their feasibility.</p>

Overberg	The District land reform goal statement has to be deduced from section 5.5 on ways to achieve 30% land transfer which identifies properties where owners are over 65, farms for sale as of November 2007, Government land, and share equity potential. The combination of land would according to the document account for 19% of land in the District. The document proposes an approach of using farmers association boundaries to delimit local operation areas for the land reform programme
PixleyKaSeme	
Sekhukhune	The document contains a listing of properties which could be purchased for livestock and vegetable production. These are selected on the basis of basic land suitability criteria and proximity to corridors and indicated on maps. However there is no specific project identification or explicit agreement about roles and responsibilities of different actors. There are generic livestock and vegetable production 'modules'. There has not been any attempt to link restitution claims in space with suitable properties to purchase through redistribution which could facilitate shared service delivery to prioritised clusters of projects.
Sisonke	A list of projects is provided but information on the projects is thin. Given the wide range of projects and needs in the District it seems as if resources for the ABP would have been inadequate to enable all the projects to be surveyed. This is reflected in proposals in the document for an audit.
Thabo Mofutsanyane	The document contains a listing of 53 properties visited and classified as suitable for land redistribution and various listings of proposed agriprocessing and production projects but these appear as 'shopping lists' without any explanation of how they were selected.
West Coast	We have assessed this document subsequent to our meeting with DRDLR officials on 27th June. It was clear from this discussion that while this document is comprehensive and technically sound it had never gained any traction or practically shaped the way in which land reform is planned and implemented in the District. The discussion highlighted how since 2009 land reform decision making has become increasingly centralised once again and that ABPs seem to have lost their relevance. It appears that the Province no longer does strategic planning but receives policy and implementation directives from Pretoria. This approach does not fit well with the original rationale for ABPs which were intended to provide the basis for decentralised district strategic planning which would guide budgeting and implementation. ABPs were meant to engage with the particularities of people's needs within municipal spaces and in the process were designed to strengthen relationships between municipalities and key departments in common pursuit of a locally owned land reform vision and priorities. Officials spoke about the erosion of relations between DRDLR and other departments and the dismantling of structures like the District Assessment Committee (DAC) which was the mechanism for the local management of intergovernmental relations. It was clear that officials regarded the ABP as a historical document produced by a service provider and although it may have been well put together the document was not in a form which could be used by officials for implementation purposes. Although the document appears to have been accepted by the District at the time it was never formally adopted as a sector plan within the IDP and hence it has not been updated or reviewed since its completion. The linkage of the ABP to the IDP planning and review cycle seems key as once there are municipal elections a new cycle of planning starts afresh. Officials noted there was no co-ordination of ABPs at provincial level, no period stated for their completion, no review process had been instituted and that their perception was that ABPs had disappeared from the radar nationally. As a result it is clear that the West Coast ABP is not a living document and at best is a source of information about the District which provides some baseline data. Given these circumstances it was not possible or useful to do a detailed review of the ABP document itself with Department officials as no-one had any detailed knowledge of it.

District General Comments at the end of Phase 4	
Amajuba	Phases 1 – 3 were completed. Phases 4 and 5 do not appear to have been done.
Cape Winelands	The document sets out strategies but does not go further to identify projects or land to be purchased.
Central Karoo	The ABP was prepared as IDP sector plan as provides specific details of land to be acquired and costs of land and related expenses linked to available budgets for DLA and other PDA
Ilembe	As a consequence of a large proportion of the privately owned land at KwaDukuza being under restitution claims, commercial farms were not included as potential projects for land reform purposes. The ABP focuses on properties affected by the restitution claims with a view to identifying interventions to help overcome the impasse in claim settlement.
Lejweleputswa	The ABP clearly sets out District and Local Municipality roles and proposes items for the direct inclusion in the IDP budgets. It highlights farm worker and commonage related issues in particular. The ABP also identifies contributions required from other government departments over a five year period including Trade and Industry, Labour, DWAF, Public Works. It specifies roles for organised agriculture
Overberg	No evidence that ABP was approved as part of IDP
Sekhukhune	The document does not contain a clear statement of priorities. There is no plan as such which sets targets or indicates resource requirements. There is no information about projected costs over time or information about roles and responsibilities of different actors other than generic statements concerning the roles that actors should play. Local ABPs in Limpopo are largely carbon copies of one another. The only thing that changes is the data relevant to the local area: socio economic profile, maps of suitable land and the identification of properties which meet basic criteria which make them suitable for livestock or vegetable production.
Sisonke	The report provides project tables for each project in a municipal area which are followed by a summary of project budgets which follow the MTEF format for inclusion into the Local Municipal IDPs. Responsibility for the adoption and implementation of Area Based Plans at Local Municipal level as opposed to District level since Municipalities will be responsible for implementation of identified projects. ABPs could be co-ordinated at a District level to ensure alignment, but the essential agreement needs to be between Local Municipalities, DLA/RLCC and line function government departments.
Thabo Mofutsanyane	The plan assigned responsibilities to different development actors without providing any evidence that they were consulted

