

- 2 溶接コースに対する Mr. Chikala (Northern Transvaal Development Corporation のマネージャー) の評価報告

JICA EX-PARTICIPANT FOLLOW-UP VISIT - DR. HIROSHI NAKAYAMA

1. PRESENT STATUS OF VOCATIONAL TRAINING AND THE TRAINING PROGRAMME

A comprehensive discussion of this topic is contained in Annexure "A".

2. PRESENT STATUS OF WELDING TECHNOLOGY AND PROGRAMME TAKING INTO CONSIDERATION JICA COURSES AND THE REASONS FOR PARTICIPATION IN JICA PROGRAMMES

Welding technology in the Republic of South Africa is generally of a high standard. The motor and aviation industries bear testimony in this regard. The South African Institute of Welding, which is an affiliate of the World Institute of Welding, sets and regulate standards. (Refer to the attached journals).

However, Blacks were excluded from participation in intricate hi-tech welding training in the past. This, therefore, creates a need for Blacks to be trained overseas through programmes such as JICA's, in order for them to catch up with and require the necessary up-to-date high-tech welding techniques. One must emphasize, however, that the real training need is in welding instructor training as opposed to training in basic welding skills for the training to impact optimally to the skills development of the beneficiary countries.

2.1 POLICY, TRAINING (EDUCATION) CURRICULUM AND BUDGET FOR WELDING TECHNOLOGY.

The Ministry of Labour, the National Board and the various Industry Training Boards determine minimum competency standards at various progressive levels as far as Non-Formal Vocational Training is concerned. This training leads to artisan and technician status. In formal education, which leads to engineer status, emphasis is on theory rather than modular competency based training.

In South Africa, therefore, there exists no national policy focused at co-ordinating and standardising welding technology as, for example, in formal education this technology is part of the broader civil engineering discipline whereas in non-formal education it can be isolated. As such the curricula and budgets are mutually exclusive in formal and non-formal education and training fields.

3. EVALUATION OF JICA PROGRAMME (WELDING TECHNOLOGY COURSE) IN JAPAN

The current course, that is, the learning content, is suitable for "initial training" and to an extent, for "upgrading training". It is a course for welding "practitioners" and not for welding instructors. Moreover, the techniques and equipment used during training are not suitable for developing countries in terms of applicability of such acquired knowledge in the beneficiary countries due to the absence in industry, of the need to apply such techniques and the unavailability of highly advanced equipment.

It follows therefore, that in the determination and compilation of the curriculum in this regard, JICA should consult with beneficiary developing countries in areas of training needs analysis and curriculum development. This does not mean, however, that JICA should conduct individual courses only but that, as research and experience has proved, most training needs in developing countries are common.

4. RESULTS OF JICA TRAINING (RELEVANCE AND APPLICABILITY)

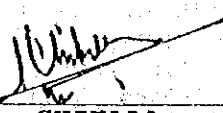
Mr. E.N. Kgonyane has, within the ambit of the limitations expressed in the preceding paragraph, excelled himself in his duties as a welding instructor. His additional knowledge of welding techniques acquired in Japan helped his trainees tremendously in that they gained a much broader perspective in welding than would otherwise have been the case without his exposure to Japanese methodologies and technology.

5. PROPOSALS

It is strongly suggested that "train the trainer" courses in skills training should be clearly distinguished from "practitioner" skills training courses.

Overseas technical instructors should be trained at institutions like the Kita-Kynshu Polytechnic College and the Polytechnic University which have facilities for and/or specialise in the training of instructors.

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ANNEX A

TRAINING WORKGROUP SUBMISSION

**INPUTS REGARDING THE ROLE, PLACE
AND STRUCTURING OF TRAINING WITHIN THE NEW
NORTHERN TRANSVAAL DEVELOPMENT CORPORATION**

MARCH 1995

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NORTHERN TRANSVAAL PROVINCIAL DEVELOPMENT CORPORATION : TRAINING SECTOR WORKGROUP PROPOSALS

1. INTRODUCTION

1.1 PURPOSE OF WORKSHOP

This report was developed in response to a request of the Interim Management Committee of the Northern Transvaal Provincial Development Corporation that each of the major economic sectors establish sectoral workgroups and undertake a sectoral analysis towards developing recommendations regarding the integration and amalgamation of the various development corporations in the province.

This report outlines the findings and recommendations of the Training Sectoral Workgroup. The submission is a joint effort of the Workgroup which consisted of the following members:

- Mr G Larken (GDC) - Chairman
- Mr M Chikala (LDC)
- Mr M Manyama (LAC)
- Mr I Nkuna (GDC)
- Mr R Ngomane (GDC)
- Mr S Nembudani (VNDC)
- Mr S Makgoba (LAC)
- Mr L Phakamohaka (GDC)
- Mr S Sitholemala (VNDC) - Secretary
- Mr A Ward (VNDC)

In developing this report use was also made of other valuable planning documents and good inputs were obtained from the following:

- The Region G Manpower Demand and Supply Analysis Report (prepared by Manstrat in 1993)
- The ANC Education and Training Policy and Strategy Document
- The Eastern Transvaal HRD Workgroup Document
- Discussion Paper for policy support on Small, Medium and Micro Enterprises in South Africa.
- Discussion paper for integration of training through the Department of Labour and the National Training Board.

1.2 OBJECTIVES

The objectives of the document can be summarised as follows:

- a) to outline the demand for education and training services in the province
- b) to evaluate the combined training services presently provided by the various development corporations in the Northern Transvaal Province
- c) to outline the role, function and place of training within an integrated Northern Transvaal Development Corporation
- d) to motivate and make practical recommendations on how such human resource development services (of a non-formal technical and vocational nature) could best be organised, planned and provided within the new development corporation for the Northern Transvaal Province.

2. BACKGROUND

2.1 DEMAND FOR TRAINING SERVICES

Within this section of the report attention is given to the demand for training services within the Northern Transvaal Province. The demand for training services can be summarised as follows:

- 2.1.1 As is the case in most developing countries and areas, this province has a relatively large population characterised by a low human development index. This means that whilst there is a large number of people (and manpower should therefore be an important and potential development resource), the educational and development standard of such manpower is so low that it in fact does not enhance or facilitate development - but rather serve as a constraint to development. In short the majority of the province's labour force can be characterised as having low educational qualifications and lacking sound technical and vocational employment skills.
- 2.1.2 It should further be noted that development is initiated, organised, undertaken and managed by people and as such human resource development should receive priority attention within any development plan or programme.

2.1.3 An analysis of the demand for education and training services (to develop the human resources potential of the Northern Transvaal Province), indicated the following as priority needs and services to be provided:

- a) Formal Education (is formal primary and secondary schooling system for youth of school going age, and post-secondary and tertiary education for adults - formal academic, technical and vocational education and training)
- b) Adult Basic Education Services (mainly part-time and after-hours education and training for adults with low educational qualifications to upgrade academic and other qualifications)
- c) Entrepreneurial Training and Development Services (training aimed to promote entrepreneurship and self-employment concept, and to train and develop entrepreneurs which can create employment and wealth)
- d) Community Development Training Services (training aimed at developing community leaders and members in the initiation, planning, undertaking, and management of the development process and community development projects)
- e) Technical and Vocational Skills Training (training aimed at the development of knowledge and skills to secure employment opportunities and/or to utilise self-employment opportunities. Training courses range from short skills courses to longer-term artisan training and span the business, technical, manufacturing, housing, agricultural and tourism sectors and functional fields)
- f) Life Skills Training Services (training courses directed at the disadvantaged communities and which are aimed at providing people with knowledge and skills which will increase their standard and quality of life - eg. literacy and numeracy training, economic orientation, health programs, etc.)
- g) Management and Supervisory Training Services (training courses aimed at developing new/additional managers and/or upgrading the skills and ability of existing managers) -

2.2 EXISTING SUPPLY OF TRAINING SERVICES

2.2.1 GENERAL SUPPLY

An analysis of the supply of training services have identified a range of existing education and training supplier institutions which offer or provide those education and training services indicated above. Table 1 reflects these institutions and indicates the range of education and training services offered:

TABLE 1: EDUC & TRAIN INSTITUTIONS AND SERVICES OFFERED

SUPPLIER INSTITUTIONS	TRAINING SERVICES (Codes as in 2.1.3)
Primary and Secondary Schools	a, b
Tertiary Institutions (Univ/Techkon)	a, c, g
Technical Colleges	a, e, g
Community Colleges	b, d, e, f
Primary and Secondary Schools	b, e, f, g
Universities, Technikon	b, e, f, g
Group Training Centres/Skills Academy	e, f, g
Development Corporations' Training Centres and Services	b, c, d, e, f, g

2.2 COMBINED TRAINING SERVICES SUPPLIED BY THE DEVELOPMENT CORPORATIONS IN THE NORTHERN TRANSVAAL PROVINCE

From the information provided in Table 1 above it is evident that the Development Corporations in South Africa presently perform a critical training function in meeting the non-formal training needs of developing communities (be it as services rendered to their clients only and/or in terms of an external training function with services rendered to other target groups in those functional and geographical areas where they are active). With the exception of getting directly involved in formal schooling, the training departments/institutions of the Corporations offer all those other training services identified as being critical for human resources development within a development context or environment.

For the purposes of this document, which has as its aim to integrate and amalgamate the training functions and infrastructures in the new Corporation, it was deemed inappropriate to list the services and training capacities of the participating development corporations individually. It was subsequently decided to present the information as the combined training infrastructure and capacity of the new integrated Northern Transvaal Corporation. This can be summarised as follows:

2.2.1 Institutional Capacity:

The combined staff complement of the training departments/organisations of the various participating corporations total ± 280 people. A functional breakdown of such staff is as follows:

- ± 200 training management and instructional staff (110 technical, 57 business, 35 agricultural and community development training)
- ± 40 administrative staff members
- ± 10 selection and placement officers
- ± 10 training support services staff

2.2.2 Training Infrastructure and Facilities:

Some of the training facilities of the Northern Transvaal Corporations can be described as of the highest quality and standard and compare very well with the best in the country. The Corporation has the capacity to accommodate ± 12 000 trainees per annum at its existing training infrastructure - which is spread throughout all the sub-regions of the province and is focused mainly at the Nkowankowa, Glyani, Mkhuhlu, Marikona and Seehago training centres. The Corporation also has 8 mobile training units.

2.2.3 Training Budget:

The Corporation presently has a combined training budget of approximately R 20 000 000 per annum.

