

Institutional Support for Sustainable Rural Livelihoods

Presentation of preliminary findings

E Cape Department of Agriculture
and Land Affairs

Khanya - managing rural change

Objectives of workshop

By the end of the workshop, stakeholders:

- understand the sustainable livelihoods approach
- have validated some preliminary findings
- have made inputs into the findings, notably recommendations
- are interested in how this approach could be used to further rural development/poverty approaches in the E Cape

Workshop programme

8.30	<i>Registration and coffee</i>	
9.00	Welcome and opening	Mr Fadana, DALA
9.10	Introductions	Somi Ntonga, DALA
	Workshop objectives and programme	
9.15	Introduction to research	Joe Marumo, Khanya
9.30	Introduction to the SRL approach	Somi Ntonga
9.45	Discussion	
10.00	Presentation on initial findings and recommendations	Team
10.45	Discussion	
<i>11.00</i>	<i>Tea/coffee</i>	
11.20	Group work validating findings	Ian Goldman
12.40	Way forward/Closing	Somi Ntonga/Ian Goldman
<i>13.00</i>	<i>Lunch and depart</i>	

Research process

- Zimbabwe, Zambia and S Africa (Free State and E Cape)
- looking at lessons from last 20 years in policies and institutions addressing poverty, using the SL framework
- research from the bottom, doing transect to the top
- overview of policies and services from Bisho, then
- three days in Xume
- two days in Tsomo with service providers
- follow up in Butterworth
- then East London and Umtata
- and back to Bisho

Methodology

- Review of secondary data
- PRA in Xume
- talking to transect of people bottom to top, including rural people, government, NGO, and private sector
- interviews with 11 district officials in Tsomo
- workshop in Tsomo looking at how to reduce dependency and local service provision
- interviews with 9 people in Butterworth
- interviews with 17+ people at regional level
- interviews with 25+ provincial depts /NGOs
- this workshop

SL framework and approach

What is a livelihood?

A livelihood comprises the **capabilities, assets** (including both material and social resources) and **activities** required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.

The SL approach aims at improving the lives of poor people and strengthening the sustainability of their livelihoods, and it mainstreams the environment within a holistic framework.

Components of SL approach

- Capital assets (resources) of rural people, not just needs
- Environment they face:
 - vulnerability to external shocks
 - institutional environment (formal/informal, structures, processes)
- Outcomes they want
- Strategies they select to reach them
- Institutions that support (or do not support) them

Assets

Natural capital The natural resource stocks from which resource flows useful for livelihoods are derived (eg. land, water, wildlife, biodiversity, environmental resources).

Social capital - The social resources (networks, membership of groups, relationships of trust, access to wider institutions of society) upon which people draw in pursuit of livelihoods.

Human capital - The skills, knowledge, ability to labour and good health important to the ability to pursue different livelihood strategies.

Physical capital - The basic infrastructure (transport, shelter, water, energy and communications) and the production equipment and means which enable people to pursue their livelihoods.

Financial capital - The financial resources which are available to people (whether savings, supplies of credit or regular remittances or pensions) and which provide them with different livelihood options.

Institutions - structures and processes

Vital to understand the **structures** (organisations, government/non-government,) and the **processes** (policies, laws, rules of the game and incentives) which define people's livelihood options.

- Two main ways (related) in which structures and processes impact upon people's livelihoods:
- determining both who gains access to which type of asset and the effective value of that asset
 - with people's asset status they help define which livelihood strategies and activities people adopt

Linkages between community and policy

People aspire for a range of outcomes and it is therefore necessary to understand:

- that people have their own objectives and their own understanding of what it means to be in and to escape from poverty
- that therefore there is a need to negotiate agreed common objectives for projects or services, agreed between the clients and the providers
- there is also need to agree the appropriate strategies to be supported that meet rural people's objectives, and external programme objectives must address these

Objectives in promoting SLs

To promote sustainable livelihoods through the provision of:

- more secure access and better management of natural resources
- a more supportive and cohesive social environment
- more secure access to multiple financial resources, partly through improved productivity
- improved access to high quality education, information technologies and training, and better nutrition and health
- better access to facilitating infrastructure
- an institutional environment which favours the poor, promotes self-reliance, and which supports client-focused service delivery

Self-sustaining process

A self-sustaining developmental process at community, district, province and national level that releases the creative potential of people at all levels

- with rural people identifying what they want, communicating with service providers effectively, taking responsibility and acting
- service providers (usually at district level) that are responsive and entering into dialogue with their clients and effective
- province that is able to support local level service providers
- national level able to create a coherent enabling environment, and provide resources for local development - providing strategic direction, redistribution, enabling support, and ultimate control

Structure of report

Introduction

- Background
- History and evolution of policy
- SRL approach

Case study of Xume/Tsomo

Content issues viz assets

- Financial resources/multiple livelihoods
- Self-sustaining natural resources
- Improved infrastructure
- Improved social environment

- Improved capacities
- Safeguarding human resources
- Process issues - institutional**
- Rural people active and involved
- District services effective and responsive
- Province supervising and supporting
- centre strategising, redistributing, coordinating and with ultimate control

The situation in Xume Admin Area

- In rural Transkei, in Tsomo District, Butterworth Sub-region
- Population 3227 in 1991
- 11 villages
- southeast of Tsomo town, adjacent to the tar road
- village where PRA done some 5km off main road
- selected as where DALA will be following up with integrated livestock and crop project

Xume's strengths

- There are a wide range of skills, inc in the unemployed
- the community have set up their own projects, eg community school, creche
- there is land, livestock and underused labour resource
- poor people are helped by others in the community
- doesn't seem to be much conflict
- crime is not bad, eg veg not stolen, but some livestock theft
- some Departments are active, notably DALA
- evidence of cooperative spirit

Problems in Xume

Sectoral problems

- Lack of income and food, domestic water, roads, irrigation water, fencing, livestock disease, access to health services - (seasonal diseases, AIDs)

Institutional problems

- dependency reinforced by approach of Depts
- pensions/grants not being paid
- lack of support services except DALA, school, local inits
- some target groups forgotten, eg youth, unemployed
- poor links with formal structures (TRC)
- bureaucracy limits opportunities, eg primary feeding scheme
- people unaware of what happening about projects - depts/TRC not accountable
- community health worker resource - but volunteers and overworked

Example of one group - the unemployed

- Group of six
- Have skills - out of 6 two were bricklayers, machine operating, plumbing, carpentry, farming
- only one had land apart from the 50x50 plot (all farmers had 5-6ha)
- two had not been to school but had learned to read and write at ABET
- they had little livestock, two had sheep, two cattle
- source of income is piece work when they can get it or wife's pension
- no-one is working with them. ABET did but now stopped.
- preferred outcomes: increased income, then water, then food, then roads, clinics, then controlling animal disease
- several strategies considered, eg making bricks, growing vegetables, selling whips, setting up a building company, eg building in Tsomo

Institutions involved in Xume

- Asked for organisations and projects in Xume, how important and how responsive they were
- 9 government departments/parastatals with some involvement (DALA, Welfare, Telkom, Eskom, Vet, Education - school, Health Worker, TRC..)
- 18 local organisations, eg burial societies, Men's Manyano, Trad Healers
- 8 projects ranging from baking projects, gardening projects, poultry projects
- only department rated very important and accessible DALA - most are seen as important but not accessible
- traditional leaders more important and accessible than TRC
- on the whole local organisations seen as more responsive

Improving infrastructure

- Major needs in Xume are (1) fencing for fields (2) irrigation eqpt (3) roads and (4) electricity
- DALA can make fencing and irrigation eqpt available but multiskilled extension officers needed to plan infrastructure
- access roads very poor - with little maintenance due to lack of funds. Workers often not utilised due to lack of vehicles or fuel
- responsibility for access/district roads devolved to DCs who lack capacity
- selection of roads for upgrading haphazard, due to confusion over responsibilities
- telephone connections available in Xume - Telkom consults with TLC/TRC and uses matriculants to sell services. No electricity despite Eskom line.
- DWAF only provides domestic water connections - not integrated with irrig/business
- infrastructure provision increasingly unsustainable as lack of maintenance
- several NGOs can assist with services but Xume unaware of these