District General Comments at the end of Phase 5

Amajuba	<p>The situation assessment is fairly detailed but as the document progresses it becomes more model driven and generic and even though it identifies focus areas within each local municipality and provides proposals for what could be done there. This section of the ABP remains high level and conceptual and the document notes that more detailed project scale feasibility assessments and planning would be required in order to provide more detail. This raises questions about what the ABP can reasonably be expected to achieve. It also highlights how there are an enormous variability between and within Districts which does not appear to have been taken into account in the formulation of TORs. It may have been useful to have conducted a ranking activity to precede the ABP which would have resulted in a listing of Districts with high percentages of land restitution claims and high levels of land demand. This in turn should be reflected in resource allocation for planning and support services.</p>
Cape Winelands	<p>This ABP is sound at the situation analysis and broad strategy level. However it does not result in land and beneficiary identification – highlight a lack of data of clearly identified prospect or provide a practical guide for the articulation and implementation of an area based land reform plan in the district</p>
Central Karoo	<p>The ABP was presented to the District and Local Municipalities who accepted it conditional to the DLA and PDA reaching agreement on the Institutional arrangements proposed in the Plan. The plan was being prepared as the Minister of Land Affairs launched the Settlement and Implementation Strategy and the Department of Agriculture was developing the Land and Agrarian Reform Project. It appears that the DLA and PDA were never able to reach final agreement on the implementation of the plan. However a DRDLR official at the second ABP review workshop spoke about how the DLA had used the plan to guide land purchases in the District in the following years. The Central Karoo ABP highlights the potential of ABP planning, particularly in areas where land and farming activities are not highly diverse and there is a clear land demand from existing small scale producers. It also illustrates the continuing challenge of making co-operative governance work and aligning the activities of departments in space.</p>
Ilembe	<p>This ABP highlights serious challenges relating to the settlement of Restitution claims and the implications of this for the local economy and development planning. It also indicates how the ABP process avoids the communal areas which are those where rural poverty is concentrated. The need for linkages between these areas and District land reform strategies would appear to be central but the ABP is unable to properly engage with this complex and contested terrain.</p>
Lejweleputswa	<p>There is no evidence in the documentation to which we have access that this ABP was ever implemented. However we suggest that this be a District which should be followed up in Phase 2 of the Programme as the ABP prepared by urban dynamics pays attention to detail and could be updated relatively easily. Key annexure need to be obtained which contain the detail of the various plans.</p>
Overberg	<p>The ABP has been difficult to assess using the scoring framework as it is not structured in a way that lends itself to analysis by phases</p>
Sekhukhune	<p>The documents were completed in December 2011. It is not clear what steps have been taken since they were completed.</p>

Sisonke	<p>While this document has some weaknesses it is otherwise comprehensive and well researched. Given the diverse nature of land reform settings and needs in the District it seems likely that resources allocated for the Plan were inadequate. However even if they had been increased the central question remains concerning who would take ownership of this document and where capacity would lie to implement the plan and manage the intergovernmental responsibilities in the process. While the planners emphasise the role of the LM in implementation this does not seem realistic given the capacity challenges faced by rural B municipalities.</p>
Thabo Mofutsanyane	<p>This is an enormous document, over three hundred pages in extent. It is useful as reference document, but the goals and projects demonstrate little evidence of stakeholder involvement and appear to be the product of the consultant team., KPIs make reference to unspecified district process owners and some of the project s are highly questionable vis Establishment of a wine boutique on the communal land or/and newly settled farmers' land and establishment of a holiday and educational farm as an enterprise on their farms</p>

Appendix 4: Open Government Declaration



Open Government Declaration September 2011

As members of the Open Government Partnership, committed to the principles enshrined in the Universal Declaration of Human Rights, the UN Convention against Corruption, and other applicable international instruments related to human rights and good governance:

We acknowledge that people all around the world are demanding more openness in government. They are calling for greater civic participation in public affairs, and seeking ways to make their governments more transparent, responsive, accountable, and effective.

We recognize that countries are at different stages in their efforts to promote openness in government, and that each of us pursues an approach consistent with our national priorities and circumstances and the aspirations of our citizens.