2.2.4 Training Services

A wide range of training courses and programmes are being presented with an estimated 150 different courses on offer. Training services span the main economic sectors and cover the following functional fields:

- technical training (including manufacturing and production)
- business and entrepreneurial training
- administrative, financial, management and supervisory training
- agricultural training
- community development and life skills training

In addition to the above training courses and programmes, a wide range of support services such as the recruitment and placement of trainees, course development, fundraising, etc. are also being provided.

2.2.6 Approach to Training:

There has not been a unified approach to training and each of the corporations had its own training policy and operational guidelines. In this regard it can be mentioned that some of the corporations charged training fees whilst others did not, some offered internal training only whilst others mainly provided an external training service, in some cases training was organised as a support function whilst others structured training as a line function of the corporation, some offered short skills courses only whilst others focused on full time artisan training, etc.

3. THE ROLE, FUNCTION AND PLACE OF THE NORTHERN TRANSVAAL DEVELOPMENT CORPORATION IN TRAINING

From the reconciliation of supply and demand undertaken in point 2 above, it is evident that the various development corporations in the Northern Transvaal Province presently perform a critical training function in meeting the non-formal training needs of developing communities (be it as services rendered to their clients only and/or in terms of an external training function with services rendered to other target groups in those functional and geographical areas where they are active). With the exception of getting directly involved in formal schooling, combinely the training departments/institutions of the Corporations offer all those other training services identified as being critical for human resources development within a development context or environment.

Within this section of the report, it is considered whether the Development Corporation should be involved in the training field, and what its exact role, function and place should be in this regard. The following could be stated as important points to motivate why the Northern Transvaal Provincial Development Corporation should be involved in training:

- 3.1 *People* is the most important factor - and the key resource - in the development process since it is people who apply, utilise and manage all the other resources towards achieving objectives, growth and development. Against this understanding and viewpoint, human resources development therefore serves as the platform or cornerstone of all development efforts. It therefore also implies that the Development Corporation can not neglect human resource development if it wants to initiate and facilitate a holistic and integrated development process.
- 3.2 Further to the point raised in 3.1 above, many of the other line departments and functions within the corporation (ie business development or agricultural development) are dependent on training as an *integral component* of the product or service to be delivered. In this regard training is for instance an integral part and key component of any business development plan and it is not feasible to establish untrained and inexperienced people into a business.

- 3.3 The above holistic view and approach to development implies that extensive training services will be required by the Corporation in undertaking its development functions and efforts. Based on purely financial considerations the majority of Development Corporations in South Africa realised that it was too expensive to purchase all the required training from external suppliers and that, due to the size and demand for training, it was cheaper to create own internal training capacity within the Corporation.
- 3.4 The Development Corporation has an *extensive infrastructure* and well established communication channels, access to and contact with communities. For this reason the Corporation is ideally suited to promote training amongst the communities which they serve and to provide a training service to such developing communities via its infrastructure.
- 3.5 In contrast with the above strengths and advantages of the Development Corporation within the developing environment areas, private training organisations do not have such infrastructure and are therefore not willing or prepared to work in the rural areas (due to cost and other reasons). Presently suitable alternatives to the Corporation therefore do not exist.
- 3.6 To obtain growth and development in the region, with the limited potential of the formal economy in this area, an increased *entrepreneurial focus* and approach is essential. This in turn implies that specific focus and attention will have to be given to *entrepreneurial training* and that such training should be integrated within the total business development and establishment cycle. In this regard it is deemed most suitable to coordinate and offer these services within the same institution - namely the Development Corporation.
- 3.7 The Development Corporation makes large capital investments in development - often at considerable risks. In this regard training is viewed as one of the best policies or means of *safeguarding investments*. This has been one of the primary reasons why Corporations became involved in the training of loanees and clients. Due to its close involvement with such clients, the Corporation also has a good understanding and knowledge of the training needs and requirements to be addressed.
- 3.8 In view of its role and function as the initiator of sectoral development programmes, the Corporation has a good knowledge of the manpower and other requirements which will be needed for such development. As such the Corporation also has a good knowledge and understanding of the demand and requirements for specific manpower development and training courses to develop those skills and knowledge which are in short supply.

- 3.9 Due to its *macro development role* and function (ie responsible for development within the whole province), and its multi-sectoral and extensive infrastructure, the Development Corporation is ideally suited to serve as implementing agency for the RDP. In view of the large focus and emphasis placed on training within the RDP, it is therefore essential to establish training ability and capacity within the Development Corporation if it is intended to serve as an implementation body or institution of the RDP.

4. RECOMMENDATIONS FOR THE ORGANISATION AND STRUCTURING OF TRAINING IN THE DEV CORPORATION

4.1 GENERAL RECOMMENDATIONS

This section of the report outlines proposals and recommendations for accommodating, organising and structuring the training function within the Northern Transvaal Provincial Development Corporation.

Against the information and argumentation provided in the report, the following are recommended:

- 4.1.1 Based on the motivation provided in section 3 above, and due to the current lack of alternative and suitable training organisations and institutions within the Northern Transvaal Province which could undertake and provide the required range of business, entrepreneurial, technical and vocational training services within a development context and environment, it is recommended that the Development Corporation maintain and even expand its involvement and commitment in the field of vocational training.
- 4.1.2 That the *key objectives* of training be defined as to skill the broad community along identified development opportunities, to increase their ability and capacity to exploit available business and employment opportunities, to earn a decent living and to create new and additional opportunities and wealth.

4.2 RECOMMENDATIONS REGARDING TRAINING APPROACH

It is recommended that the *training approach* to be followed will be based on the following key principles and doctrines:

- a) Training services to be provided will have a *strong development focus* and context and will concentrate on employment creation and entrepreneurial development needs and programmes.

- b) Delivery of training services will be *decentralised* in accordance with the needs and requirements of clients (for example regional offices in each of the sub-regions in the province will function closely with the other functional departments). This will enable the department to take the training to the people and allow for participation at grass roots level.
- c) An advantage of a specialist and integrated training department is its ability to offer a *holistic* training service. Close linkages will be established between technical/production training, product development and entrepreneurial training and development. It is further planned to maintain close linkages and interaction between pre-employment training and after-care and counselling services (for example in the business and agricultural fields).
- d) Whilst the training function is established within the provincial Development Corporation, training will be undertaken as a *joint venture* with all the other key parties and stake holders in training (also interest groups outside the traditional scope and ambit of the corporation), and such groups and stakeholders will also have strong representation on the Sectoral Advisory Council for Training.
- e) The range of training services to be offered by the Training Department will largely be dictated by the *needs* and requirements of its target population, and specific consideration will also be given to the placement of trained manpower against the economic base of the province and resultant employment and/or business opportunities which exist for trainees on completion of their training.

4.3 RECOMMENDATIONS RE TARGET AND CLIENT GROUPS TO BE SERVED AND TRAINING SERVICES TO BE OFFERED

4.3.1 TARGET AND CLIENT GROUPS:

As indicated throughout this document, the planned Training Department will function and serve as the most prominent vocational and skills training provider in the Province. Its services will be available to all the communities and peoples of the region and service rendering will not be limited to "clients" only. The following are envisaged as the target or client groups to be served by the Training Department:

- a) the *unemployed* (especially those people who do not have a sound academic educational base) to develop marketable employment skills - especially within those economic sectors where there is a (growing) demand for trained manpower.

- b) existing **employed** within all sectors, but especially the manufacturing, agricultural and business sectors (both large and small concerns), to train, retrain and upgrade the skills and productivity of such employees.
- c) existing and emerging **entrepreneurs** in all sectors of the economy to develop and/or improve their business management and operation skills.
- d) people who are active, or wish to become active, in the **informal and subsistence farming** sectors.
- e) **development agents**, be it employees of the Government, the private sector, development institutions such as the corporations, or community representatives involved in the implementation of the RDP or other community development actions/projects.
- f) **college students and school pupils** who require practical training and exposure, a technical and vocational skills orientation, or assistance and advice in **career guidance** and counselling towards making the correct career choices.

In line with the recommendations of the Human Resources Workgroup, the Training Department will not have functional responsibility for the development of staff (Internal) of the Development Corporation, but will only offer a support service to the Human Resources Department (who will maintain the responsibility for development of the Corporation's staff). In this regard the Training Department will be available to, on request, provide specialist inputs and training services to the Human Resources Department of the Corporation.

4.3.2 TRAINING COURSES AND SERVICES:

A very wide range of training services and courses (spanning all the prominent economic sectors within the province) will be offered. These could be summarised under the following main headings:

a) BUSINESS TRAINING

Special attention will be given to the training of candidates with **entrepreneurial potential** and training will be offered towards their successful establishment into viable business concerns. Trainees in the technical fields will also be provided with specialised entrepreneurial and business skills training. Such training will further be provided as an integrated effort in support of the other divisions involved in business development. Training will be offered at the various Training Centres throughout the province and also on an in-house basis within companies when this is more appropriate.

A wide range of courses and programmes will be offered which can be classified into Intermediate Business Skills, the Advanced Business Skills Programme and the Entrepreneurial Skills Programme.

b) TECHNICAL TRAINING

Training will range from short skills courses through to artisan training and will be of a modular nature. The following functional fields and spectrum will be covered:

Building Trades Training to include Carpentry/Joinery courses, Bricklaying/Plastering courses, Electrical Training (Housewiring), Plumbing Training and Building Contractor Training.

Automotive Training to include Diesel Mechanic (Apprenticeship Trade test preparation), Petrol Mechanic Assistant, Auto Electrical Training, Panelbeating and Spraypainting Training, Forecourt Attendant, etc.

Metals Training to include Welding Training, Fitting and Turning, Basic Metalwork.

Driver and Operator Training to include Driver Training, Forklift Operator, Earth Works and Road Construction Equipment, etc.

Tourism and Hospitality Training to include a range of Catering Course, Hotel management, Hospitality Skills, etc.

c) AGRICULTURAL

A wide range of agricultural and community development training courses and programmes are available and will be offered. Courses are mainly practical in nature and aimed at the development of skills. Courses cover areas and topics such as soil sciences, fertilizers, irrigation, insect and weed control, crop production, animal husbandry, poultry, farm implements and machinery, farm management and supervision, etc.

d) COMMUNITY DEVELOPMENT TRAINING

Community Development courses such as literacy training, community leadership, project planning, life skills training, etc. will also be offered.