Improving social networks

- In Xume most important networks are locally established, eg womens orgs. These organisations have not had any support from gov depts
- the traditional leaders are considered very important and accessible. They are not involved in local gov and development but would like to be.
- the TRC is considered potentially important, but not accessible or responsive
- Social Welfare is promoting NGOs in service delivery, but there are few. It is linking some to training providers to build capacity
- DWAF and Eskom are innovative in building community orgs for service delivery. Neither has been involved in Xume.
- A few key NGOs (eg Corplan, BRC, TRALSO, RSS) build community capacity but none are active in Xume
- Many gov respondents supported the idea of multi-skilled development workers at local level

Conserving and exploiting natural resources

- In Xume there is land available, but mostly not developed. Land ownership is not equal, with unemployed not having fields. New land is communal
- land use is inhibited by lack of access to water
- DLA is drafting a Land Rights Bill with implications for access to land. This may be regarded as controversial by traditional leaders

New options

- Forestry has a community forestry programme which can be linked to honey, alternative crops, timber/carpentry, orchards
- DALA can assist with irrigation infrastructure, improving cropping and alternative crops. This can be combined with agroforestry, including orchards
- various NGOs can assist with extension services and irrigation, eg BRC, RSS
- in other areas of the province, experience is being gained in community involvement in conservation, eg muti, handicrafts, tourism

Increasing incomes

- Income sources in Xhosa not very diverse, mainly selling livestock, pensions, some trades
- pensions very important but crisis as many withdrawn or applications dead
- problem of lack of purchasing power limits local economy
- few service providers giving help on ground, but many involved in IGPs in one way or another - confusion
- lack of business advice but providers based in Butterworth
- need to bring together provision eg E Cape Business network, which could involve DEAET funding a single branded E Cape service including:
 - Business development centre in Tsomo, providing business advice, training
 - specialist support services contracted by DEAET, eg tourism advisors, farm industrialisation, marketing
 - strategic analysis of potential growth businesses in E Cape
 - small business advisors proactively seeking out growth businesses

Improving human capacity

- There is evidence of impact of ABET, eg on those who had not been to school in Xume, but training now stopped
- how are illiterate people to do a business plan?
- How are councillors to understand and report if illiterate eg Willowvale SDI?
- little promoted and supported by Education in terms of facilities, payment for teachers, recognition
- ABET not linked to skills training
- Depts induce dependency not building capacity and self-reliance
- underutilised resources from Labour and poor interdept cooperation
- capacity-building within programmes inadequate and importance of facilitation of adult learning not recognised
- strengthen network of service providers - through increased funding and training
- training providers to assume proactive role for ABET

Safeguarding the human resource base

- People eating one meal a day now
- Throat cancer, sores but AIDS not taken seriously! Lack of drugs at clinics.
- Lack of water at clinics, eg Tsomo!
- Welfare staff overloaded - and suspicious. Emphasis on caseload not social development (10% of time). Do we need to change the model?
- poor access to health, lack of facilities or poor roads, carrying people on back
- poor coordination eg on nutrition programme between Health and Education
- health workers poorly supported, eg CHW volunteers, community not paying with little support from MoH. Good model and not expensive in infrastructure - but need to support.
- crime interfering with services, eg hijacking of vehicles, corrupt drug supply
- resources concentrated in old RSA areas
- How is the AIDS campaign to be taken seriously by all Depts?
- Making use of traditional healers, eg for AIDS

Rural people active and involved

Situation

- dependency mentality
- confusion between TRC and traditional structures
- no proper planning system involving local people
- people unaware of what is happening
- many projects focus on groups but no training in groups
- increased use of community-based maintenance will bring challenges
- exclusion of groups such as youth and unemployed
- very little community development support

Rural people active and involved

Recommendations

- train service providers to have facilitation approach, have skills in working with groups and use of participatory methods
- develop community-based planning mechanism linking traditional leaders with councillors
- provide community development service - combine services of different departments - probably under local government
- change service provider model, community representatives for services, eg VHW, dipping foremen, vet assistants
- move to sustainable models for services eg water, or roads, are likely to involve community ownership and maintenance of facilities. This requires different approaches to provision.