We accept responsibility for seizing this moment to strengthen our commitments to promote transparency, fight corruption, empower citizens, and harness the power of new technologies to make government more effective and accountable.

We uphold the value of openness in our engagement with citizens to improve services, manage public resources, promote innovation, and create safer communities. We embrace principles of transparency and open government with a view toward achieving greater prosperity, well-being, and human dignity in our own countries and in an increasingly interconnected world.

Together, we declare our commitment to:

Increase the availability of information about governmental activities. Governments collect and hold information on behalf of people, and citizens have a right to seek information about governmental activities. We commit to promoting increased access to information and disclosure about governmental activities at every level of government. We commit to increasing our efforts to systematically collect and publish data on government spending and performance for essential public services and activities. We commit to pro-actively provide high-value information, including raw data, in a timely manner, in formats that the public can easily locate, understand and use, and in formats that facilitate reuse. We commit to providing access to effective remedies when information or the corresponding records are improperly withheld, including through effective oversight of the recourse process. We recognize the importance of open standards to promote civil society access to public data, as well as to facilitate the

interoperability of government information systems. We commit to seeking feedback from the public to identify the information of greatest value to them, and pledge to take such feedback into account to the maximum extent possible.

Support civic participation. We value public participation of all people, equally and without discrimination, in decision making and policy formulation. Public engagement, including the full participation of women, increases the effectiveness of governments, which benefit from people's knowledge, ideas and ability to provide oversight. We commit to making policy formulation and decision making more transparent, creating and using channels to solicit public feedback, and deepening public participation in developing, monitoring and evaluating government activities. We commit to protecting the ability of not-for-profit and civil society organizations to operate in ways consistent with our commitment to freedom of expression, association, and opinion. We commit to creating mechanisms to enable greater collaboration between governments and civil society organizations and businesses.

Implement the highest standards of professional integrity throughout our administrations. Accountable government requires high ethical standards and codes of conduct for public officials. We commit to having robust anti-corruption policies, mechanisms and practices, ensuring transparency in the management of public finances and government purchasing, and strengthening the rule of law. We commit to maintaining or establishing a legal framework to make public information on the income and assets of national, high-ranking public officials. We commit to enacting and implementing rules that protect whistleblowers. We commit to making information regarding the activities and effectiveness of our anti-corruption prevention and enforcement bodies, as well as the procedures for recourse to such bodies, available to the public, respecting the confidentiality of specific law enforcement information. We commit to increasing deterrents against bribery and other forms of corruption in the public and private sectors, as well as to sharing information and expertise.

Increase access to new technologies for openness and accountability. New technologies offer opportunities for information sharing, public participation, and collaboration. We intend to harness these technologies to make more information public in ways that enable people to both understand what their governments do and to influence decisions. We commit to developing accessible and secure online spaces as platforms for delivering services, engaging the public, and sharing information and ideas. We recognize that equitable and affordable access to technology is a challenge, and commit to seeking increased online and mobile connectivity, while also identifying and promoting the use of alternative mechanisms for civic engagement. We commit to engaging civil society and the business community to identify effective practices and innovative approaches for leveraging new technologies to empower people and promote transparency in government. We also recognize that increasing access to technology entails supporting the ability of governments and citizens to use it. We commit to supporting and developing the use of technological innovations by government employees and citizens alike. We also understand that technology is a complement, not a substitute, for clear, useable, and useful information.

We acknowledge that open government is a process that requires ongoing and sustained commitment. We commit to reporting publicly on actions undertaken to realize these principles, to consulting with the public on their implementation, and to updating our commitments in light of new challenges and opportunities.

We pledge to lead by example and contribute to advancing open government in other countries by sharing best practices and expertise and by undertaking the commitments expressed in this declaration on a non-binding, voluntary basis. Our goal is to foster innovation and progress, and not to define standards to be used as a precondition for cooperation or assistance or to rank countries. We stress the importance to the promotion of openness of a comprehensive approach and the availability of technical assistance to support capacity- and institution-building.

We commit to espouse these principles in our international engagement, and work to foster a global culture of open government that empowers and delivers for citizens, and advances the ideals of open and participatory 21st century government.

8 References

- BUSINESS ENTERPRISES 2011. Inception report: Gauteng Rural Development and Land Reform Plans. University of Pretoria.
- KENYON, M. 2010. Rural Development and Land Reform Plans: Terms of Reference - Draft 4. Umhlaba Development Services.
- UMHLABA DEVELOPMENT SERVICES 2007. Area Based Land Reform Planning: A Guide for District Implementers.



BTC SOUTH AFRICA