4.3.3 OTHER SUPPORT SERVICES

In addition to the above training courses and services, training support services such as the selection and placement of trainees, fundraising, course development, etc. will also be offered by the Training Department:

4.4 RECOMMENDATIONS REGARDING THE ORGANISATIONAL STRUCTURE TO ACCOMMODATE THE TRAINING FUNCTION

The Training Workgroup considered a number of options and alternatives towards the optimal organisation and structuring of the training function. Whilst having a somewhat restricting influence, the expressed desire to reduce the number of corporations and to amalgamate into a single provincial corporation served as the point of departure. The concept of decentralisation on a sub-regional basis was also accepted as a given scenario. Against these considerations it is recommended that the training function of the Northern Transvaal Development Corporation be organised and structured as follows:

- 4.4.1 In the first instance it is recommended that *training* and human resource development (together with the other primary functional fields such as housing, industry and commerce and agriculture and tourism) *be recognised as a development priority of the province* and as such (together with these other indicated priorities) form the nucleus and priority functions and services to be rendered by the Northern Transvaal Development Corporation.

This approach views people as the most important resource in the development process and as such gives primary focus and attention to human resources development and *training as a priority function* of the Corporation.

- 4.4.2 To undertake this priority function it is recommended that the training staff, resources, infrastructure and capacity of the various individual corporations in the province *be pooled and amalgamated into a single Training Department*.

- 4.4.3 In view of its priority function, and given the above size and scope of the Training Department, it is recommended that *Training has representation at the highest management and planning level of the Corporation* - on equal status and priority with the other functional development sectors (ie with agricultural development, housing and small business development, etc.).

Considering the large number of external interest groups who also have a direct interest and involvement in education and training, it is further recommended that an *Advisory Council for Training* be established.

4.4.4 The ~~advantages and strengths~~ of organising and structuring training as a priority line function and division of the Development Corporation is as follows:

- Such a specialist training and human resources development division will ensure that training receive the ~~status and priority~~ which it deserves ~~alongside~~ (and not subservient to) the other primary functional development departments.

- It will ensure that human resources development is elevated to a critical ~~line~~ development priority (be it at sectoral/national/regional level) with the primary objective of addressing the training needs of the ~~total target population~~ (and not only the training needs of corporation staff and clients - which is a big danger if training is viewed as a staff function).

- The recommended representation at the highest decision making level in the corporation will ensure the means and ~~ability to complete and negotiate for development funding~~ and other resources on an equal basis with the other development functions. This will also create the opportunity to develop and motivate training budgets based on the ~~demand~~ for such services - as opposed to the current practice in some of the corporations where the training "budget" is determined once the operational funding needs of the other functional departments have been finalised and addressed.

4.4.5 It should finally be noted that this view is in line with and fully supports the priorities and development approach as outlined in the *RDP White Paper* - which places top priority and focus on the training and development of people as the most important resource and factor in the development process.

4.4.6 In the final instance it is ~~important to note that certain developments and initiatives are taking place at national level towards structuring the training function and these may have a future impact within this province.~~ It was however deemed not necessary to take this into consideration as it may take some time to come to fruition.

4.5. RECOMMENDED IMPLEMENTATION PROGRAMME

To implement the proposals and recommendations outlined in this submission, further planning and a wide range of actions and activities will be required. It is further believed that the integration of the individual (and presently fragmented) training functions and activities of the various corporations can best be achieved on a phased basis. The following is a proposed programme and implementation schedule:

4.5.1 It is recommended that further discussions and negotiations between the training representatives (present members of the Training Workgroup) be continued to give attention to the following:

- the development of a joint training policy and strategy which will ensure a common approach to training
- the sharing of course information as a means of integrating and/or sharing training material and courses towards standardisation of content and quality
- development of training asset registers, operational and personnel budgets, etc. to establish the financial and other impact of the "transfer" and integration of such resources into an integrated Training Department.

4.5.2 Further consideration and deliberation regarding the most appropriate organogram (and sub-regional organisation and structuring of the Training Department) to ensure the most effective and optimal service rendering.

4.5.3 Against the ideal organogram and structure developed in 4.5.2 above, the formal integration of existing structures, staff, facilities and budgets into the new Training Department. (This also implies the allocation of existing and/or appointment of new staff to the posts and positions created in the new organogram and structures for the Training Department).

4.5.4 Linkages and discussions with other training role players, within the province and at national level must be continued and strengthened to ensure that training is co-ordinated in the most efficient and cost effective manner.

Die Sentrums vir die Ontwikkeling
van Menslike Hulpbronne

GROEI DEUR OPLEIDING

BOSKOP



OPLEIDINGSENTRUMS
TRAINING CENTRES

The Centres for the Development
of Human Resources

GROWTH THROUGH TRAINING

GENERAL VEGETABLE PROPAGATION

REQUIREMENTS	:	Trainees must have a natural talent for gardening.
DURATION OF COURSE	:	10 days / 70 hours
NUMBER OF TRAINEES	:	Maximum 12 per Instructor

TASK LIST OF THE COURSE:

1. Planning before the planting season.
2. Growing vegetables with other plants and trees.
3. Laying out a vegetable garden.
4. Making a trench garden.
5. Preparing the seed-bed.
6. Making of compost.
7. Handling of seed-tubers before planting.
8. Planting of seed-tubers.
9. Seed treatment before planting.
10. Sowing of seed.
11. Saving water.
12. Caring of seedlings.
13. Preparing of the planting strip.
14. Planting out seedlings.
15. Caring of plants.
16. Protecting plants (natural and chemical ways).
17. Disease control.
18. Harvesting of vegetables.
19. Marketing.

BASIC REQUIREMENTS FOR PRESENTING A MOBIEL COURSE

1. A room with suitable seating for trainees and a table for the instructor.
2. Soil to be prepared and in which crops can be planted.
3. Seedlings, fertilizers etc. must be provided.
4. Necessary implements and gardening equipment.

DRAFT WHITE PAPER ON AGRICULTURE, 1994

PREAMBLE

The new Constitution of the Republic of South Africa necessitates that a new policy be established for the national Department of Agriculture. In terms of the Constitution agricultural functions fall within the competence of provincial governments. However, all such functions are not allocated *in toto* to the provinces due to the overriding provisions of section 126(3) of the Constitution. Central agricultural policy must therefore distinguish between central and provincial responsibilities towards agriculture and its different role players.

This is a document on principles that reflects the fact that although agricultural functions are provincialised, agriculture as such is an integrated sector. In a consultative and transparent manner a diversity of principles have been developed to reflect the specific needs of agriculture as an economic sector and of the different role players in the sector. These principles reflect the opportunities for and threats to this sector and its role players, those that were advantaged as well as those that were disadvantaged in the past. The principle must lay the foundation of an agricultural policy that will create an enabling environment. Against the background of these principles all role players in agriculture, be it other departments of State, farmers, agro-industrialists or farmer organisations, can formulate their respective decisions.

A basic tenet for these principles is that agriculture is primarily an integrated component of the rural economy and community. Not only is agriculture often the major agent for rural economic growth and development, but the necessary supportive agricultural programmes play a distinct role in broadening the economic and social options of rural people; and thus in improving their quality of life. The role of agriculture in the rural community must, however, be coordinated with the roles of the many other Government and nongovernmental organisations tasked and willing to rebuild and strengthen South Africa's rural communities.

Agriculture is part of the general economy. The mission, policy and goals of agriculture are thus subordinate to the economy and must improve the economy. Agricultural policy will have to be clear and concise on matters such as the mission and objectives of agriculture. The mission statement and principles will form the basis of the different policy areas indicated in this document.

In including all agricultural role players in the new agricultural paradigm, the content of certain existing concepts will change. For the sake of clarity and for the purpose of this White Paper, certain of these concepts are redefined. Some of the definitions are given in the text, while others follow now:

Agriculture involves the utilisation of natural resources and other inputs for plant and/or animal production purposes, irrespective whether for own consumption or marketing.

A farmer, irrespective of his/her race, gender or scale of production, is a land user, who engages productively in agriculture, whether on a full-time or part-time basis and regardless of whether his/her principal source of income is agriculture. **Sustainable agriculture** refers to farming systems which are productive, economically viable and environmentally sound over time.

Rural, from an agricultural perspective, refers to those areas of the Republic where agricultural practices prevail.

MISSION STATEMENT FOR AGRICULTURAL POLICY

Promote the contribution of agriculture to the development of all communities, society at large and the national economy, in order to enhance income, food security, employment and the quality of life in a sustainable manner.

This mission can be achieved by recognising the contribution of all farmers and ensuring equitable access to resources and services and the sustainable utilisation of agricultural resources, production and marketing. The following general principles and principles pertaining to specific agricultural policy areas, will contribute to achieve this mission.

1. GENERAL PRINCIPLES

1.1 National and household food security are equally important and must be addressed from a multidimensional point of view

National food security is the availability of sufficient, safe and nutritious food for the population within the country, whether from production, imports or stocks. With its present structure, South African agriculture will at least potentially be able to provide in the food and nutritional requirements of the country's growing population in the medium (2000) and longer term (2010). At national level food security will be enhanced by promoting the realisation of agriculture's potential within the constraints of comparative and competitive advantages, and of other resources that may be required for sustainable agricultural development. Whilst acknowledging that large-scale farms will still make a valuable contribution to national food security and that the policy environment must be supportive in this respect, small farms may be of increasing importance for improving both national and household food security.

Household food security is defined as the affordability, availability and accessibility to households of nutritious food, whether from their own production, purchases, social welfare or community support. Although national food security is a necessity, it does not necessarily ensure household food security which is the more important of the two. The reason for this is that the present situation regarding food security is in stark contrast to national food security, for around 2,3 million people in South Africa, including children under 12 and pregnant and lactating mothers, may be regarded as malnourished. In 1989 an estimated 16,4 million South Africans (45% of the population, 80% of which were living in rural areas) had incomes below the minimum subsistence level. The physical accessibility of food in many rural areas is problematic due to the lack of infrastructure such as roads, electricity and trading facilities. In the context of a stagnant economy and of rapid population growth, the emphasis on commercialisation and ineffective support programmes for small-scale farmers had a negative impact on the food security of many rural households, even though national food security was enhanced. Since household food security depends on employment and income as well as food production, it also concerns other sectors and state departments. The Department of Agriculture will thus strive to work in close cooperation with all concerned parties to improve household food security.

1.2 Agriculture is an important economic sector for social and economic growth and development in rural areas, and will be recognised and promoted as such

In most rural areas agriculture is the major economic driving force. This means that the growth and development of the area are closely linked with its agriculture. Sustainable agricultural development and growth are thus important to the rural economy.