Local services effective and responsive

Situation

- services very limited at local and district level, with most qualified staff at sub-regional level
- despite this some very good staff at district level
- lack of resources to do the job, eg vehicles and staff
- lack of synergy between progs, overloading, duplication, without extra resources. Eg at least 4 departments running similar income-generating projects
- TLCs have very limited capacity, TRCs just a representation mechanism
- very poor linkages at local level across departments
- opportunity of LDO plan at local level not being taken, due to lack of human and financial resources
- variety of NGOs providing services

Local services effective and responsive

Recommendations

- where possible abolish sub-regional level and move good staff down to district, eg in DALA one graduate to each district, or ECDC three development officers to Tsono in business centre. Main skills needed have at bottom.
- deconcentrate decision-making where possible to speed up implementation, but improve reporting mechanisms
- if have good staff at the bottom reduces need for support and supervision, hence need for support tiers, transport etc
- improve accountability of local services through Forums, eventually consider devolution to integrated development authorities which is likely to result in improved responsiveness and dialogue
- all systems must be integrated (application forms, review committees, staff) with institutions focusing on corefunctions - so resources well used

Region supporting and supervising

Situation

- positive that regions similar and match DCs
- role of region not clear - in principle OK but at least in DALA conflicting structures
- coordination mechanisms insignificant and opportunities lost
- links to regional development authority (DC) weak and duplication and little involvement by Depts in regional plan (LDO/IDP)
- ADC genuine development authority and playing very important role but in danger of bankruptcy from agency functions
- are the DCs too big, and better to have one level of fully functional development agency eg at Butterworth plus six district level - link with Demarcation debate
- will all the regions change if DCs change?

Region supporting and supervising

Recommendations

- develop real value added services which operate at regional level where possible, central if not, eg tourism advisory, marketing
- create regional development forum which links with regional plan (LDO/IDP). Capital projects should be required to be in regional plan which would force departments to coordinate
- create good M&E system so local/district has delegated authority but must report
- be careful of creating mini-empires at regional level - push decision-making and staff to bottom as far as possible, so support needs are minimised

Centre enabling

Situation

- centre has been in control mode to get in control of budget, and to make order out of chaos, which now seems more-or-less done
- very little coordination between depts, now beginning
- ECSECC seems very valuable link between gov and non-gov
- much of thinking mode seems control mode, rather than how can we release the creative energy of staff and clients
- strategic thinking very limited and lack of rural development policy or poverty policy apart from IGPs and social grants
- economic development focused on zones, not widespread empowerment which is unlikely to trickle down for rural areas.
- recognition of role of NGOs in service delivery, and Network for Rural Service Delivery to be welcomed
- 85% guide on health, education and welfare means very little investment in economic development

Centre enabling

Recommendations

- need for much bigger focus on economic development if we are to eradicate poverty, not fiddling with IGPs
- redistribution needs to be taken seriously in all aspects, eg housing contracts not just contracted out but used for local economic development
- centre needs to take on strategic role eg DEAET takes responsibility for integrated E Cape Business Development Network. Sets up set of economic roles, contracts out services, monitors quality
- the Province needs to decide to decentralise, and move people to district level - resources sought eg from DBSA to build rental houses at district level
- need to rethink operations of Departments based on analysis of who clients are, and what services they require, and where real value can be added rather than just efficiency.
- Big question how a process can be supported to help make this happen?

Way forward

- draft report finished early-August
- circulated in Province in August
- workshop in early August on comparative learnings
- final report produced in September
- Province considers how this could contribute to local process
- consider workshopping in Province in September