Social and economic activities are linked. The economic viability of services depends on a certain minimum of economic activity. A general trader, or any other business which is to be located in a village, needs a minimum level of business. As the buying power of the farming community expands, its economic activity grows and a variety of economic and other services is established in the town or village. Diversification and growth in the business and service sectors of a rural town or village will improve its social acceptability so that the inhabitants will be less inclined to move to bigger towns and cities to earn a livelihood.

Agriculture's linkages with the rest of the economy are such that, within the 1985 production structure, an increase in agricultural production would result in the creation of relatively more jobs throughout the economy than could be achieved by an increase of the same order in any other sector. For additional capital invested in agriculture the effect on employment would be similar. Eighty-six percent of agricultural production is processed and the bulk of agricultural products has a low value compared to their mass. Agricultural products are consequently ideally suited for small-scale processing close to the point of production. The resultant positive production and capital employment multiplier effects will stimulate employment in local communities. As many rural areas lack the supportive infrastructure public sector investment will be required.

The size and stability of a community may justify more government services such as post offices, schools and clinics, as well as more shops. The creation, maintenance and improvement of an enabling environment for agriculture will thus be to the direct benefit of the socio-economy of rural areas.

1.3 Farming systems and the incentives that drive them change over time, but they should be sustainable, environmentally, economically and scientifically sound, and socially and politically acceptable

Farming consists of different biological, mechanical, managerial, institutional and other activities on and off the farm. Different values and incentives lead to the creation of different farming systems, for example society's changing attitude towards the use of pesticides requires changes in pest-control methods. It is imperative that the relevant incentives influencing the creation of farming systems will be based on sound principles. Although many South African farming systems have been sustainable, there are areas of concern. It is important that both farmers and those who wish to have an influence on agricultural policy respect these principles.

- 1.4 Agricultural practices that recognise the highly variable climatic conditions and limited agricultural potential of South Africa, will constantly be developed and applied in their local context

The combination of climatic and soil conditions determines land suitability and the potential productivity of land under different uses. In South Africa the availability of soil moisture is the most critical and important factor in land suitability. Soil moisture is directly linked to rainfall which is undoubtedly the most variable climatic factor in South Africa. This is illustrated by the 1991/92 maize crop of 3.1 million tonnes compared with the 1992/93 crop of 9.3 million tonnes: in 1991 farmers produced 2.2 million tonnes of wheat and in the following year 1.3 million tonnes. South Africa's arable soil resources are limited, variable and of a low potential. They are also highly susceptible to erosion. It is estimated that only 14% of South Africa's land is suited to crop production and that only 3% can be regarded as high-potential land. Yet the country still experiences national food security in most years. It is thus important that agricultural practices recognise the restrictive potential of natural agricultural resources and the variability in rainfall. Variable rainfall needs to be quantified as a risk factor per homogeneous farming area, especially for rainfed crop-production areas. A careful and realistic assessment of the underlying risks posed and opportunities presented by the environment and the economy should therefore be made before the government will implement a policy incentive aimed at agricultural development and marketing.

- 1.5 Services to farmers will be rendered in an equitable manner which discourages existing and potentially discriminatory practices and allows the benefits of development to be more widely distributed, taking into account that access to resources, scale of production, use of purchased inputs and volume of marketable produce differ from farmer to farmer

The development of sustainable farming systems requires an effective service infrastructure which is available to all farmers. In the past many farmers were not able to obtain suitable support and this prevented them from attaining the full economic potential of their farms. The benefits of development were therefore restricted and this contributed to an imbalance in farm income distribution. In order to address this situation services will have to be rendered in an equitable manner by the private sector and the government to existing farmers and new entrants to agriculture.

- 1.6 The regulatory framework for agriculture will be scale neutral and will facilitate participation by new entrants to production and marketing

Existing and potentially discriminatory practices against small and large farmers often have their origin in regulations. For instance, large farmers, companies, and farmers without property rights to land cannot borrow money from the Land Bank; small or beginner farmers who lack capital have difficulty in obtaining milking parlour health certificates: in the past and at present the application of the Subdivision of Agricultural Land Act (Act 70/70) discriminated and still discriminates against farmers or potential farmers whose land does not, under the present norms, constitute viable economic units. Appropriate regulations will be

instituted to ensure that minimum health standards can be maintained even in densely populated areas where nonformal trade, for example the so-called slabbatoirs, need such standards. Regulations and information have often been linked. In the process of deregulation provision should be made for adequate information gathering.

- 1.7 Affirmative action programmes will be focused on South Africans with a low income who were previously denied access to opportunities in agriculture, and will ensure access to agricultural resources, credit and farmer-support services**

Denial of access to opportunities in agriculture prevented potential farmers and new farmer entrants from gradually improving their farming prowess. In many instances this situation can be corrected by affirmative action programmes of which the goal is to provide these farmers with a push-start on the path of development and growth. The challenge is to develop special programmes, such as support programmes for land-reform beneficiaries, that will enable these farmers to grow in proficiency and become financially independent. Affirmative action programmes will also be applied to extend participation throughout the agricultural sector.

- 1.8 Government agricultural programmes should contribute to the independence and self-reliance of all participants in the agricultural sector**

The Government recognises that private initiative should be a cornerstone of a successful agricultural industry. The need to extend participation in agricultural activities and the necessity for Government programmes to support such extension, are also recognised. The continued successful performance of agriculture will depend on the ability of the farming community to make use of existing opportunities and to apply sound risk management in the utilisation of their resources. Programmes should therefore aim at creating an environment which will enable farmers to succeed and farm sustainably without fostering dependence.

- 1.9 Agricultural support programmes will be designed in such a manner as to improve the quality of life and productivity of farmers and farm labourers**

A person's quality of life is improved when he/she is allowed to participate in programmes that will effectively increase his/her social and economic options. Income is one element that determines quality of life. Food security is another. To improve the quality of life of farmers and farm labourers their dependence on each other as members of a production team and of their rural community must be recognised. Appropriate training will form a key element of agricultural support programmes to improve productivity and thus increase income. Agricultural programmes must also be integrated with programmes for rural communities which open up additional sources of income and supply basic requirements such as clean water, clinics, etc.

- 1.10 The contribution of farm labourers to agricultural production will be recognised and developed**

Farm labourers are part of the agricultural production team. They manage many

large commercial farms while the owners are attending to other matters such as organised agricultural activities or while they are debating in Parliament. While some farm labourers receive training at Boskop or via other formal and informal programmes and short courses, many receive no training at all. It is imperative that these training opportunities for new generations of farmers that can benefit from land-reform programmes will not only be recognised but also increased. Agricultural programmes to improve quality of life in the rural areas must be for farm labourers as well.

1.11 Government agricultural programmes will be scientifically planned and executed

One of the most taxing challenges for highly trained and skilled scientists is to combine their scientific skills with those of resource-poor farmers. Many participatory models have been developed and executed successfully under widely varying circumstances. One of the tenets of successful programmes in this field is that it must be directed by demand. It is therefore important to take into account the capacity of local communities to organise themselves and collectively identify their problems: the government can then help to solve these problems. Similarly, planning and execution of government agricultural programmes for technically advanced farmers must be problem oriented and participatory. In all cases rigorous scientific principles, including monitoring and evaluation, must be followed.

1.12 Government agricultural programmes will be aimed at specific objectives and, subject to preassessment, evaluation and monitoring within predetermined time frames, operate on the basis of voluntary participation

Clear statements by the Government about agricultural programmes will assist those in the agricultural sector to plan and invest effectively. In the decision-making process uncertainty must be avoided at all costs. In recent years major political and agricultural policy changes have led to uncertainty, frustration and demotivation amongst farmers. The Government will recognise the importance of a consistent approach in programme planning and execution within a predetermined time frame in order to assist farmers in their decision-making.

1.13 Agricultural support services will be rendered to farmers who participate in land-reform programmes

Many participants in land-reform programmes will lack farming experience or skills. It is essential that support services and training be made available immediately to land-reform beneficiaries. Programmes will be developed and executed by the Departments of Agriculture.

1.14 Social subsidy programmes should not jeopardise the realisation of the economic viability of the agricultural sector

The Government can improve household food security through various social subsidy programmes. These include food distribution, social welfare and employment programmes. While each of these may be needed at different times, food distribution programmes interfere with the market, especially if the food is

imported. Social welfare programmes that enhance household income also enhance trade in food products and are therefore preferable for the rural economy. This potential advantage for the rural economy can be strengthened if locally produced products are used, wherever possible, in school food schemes. Cheap food can, however, be imported and distributed on a basis and to consumers who do not need it. Food which is imported for food aid while it is locally available can be devastating to markets which are volume sensitive at specific times of the year, for example importing certain dairy products during winter. If the volume of such social subsidy programmes is significant and not targeted to reach specific needy groups, the local price of the relevant products can drop. A sharp decrease in the price of an agricultural product which is important to new farmer entrants or to specific farming areas will result in a decrease in income in that area affecting those farmers, their economic environment and the food security of the area: an income and food security problem is thus transferred from one group in society to another.

1.15 Security of land tenure under all land-tenure systems will be promoted as a basis for the effective utilisation of agricultural resources

Security of land tenure which can be achieved through long-term lease arrangements or ownership is an important precondition for sustainable agricultural practices. Soil erosion is more pervasive on land where the land users are not sure of their continued utilisation. Long-term planning and the improvement of assets on the land are best achieved under conditions of security of land-tenure, partly because the expected income stream and fixed assets can serve as collateral.

2. PRODUCTION

2.1 Comparative advantages within South Africa's borders will be reflected in agricultural production systems and practices

Agricultural production varies widely in different parts of South Africa due to the variation in climate and ecosystems. The different production areas should capitalise on these differences each by utilising maximally its own natural resources, distance from markets, technology and labour productivity. These comparative advantages may change over time. Nevertheless, they offer a guide to the locally appropriate production systems and practices. This will optimise utilisation of the land, increase rural incomes and ultimately increase national income.

However, there are many reasons why some farmers choose not to utilise their comparative advantage, one of which is the wish to ensure on-farm food production in the face of uncertain markets. The Government can assist such farmers to use their comparative advantage and increase their income (and food security) by creating an enabling environment that promotes the general consistent and affordable availability of food. Farmers can then safely move towards producing cash crops more suitable to their conditions and to the market. In all cases, the creation of a secure environment and the provision of information and appropriate services will allow farmers to experiment, and to find their comparative advantage. As comparative advantage is a dynamic concept, where some farmers are likely to take lead, it cannot be imposed.

Adherence to comparative advantage in production systems in every region will increase South Africa's international competitiveness.

2.2 Agricultural production systems and practices will be organised in such a manner that both national and household food security are improved

National food security and household food security do not necessarily go hand in hand - a country can be net exporter of food while many of its people live on the breadline. It is thus of the utmost importance to strive to attain national as well as household food security. The Government should therefore support the full spectrum of production systems and practices, from urban food gardens and small-scale production for household income and food security to large-scale production systems which can add considerably to national food security.

2.3 Drought will be recognised as a normal phenomenon in the agriculture sector and it will be accommodated as such in farming and agricultural finance systems

In the past drought aid schemes often focused on the disruptive effects of droughts and not on the causes of those effects. Farmers were assisted by the Government without being required to switch to less vulnerable production systems. However, livestock farmers are now required to reduce stock numbers to qualify for assistance. Farmers should be encouraged to farm in accordance with the climate in their region and to use robust seed varieties and farming systems.

The Government must not support measures that soften the blow to farm incomes caused by poor risk management as this will cause farmers to use high-risk methods and endanger resource conservation. Farming systems which make provision for droughts as normal phenomena in South Africa should be developed and used. Unsustainable farming practices create man made droughts, which have been a common phenomenon in South Africa.

2.4 In the case of natural disasters the Government will be responsible for giving assistance to counter unacceptable consequences as far as possible

Natural disasters like floods, runaway veld fires and untimely frosts can totally disrupt communities and can force farmers, over the whole spectrum of farm sizes, out of business. Such disasters do not include natural phenomena which occur on a regular basis, such as regular droughts in the stock-production areas and hailstorms in hail-prone areas. It is in the interest of the country as a whole that, in the case of natural disasters, the Government should take steps to counter unacceptable consequences for the rural economy. Such steps could include financial assistance to the agricultural sector.

2.5 Agricultural production practices and systems should favour the use of labour wherever it is economically justified

Sustainable production and value-added systems are based on the utilisation of available resources. In South Africa labour is an under utilised resource. It was ill-conceived to try and circumvent labour problems by means of costly large-scale

mechanisation in the 1970's. It is of the utmost importance that ways and means should be found to optimise the utilisation of labour in agriculture. It will require, amongst other things, effective labour organisations, good labour relations, the appropriate training of farm workers and finding a balance between labour and mechanisation with the aid of appropriate technology.

Mechanisation does not always increase farm profits and economise viability. Labour is a relatively freely available production resource which can be fully utilised in the production system, provided that better training is given. This could create employment opportunities, reduce capital input in agriculture, stabilise rural communities and lead to a better quality of life.

- 2.6 The addition of value close to the point of production promotes income generation and development in that area, and should be promoted wherever it is economically justified

The promotion of local farm services and the local processing of farm products will enhance the rural economy, increase the viability of farm production and reduce rural poverty.

- 2.7 The greater vulnerability of resource-poor farmers to risk will be recognised

It was found in third-world countries in Africa and Latin America that so-called appropriate technology and improved farming systems developed at research stations for resource-poor farmers without their involvement were often not accepted, or when applied, were not sustainable. More is known about the vulnerability to risk of resource-poor farmers which explains many failures of the past. Any involvement in rural development should be participatory in nature so that the "problem owner" and outsider both understand the risk of, and develop low risk alternatives for, envisaged changes, adaptations, and improvements.

3. MARKETING

- 3.1 The agricultural marketing system must ensure equitable access to the market for all participants

The South African economy has been subjected to a range of regulatory measures that prevented many producers from fully utilising market opportunities. The agricultural marketing system has for a long time been characterised by a statutory framework. Since the late 1980's marketing has been substantially deregulated and reshaped within a framework of norms consistent with those of a market driven economy and the collective needs of society. Institutions serving the needs of farmers, traders and other affected parties are therefore reassessing their *raison d'être*, their functions and their responsibilities, especially in the case of statutory or mandatory intervention. Although meaningful progress has been made in this respect, it is an ongoing process. The principles embodied in this White Paper will give guidance in this respect.

The process of deregulation must be so managed that it creates a marketing environment that improves the efficiency of marketing functions in order to reduce costs and increase demand - two basic conditions for realising the full potential

of agriculture's contribution to balanced economic development and serving the needs of society. This can best be achieved through improved competition and not necessarily by introducing new regulatory measures.

In many cases the value-adding chain in agriculture is characterised by concentration and other factors, some of a regulatory nature, that limit entrance by new or smaller entrepreneurs. Large-scale enterprises will continue to play an invaluable role in the national economy and on the commercial market where economies of scale, bulk sales and branded products are prerequisites for success. Nevertheless regulatory measures that are discriminatory and unnecessary and that prevent equitable access to the market for new and smaller participants must be removed.

Special attention should be given to the needs of small-scale farmers. Their success depends *inter alia* on infrastructural and marketing support services such as market facilities, information, packing and storage facilities and transport services. Their small output volumes are also often not acceptable to agents or traders. Equity in access to the market will therefore require reorientation on the part of traders involved in agricultural marketing. The Government accepts that private enterprises must be competitive and profitable to survive. It is furthermore accepted that the necessary marketing services must preferably be rendered by cooperatives or other private enterprises. The Government will assist local communities and private enterprises by creating an environment where small-scale farmers have access to services at an affordable cost. Such developmental needs should be dealt with where the need exists, outside marketing price arrangements and preferably by the provincial governments themselves.

3.2 Agricultural marketing arrangements should conform to the basic rights of individuals as stated in the constitution

Local and international experience has led to the recognition and protection of individual rights as the cornerstones of a just and stable society. Rights of the individual relate to issues such as equality, freedom of economic activity and the right to associate freely. It also implies an orderly society which is so governed that private initiative is promoted by Government policies and preferably not restricted by regulatory measures or competition from Government enterprises.

The Constitution of the Republic of South Africa, Act No. 200 of 1993, endorses this approach and stipulates in Section 17 that "every person shall have the right to freedom of association".

It must nevertheless be accepted that there are limits to the extent to which individual rights, such as freedom of association, can be allowed in orderly societies. Section 33 of the Constitution provides for limitations or exceptions in this respect provided that such limitations are reasonable and justifiable in an open and democratic society based on freedom and equality and do not negate the essential context of the right in question.

Consistent with these stipulations of the Constitution, the Government accepts that freedom of choice and freedom of association must be a cornerstone of its agricultural marketing policy, while also accepting that this basic right may be curbed where deemed reasonable and justifiable in the public interest.

Statutory marketing arrangements must therefore be sufficiently supported by all directly affected parties. These parties should regularly approve business plans, budgets and levies. Control Boards, composed of representatives of the affected parties, may at any time request that a marketing measure or scheme be amended or suspended. Marketing schemes must be regularly re-evaluated by the National Agricultural Marketing Council.

In this way the letter and spirit of Constitutional provisions on basic rights will be carried out. Agriculture will still have access to statutory marketing instruments where necessary, but the mandating procedures that provide for inclusiveness, transparency and accountability will assure that such measures can only be instituted and maintained if they are in the public interest.

3.3 Representation on statutory marketing institutions must be inclusive of all interested affected parties

While statutory marketing measures are retained, it is essential that Parliament, through the Minister of Agriculture, be involved in the sanctioning of measures. Because statutory marketing arrangements may place restrictions on individual rights, such measures may have to be tested in the Constitutional Court. It is therefore appropriate that the Minister's authority be limited to the power to implement measures which have been subjected to objective evaluation and found to meet the needs and have the support of the vast majority of the relevant farmers as well as that of all affected parties.

For this purpose the Marketing Act must be amended to make provision for a National Agricultural Marketing Council which is so constituted that the needs and objectives of affected groups in the community are taken into account in deliberations on the merit of an existing or proposed statutory arrangement. The relevant primary producers will in future not only need adequate support within group context, but will also have to convince other affected parties and obtain their support for the retention of statutory intervention. The point of departure is that the National Agricultural Marketing Council must take the same factors and points of view into account in its evaluation of the merit of statutory marketing arrangements as would the Constitutional Court.

The National Agricultural Marketing Council must for this purpose be comprised of the following groups: commercial agricultural producers; small-scale farmers; agriculture-related commerce and industry; and consumers. These groups must nominate members for appointment by the Minister.

To promote the acceptability, neutrality and status of the National Agricultural Marketing Council, the position of Chairman of the Council should be advertised and the Council will act as selection committee, advising the Minister on the appointment of the Chairman. The Chairman will have a deciding vote in all Council's activities, should votes be equally divided. Apart from the Chairman, a Deputy Chairman will be appointed from the staff of the Department of Agriculture. The Council must be supported by independent and professional staff.

A procedure similar to that for the appointment of the National Agricultural Marketing Council members should be followed in the appointment of Control

Board members. The Chairman and Deputy Chairman should be elected by Board members.

To maintain the integrity of Control Boards, it is of the utmost importance that their members act in good faith. This entails that a member shall exercise an unfettered discretion and avoid a conflict of interest.

The management and administration should accordingly not vest in or be delegated to a separate private legal entity where this would in effect negate the principle of arms-length dealing between the respective bodies.

A deviation from these principles shall be permissible only where this is objectively justifiable in the circumstances.

- 3.4 In order to enhance the welfare of the nation as a whole, Government intervention in agricultural marketing must -
- (a) be limited to the correction of market imperfections and socially unacceptable effects;
 - (b) never be used to correct socially unacceptable conditions when nonmarket mechanisms are appropriate
 - (c) allow for export marketing arrangements which enhance the welfare of the nation as a whole

3.4(a) Government intervention in agricultural marketing must be limited to the correction of market imperfections and socially unacceptable effects

Government accepts that intervention in agricultural marketing should be confined to those actions which are considered essential and which are largely aimed at addressing shortcomings in the service structure, market environment and market mechanisms.

For this purpose the Marketing Act, which currently provides for many such interventions, should at its outset clearly state its goals and objectives in order to explicitly set parameters within which intervention in marketing of agricultural products may take place. The National Agricultural Marketing Council will have to play an important role in assessing the merit of and the support of affected parties for measures aimed at correcting market imperfections or unacceptable social effects.

The net effect of this approach towards statutory marketing arrangements will be a rationalised policy framework promoting comparative and competitive advantages in the allocation of resources, and limiting interventions to cases where they serve the needs of society in general.

3.4(b) Government intervention in agricultural marketing should never be used to correct socially unacceptable conditions when targeted nonmarket mechanisms are more appropriate

The intention with intervention measures may be to correct a market imperfection socially unacceptable consequence of market performance. By addressing the market imperfection or socially unacceptable consequence with a measure that

offsets the negative effects, the cost for society will be minimised. For example, if the market of an export-orientated industry collapses within a short period, farmers and certain rural communities may be adversely affected by the reduced income and expenditure. It will be wrong for the Government to support the prices of the product or commodity in question. This will reflect the wrong price signals. It would be more appropriate to use structural adjustment programmes and targeted assistance to address the consequence.

3.4(c) Government intervention in agricultural marketing must allow for export marketing arrangements which enhance the welfare of the nation as a whole

International trade in agricultural products and commodities is characterised by severe competition and distortions due to subsidies and other unfair trade practices used by other countries. GATT has made these interventions in international agricultural trade more transparent and has condoned certain measures that may be applied by exporting countries. Measures such as export assistance and single-channel or single-desk export arrangements can therefore still be used without countervailing measures being imposed against a country applying these measures.

A country's comparative advantage in the production and marketing of an agricultural product or commodity greatly benefits that country if exports can be maximised through the multiplier and linkage effects of agriculture. Contrary to the trend of liberalising agricultural marketing within a country, many countries therefore still use statutory measures and export subsidies to enhance their agricultural export performance. For this purpose, single-desk export marketing arrangements may often be appropriate.

4. SUSTAINABLE UTILISATION OF NATURAL RESOURCES

4.1 All South Africans are custodians of and must accept responsibility for the country's natural resources

The natural resources of the country are a national asset which is essential for the economic welfare of present and future generations. All citizens of the country, both urban and rural, who use and benefit from these resources are its custodians. It is the responsibility of the Government to ensure that policy and economic climate encourage efficient and sustainable resource use. The Government realises therefore that it must address poverty, especially in the rural areas and especially among rural women. In the former homelands resource degradation was mainly caused by poor living conditions and overpopulation. Poverty is further exacerbated by lack of ownership. It will be the Government's responsibility to ensure that in areas where there have been open access to the natural resources, institutional frameworks with proper user rights are established.

4.2 All farmers must be made aware of and accountable for the sustainable utilisation of the natural agricultural resources

South Africa is poorly endowed with high quality agricultural land and water resources. Agricultural development depends on how these two assets are preserved. Farmers, both large and small-scale, are the principal users and primary custodians of these resources. It is their responsibility to produce food

for the nation. The Government will encourage integrated land-use planning and community participation to ensure optimum management and utilisation of the natural resources. The Government will also ensure the transparency and accountability of major development decisions, such as on the building of major dams, roads and the effects of urban sprawl, that affect natural resource use in the rural areas.

4.3 South Africa's productive agricultural land should be retained for agricultural use

Economic development and national food security depend on the availability of productive and fertile agricultural land, and are threatened by the demand for land for residential and industrial development. Urban and rural planning need to be integrated rather than sectoral and fragmentary. The use of agricultural land for other purposes should be minimised.

4.4 Land users' responsibility towards the land will include the rehabilitation of mismanaged natural agricultural resources

South African soils are fragile and highly susceptible to erosion especially if incorrect farming and irrigation techniques are applied. The land user will carry the cost of rehabilitating mismanaged land, but not that of rectifying damage caused by natural disasters. The Government will discourage the use of marginal land which is sensitive to further erosion or which is irreparably damaged. Economic as well as legal instruments will be used to penalise those who are irresponsible in the management of land. The Government will assist farmers to develop appropriate land management techniques through extension services.

4.5 The Government recognises its responsibility to provide assistance and law enforcement for the appropriate management of the natural agricultural resources while maintaining a balance between the basic needs of people and the promotion of an all-inclusive environmental ethic

Environmental damage in rural areas is on the increase as a result of incorrect irrigation methods, the over-utilisation of pesticides and fertilizers and the pollution of surface and ground water by industries, power stations and mines. Rural biodiversity is also threatened by the spread of exotic and invasive species, the increased use of land for forestry and the destruction of indigenous forests by agriculture. New varieties produced by hybrid plant breeding techniques and biotechnology may threaten indigenous species cultivated over generations by traditional farmers. The Government will ensure that the law is enforced so that damage to the indigenous habitat is minimised. The Government will also promote the establishment of a plant genetic resource programme to protect those plant species in particular that are essential in maintaining national food security and are in the long-term economic interest of the country. The Government will ensure sufficient liaison between research institutes, extension officers and farmers so that the latest knowledge and technology in managing natural resources are accessible and affordable to farmers. The Government will use economic and legal instruments to discourage practises that are damaging to the environment.

4.6 Natural resources (e.g. water) constituting the agricultural potential of land are national assets

Water in South Africa is a scarce resource and is, naturally, essential in both the urban and the rural areas. When resources are limited conflicts always ensue among users. In the past the use of water was heavily subsidised by the Government. The Government will ensure that the true cost of natural resources is reflected in the pricing of resources so as to discourage abuse by users. The Government will ensure that Catchment Management Committees will be fully represented in catchment areas irrespective of the members' gender, class and race, and that management decisions on the use of water will be transparent, consultative and accountable. The Government will ensure that all sectors of South African society have equitable access to resources so that all the inhabitants' basic needs are met, and will set up appropriate dispute resolution mechanisms to resolve conflict centering around natural resources.

5. AGRICULTURAL FINANCING

5.1 Farmers must be ensured of equitable access to efficient financial services

Studies suggest that most financial institutions, whether in the private or public sector, serve only part of the agricultural sector. Many black farmers, smallholders and part time farmers therefore did not have access to services. A specific problem area that should be addressed is the financing of beginner farmers and previously disempowered farmers.

The challenge to specialised agricultural financial institutions is to render an effective service driven by demand. This can be accomplished if these institutions can identify the needs of different groups of farmers and the characteristics and needs of rural financial markets.

Reassessing of priorities is necessary in public sector financial institutions. A more flexible approach is needed to aspects such as farm size, production systems and funding arrangements, as well as the speed of response to demand. The role of the public sector in this respect requires reassessment. It will be necessary to learn from the experience of other countries such as Bangladesh and Indonesia where it has been shown that these objectives are better achieved by nongovernmental and private-sector financial institutions, with government support. A restructured financial support system should above all be effective: it should reach large numbers of clients, improve their income, build up their assets base, mobilise savings, lower transaction costs, reduce financial regulations and implement risk reducing mechanisms. Government-linked agricultural loans should be supported by well-planned farmer support services from the public sector. Furthermore it should be subjected to performance auditing and reviewed on a regular basis.

5.2 Financial management by farmers should be improved through training and advice

Farmers wishing to use credit from financial institutions should be trained and advised so that they understand budgets and cash flows, the role of interest rates,

and the need to repay if credit is to be available again in future years. The Government has to facilitate and sometimes subsidise the costs of training in order to reduce the burden on financial institutions. Nongovernmental organisations can also be involved in these activities.

5.3 All interest rates on agricultural financing must be market related

It is often argued that a subsidised interest rate benefits the borrower as it reduces the loan-servicing cost. However, experience in South Africa and other countries has shown that cheap credit is highly disruptive to agriculture as it increases land and input costs and leads to excessive mechanisation. Interest rates at very low levels force financial institutions to ration credit and contribute towards the inability of the institutions to recoup lending costs. Low interest rates also act as a disincentive to farmers to repay loans as the opportunity cost of the funds to repay the loan is much higher. Considering that interest rate subsidies still apply to certain groups of farmers, a change towards market-related rates must be carefully managed with a view to preventing unnecessary disruptions. Factors such as the timeliness of the provision of credit, the opportunity cost of time in the credit procurement process, the cost of credit administration and the accessibility of institutions to applicants are more important to borrowers than the interest rate level. Transaction costs can sometimes be subsidised by the Government without interest rates being reduced below market rates.

It is, however, acknowledged that special measures may be required to facilitate the access to agriculture of some categories of farmers. In such cases alternatives to subsidised interest rates such as intensive support measures, should be contemplated, within an affirmative action programme.

5.4 The ability to repay will be the basis for extending credit to farmers

Farmers who do not have title deeds to the land they farm or cannot meet the other conventional commercial bank security requirements, are often precluded from access to agricultural finance. It is suggested that the main criterion should be the ability of the borrower to repay rather than the traditional collateral requirements. Repayment guarantees could include loan guarantees, group lending, and greater use of character references and incentives. With any of these options, the best incentive to repay a loan will be access to future loans.

Banks need to be more flexible in rescheduling loans or adjusting the payback period to suit the income stream of the client. With the ability to repay as the main criterion the purpose of the loan and the source of the repayment do not necessarily have to coincide. For example, family income as well as off-farm income can be regarded as potential repayment sources. This approach does not mean that financial institutions will have to refrain from considering concepts such as integrity, purpose of the loan, managerial ability and security. These concepts in fact constitute the elements of ability to repay.

6. INSTITUTIONAL INFRASTRUCTURE

6.1 An environment will be created which is conducive to the development of effective and sound cooperatives without limiting any other initiatives or forms of business

South Africa has a well-developed cooperative infrastructure, which is based on sound cooperative business principles such as member participation and responsibility, and which is able and willing to render the required services on a non-discriminatory basis in most areas. Cooperatives will remain what they are at present: self-help enterprises belonging to the private sector and not instruments of the government or politicians.

Where access to services or membership has been denied for noneconomic reasons, this should be corrected and services expanded where necessary. The precondition will be long-term economic sustainability.

The Registrar of Cooperatives is responsible for guiding and promoting the existing and emerging cooperatives in each province. The legislative environment will ensure that the cooperative business is managed in an orderly manner, and that members' assets are well protected.

6.2 Access to agricultural institutions shall not discriminate in respect of race and gender

This principle is formulated in support of the constitutional right of individuals. The statutes and practices of each cooperative will have to be amended; where discrepancies still exist, these will have to be eliminated.

6.3 A supportive environment will be created for the private sector to provide goods and render services to farmers in the best interest of the community and the environment

Government policy on and physical involvement in the rendering of goods and services to agriculture will promote the development of the private sector. The aim will be to render services which are in the interest of the community and the environment, but which are as a result of their long-term and invisible nature, not rendered for profit and not readily reflected in market returns. The private sector will be encouraged to undertake profitable activities within the normal regulations of the sector, and to extend the services offered to the small-scale sector.

In developing areas the government will render more extensive services during the initial stages of development, on condition that they are based on community involvement and demand. Public investment in infrastructure in rural areas will supplement such services.

6.4 Specific efforts will be made to promote, facilitate and support institutional development and to enhance the capacity of farm workers, farmers and other rural dwellers at local, provincial and national level to ensure that they have a say in the formulation of policy that affects them

This support will comprise education, information, training and extension, the aim of which will be to activate community organisations and guide them towards self-reliance and the ability to articulate and promote their own interests in policy formulation. Organised agriculture and its local structures will be encouraged to play an initiating and supportive roll where this is warranted.

6.5 Government and parastatal services to farmers will be determined by needs in order to be appropriate and efficient

Community involvement in determining real needs is a prerequisite for the efficiency of government services. Mechanisms to ensure the ongoing involvement of farmers and their elected representatives in the planning and supervision of extension services and in research coordination will be established.

6.6 Institutional arrangements and development should be particularly sensitive to gender and age

Because of the unique role of women in traditional African agriculture, specific attention will be given to their needs in terms of appropriate training and empowerment. While recognising the contribution of children in the small-scale farming sector, parents should be encouraged to ensure that this does not interfere with the children's schooling. Children should never be employed in the large-farm sector at times when they should go to school. Serious penalties will be imposed for noncompliance by employers.

7. INFORMATION

7.1 Effective data and monitoring principles will be established for the whole country in order to ensure appropriate planning and policy formulation.

Comprehensive information about agricultural conditions, including physical and marketing conditions as well as production constraints (such as a lack of access to credit or equipment, or the lack of suitable equipment for small-scale enterprise), is a prerequisite for planning and policy which will support farmers on an ongoing basis. Comprehensive information is also necessary for the formulation of trade policy and to ensure national food security. While information from the large-farm sector is already fairly comprehensive, much more information pertaining to the small-farm sector is needed. Methods such as farming systems research will assist in developing regular sources of useful and affordable data.

Data systems will need to be expanded to include all parts of the country immediately. Data collection systems are likely to be based on provincial information, but should be linked with national databases.

Data on field and veld condition, soil moisture, pests such as locusts and quelea, agricultural production and food supplies in all parts of the country, should be collected regularly by the Department of Agriculture to monitor national food security. This can then be combined with data from other Departments. Such data should include data on the climate, agrometeorological forecasts, dam levels, water availability to households, household food security and nutrition in an "Early Warning System for Food and Water Security". This will allow for normal planning (for instance in the Reconstruction and Development Programme) and planning in times of natural disasters. Agrometeorological analysis and risk analysis are, for example, of particular importance for farmers, since such analyses allow them to alter production inputs in order to optimise resource utilisation profitably. It is imperative that Early Warning information be made available

quickly to government departments, NGOs and the media, so that they can be acted upon.

It will be necessary for the Departments of Agriculture to assume responsibility for the provision of data formerly provided by the marketing boards should these boards be abolished or reduce their activities. Even if the marketing boards are retained, it will be the responsibility of the Departments to ensure that information is made available to all producers.

7.2 Appropriate production and marketing information will be made freely available and accessible.

The ready provision of information to all those in the agricultural sector by the government is one way of maintaining transparency and inclusiveness while policy is being evaluated and developed. Farmers require useful information from the government on production methods and possibilities, on market opportunities, and on dealing most profitably (or losing least) from agro-meteorological conditions each season. It is the government's responsibility to provide appropriate information, using all the national languages and a wide range of media. Technical information should be appropriate - natural and inexpensive (though labour-intensive) methods of fertilisation and pest control should, for example, be recommended to resource-poor farmers, and even large-scale farmers should be offered a wider range of alternatives than before.

Information supplied via the media should be compiled in cooperation with the local agricultural extension staff of that area and should be information that farmers in that area need.

Cooperation with other departments of the Government will be required to ensure that information those departments have collected, which is relevant to the agricultural sector, is made available, for instance trade statistics collected by the Department of Trade and Industry. In addition, the Departments of Agriculture will continue to encourage the private sector to provide more specialised information to farmers.

7.3 The management of the gathering and dissemination of information should be based on the objective circumstances of farmers.

Gathering appropriate information for farm development will require greater understanding of farmer's circumstances than was previously the case. It is important that the information supplied to farmers corresponds with their real needs. For this purpose, media officers will be required to work with various groups of farmers in order to get to know their information needs, rather than merely present technical options that many farmers do not have the financial (or other) capacity to implement, or which are inappropriate to the scale or method of production of some farmers.

8. AGRICULTURAL TECHNOLOGY, RESEARCH, EXTENSION AND TRAINING

8.1 Researchers, extension workers and farmers should be a part of a dynamic, holistic system

In conventional technology transfer systems the extension worker passes on scientific information to the farmer. This approach has limitations, in that the imparted information may not be relevant to the farmers' conditions, or may only partially address farmers' needs. In a holistic system, researcher, extension worker and farmers are partners seeking solutions to problems faced by farmers. Although technological research at research stations does play a role in the holistic approach, the system is much more interactive, and calls for a wider range of skills on the part of researcher and extension worker. In this approach the researcher spends more time in the farmers' field, and liaises with the farmer far more often than in the conventional model. There is also greater acceptance that farmers already have useful knowledge, especially of their own conditions and constraints.

8.2 Research programmes and technology development will be planned in collaboration with other support services and farmers

Researchers tend to design programmes around technical questions. In the new paradigm, research design takes far more account of the social, economic and environmental conditions in which farming takes place. This means that researchers begin their programme planning by gaining an understanding of the wider context of farming, by consulting farmers as well as extension and other rural support services. By taking account of the wider context, research can be more focused and produce more effective results. For example, animal production research in resource-poor communities will focus on conception, birthrate and survival, rather than on rates of growth as in more conventional research.

8.3 Resource allocation to agricultural (and basic) research will be appropriately balanced and will take into account farmer's priorities

There remains a need for fundamental research, for which South Africa has an excellent capacity and infrastructure. However, resource allocation to this field must be balanced by more research into farming systems and the needs of resource-poor farmers and women farmers. This implies a significant, rapid reorientation in research from the present situation, where the focus is almost exclusively on commercial agriculture, to a situation where the focus is to a large degree on basic research in the context of the resource-poor farmer.

8.4 The funding of research, extension and training will be the primary responsibility of the Government and greater priority will be given to small-scale farming

Research and training funds come from many sources. However, if research is seen as a long-term investment, and if research is to be oriented to the needs of small-scale, previously disadvantaged farmers, then the State must accept primary responsibility, both for funding and for ensuring that programmes are oriented towards defined objectives.

- 8.5 Research must be recognised as a long-term investment and is best achieved by cooperation between the Government, research institutions, farmer organisations and the private sector

Currently, almost all Government-funded research is done through the Agricultural Research Council. University-based research is generally funded by the private sector. Greater cooperation between the Government and a wide range of research organisations, including universities and nongovernmental organisations, would provide greater flexibility than is currently the case, where the high staff and overhead costs of the ARC limit its flexibility. On the other hand, the research establishment in South Africa is without equal on the continent, and the Government should set a high value on its capacity to carry out effective research.

- 8.6 Equitable access to appropriate and effective extension and training must be ensured, with emphasis on farming communities deprived of access in the past

Previously, the Government ran two parallel extension services - one for commercial agriculture and another in the selfgoverning territories. Extension and training have not really been effective in the selfgoverning territories for a number of reasons, including an attempt to model extension services on the system used in commercial farming, and inadequate training and support for extension officers. An integrated extension service will pay attention to the needs of all farmers, especially those deprived of effective services in the past. To achieve this, a new model of participatory extension, in which the extension worker is trained to act as a facilitator, will replace the present technology transfer model.

- 8.7 The local knowledge of farmers will be recognised and validated and it will be ensured that the existing knowledge of farmers is complemented by research

Farmers in the commercial as well as the noncommercial sector have a wealth of knowledge. Farmers use local varieties of seeds and adapt their practices to local conditions, and this knowledge can be as important a source of research and development material as biotechnology. Researchers need to develop greater sensitivity to the local knowledge of farmers, to check whether this knowledge has applicability and value in the wider system, and to incorporate the knowledge into the design of research programmes. At the same time research programmes must acknowledge the source of knowledge which they draw on, and give due credit to those who have developed the knowledge base. International conventions on biodiversity draw attention to the importance of recognising indigenous knowledge systems, and to recognising intellectual property rights over materials which are often exploited in biotechnology and other agricultural research.

- 8.8 The needs of farmers, especially new entrants and small-scale farmers, will be met through the reorientation and training of trainers, extension officers and researchers

Techniques which will be appropriate to small-scale farmers will not necessarily be those that are appropriate to present commercial agriculture. Researchers and extension workers will not necessarily be equipped to offer the necessary support without retraining and reorientation. Such reorientation has to start at policy level,

where an understanding of the role of small-scale farming in agriculture must be developed. Small-scale farming does not have to imply any loss of productivity compared with commercial agriculture - indeed, the experience in other countries suggests that it can be associated with improved agricultural production. A well-integrated retraining and reorientation programme needs to be formulated, requiring investment in training, if the capacity of small-scale farming is to be enhanced through appropriate support services.

8.9 New farming systems and appropriate technology must be developed to meet the needs of small-scale farmers

Farming systems and technology for small-scale agriculture will need to be developed through a programme of integrated research and technology development. A significant proportion of funding for research and technology development needs to be oriented towards this sector over the next five years, and appropriate incentives created for both public and private sector to support such development. The introduction of new systems needs to be carefully monitored to establish whether they are having a significant impact on production, both of marketable output and as a contribution to household food security.

8.10 The important contribution of resource-poor farmers to livelihoods in rural areas will be recognised and supported

Resource-poor farmers have been perceived to be inefficient and backward. Rather, they can be shown to be highly efficient users of agricultural resources. Their contribution to rural incomes should be supported by appropriate training, extension and research. Rather than seeing resource-poor farmers as a dispensable production entity to be pushed out of agriculture, effort should be made to make their current activities more productive.

8.11 The additional work burden and time constraints placed on women due to their domestic responsibilities will be accommodated and ameliorated in the design and delivery of services and infrastructure to resource-poor farmers

Malnutrition among children is a problem in many rural households. Addressing malnutrition will require addressing the following three issues: household food security, care of children and the environment, and access to health care. In many rural households all of these are the responsibility of women, and direct conflicts can be created if women must spend a long period each day securing an income and food security. It is essential, therefore, that Government services designed to support productive activities should be provided to women at times that do not conflict with other activities, and also that they should reduce the labour burden in production, rather than increase it.

8.12 Research and technology development will recognise food insecurity among South Africa's increasingly urbanised population

Food insecurity among the urban poor is the result of low wages and high unemployment levels. Insecurity can be reduced by various short and long-term programmes such as employment programmes and welfare programmes by low prices for staple foods and by urban food production, including food gardens.

small stock (chickens, rabbits, etc), processing and cooking. Little research has been carried out in South Africa to assist in the development of these, often informal, activities. Research is also required into the development of other cheap food staples, such as bread, which meet the time constraints and portability requirements of many urban workers. On the other hand, it will be important that this vocal sector is not permitted to have a strong influence on policy, regarding the price of food, for instance, that will act against the interests of their generally much poorer compatriots in rural areas.

3.13 Agricultural extension will provide appropriate information on a wide range of alternatives to farmers to enable them to make their own production and marketing decisions

An agricultural support service should start from the premise that all farmers are capable decision-makers who need relevant information and support in their decision-making process. Information on a wide range of production alternatives that will broaden their options, rather than a predesigned package, will assist this process most effectively.

IN CONCLUSION

The next step in developing an agricultural policy for the central Department of Agriculture is to reassess, on the basis of the abovementioned principles, existing agricultural legislation and programmes in order to amend existing legislation and programmes and establish new legislation and programmes as deemed necessary.

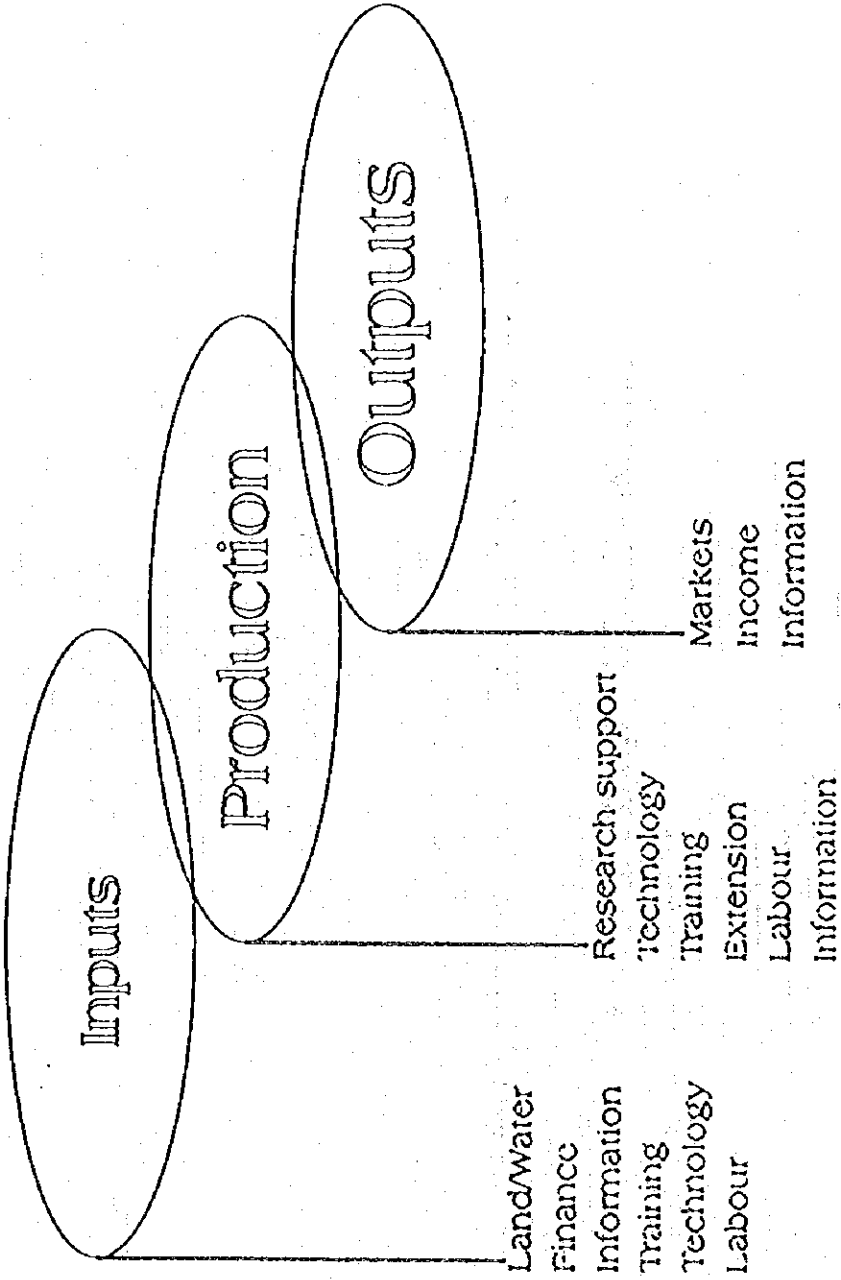
5 BATAT Lead Programmes

BATAT LEAD PROGRAMMES

DRAFT PROPOSALS ON THEIR OPERATIONALISATION

Department of Agriculture
May 1995

Framework
for a
holistic approach
to support agricultural development



PROGRAMME ONE: FINANCIAL ASSISTANCE

OVERVIEW

The BATAF Agricultural Financial Assistance Programme (AFAP) emerges from three major processes namely:- the designation of agriculture as a provincial function; the necessity to shift state spending and priorities towards the previously disadvantaged communities as proposed by the RDP; and thirdly, a commitment by government in the Draft White Paper on Agriculture to market related interest rates and affirmative action.

Elements of this programme (AFAP) will include: a growing reliance on the market system by raising the role of public and private financial intermediaries in contrast to declining direct state lending to farmers; a series of new indirect state support programmes to farmers as direct clients of financial intermediaries; the need to develop a system which fosters graduation out of government support to independent and self-reliant farmers; determining an agricultural financial policy from the collective Intergovernmental Forum on Agriculture (IFA) process; and maintaining a tight and effective system of key performance indicators by which all key players and development agencies are monitored and evaluated.

What is proposed is a development programme which has four main features which are referred to in the operational plan namely:-

An IFA Council This is a forum for political heads of the provincial and national departments of agriculture. Its primary function is to facilitate the formulation and coordination of the national agricultural financial assistance policy without infringing on the powers of the provinces.

A State Guarantee Scheme

A Farmer Support Programme with a credit and a non-credit component. Support measures that are provided by the state within this component will all be designed to facilitate financial intermediaries to deliver credit and financial services to small farmers. The non-credit support component, will consist of measures that will be designed to remove the constraints that impede the optimisation, risk reducing and management strategies of small farmers.

A Monitoring and Evaluation Programme. This will be designed to establish key performance indicators by which the performance of the AFAP is to be monitored and evaluated.

A Graduation Farmer Support Scheme (GFSS) will be added to the FSP to ensure that small farmers who enter the FSP will leave the programme after a pre-determined period, instead of becoming permanent dependents of state support. On their exit, farmers should have gathered sufficient expertise, experience and financial track record to be able to access financial institutions in their own right for credit. Support actions identified in the marketing, human resource development, technology support and the re-orientation of the extension and information systems will contribute to the ability of the farmer to exit successfully. All farmers in the FSP will thus become automatic participants of the GFSS.

In expanding on the implications of the proposals in planning terms concrete actions which are targeted at creating an enabling environment, establishing systems, actual project implementation and the resource implications - the following proposals are made as a first step.

PROPOSALS

BATAT LEAD PROGRAMMES PROPOSALS FOR OPERATIONALISATION

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
1. RENDER ACCESS TO FINANCE FOR AGRICULTURAL PRODUCTION	1. Financial Assistance 1.1 Financial Assistance policy	Appoint an IFA Council to formulate and co-ordinate national financial assistance policy.	Collect nominations from political heads of heads of Departments of Agriculture - and submit nominations to IFA for approval. Compile terms of reference and appoint on IFA Council.		IFA-secretariat

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
RENDER ACCESS TO LAND AND FINANCE	1.1 State Guarantee Scheme	<p>Appoint a working committee for the development of a State Guarantee Scheme. (Overriding guarantee facility for wholesale financial institutions to assist farmers)</p> <p>Determine norms and standards with regard to participation in the Scheme.</p> <p>Fundraising.</p> <p>Determine administration support for the scheme.</p> <p>Implementation of the scheme.</p> <p>Monitoring and evaluation of the scheme.</p>	<p>Collect nominations of representatives of provincial Departments of Agriculture and other institutions, formulate terms of reference and appoint committee.</p> <p>Develop information on the scheme. Develop user friendly application forms and contracts.</p> <p>Identify internal and external sources for fundraising.</p> <p>Provide an administration post establishment through a workstudy investigation at national and provincial levels.</p> <p>Distribution of funds to clients.</p> <p>Develop an appropriate computer program.</p>		Chief Management
					Director: Management Support Services

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
To facilitate financial intermed- diaries to deliver credit and financial services to developing farmers.	1.2 Farmer Support Programme Sub Programme 1.2.1 Credit fund	Appoint a working committee for the development of a Credit (revolving) fund.	Collect nominations of representatives of provincial Departments of Agriculture and other institutions, formulate terms of reference and appoint committee (including the Banking interests) to develop these supported by departmental resources.		Chief Management
					Director: Management Support Services

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
		<p>Identify intermediaries. To lend the money with the aim of reducing their dependency on the state for running costs.</p>	<p>The identification of intermediaries should be done through a representative selection committee which will have to clear criteria on who, why and what capacity is necessary. Contractual arrangements with government on the terms of their operating as an intermediary will also need to be spelt out by this committee.</p>		
		<p>Determine norms and standards with regard to participation in the scheme.</p>	<p>Develop information on the scheme. Develop user friendly application forms and contracts which should take into account the Graduation Farmer Support Scheme.</p>		
		<p>Fundraising.</p>	<p>Fundraising internally and externally is possible with emphasis on soft loan options. Minimum required amount and limits on conditions of the grant/loan to be decided on by Department of Agriculture in consultation with the IDCC and RDP.</p>		
		<p>Determine administration support for the fund.</p>	<p>Provide an administration post establishment through a workstudy investigation national and provincial levels.</p>		
		<p>Implementation of the fund. Monitoring and evaluation of the scheme.</p>	<p>Distribution of funds to clients. Develop an appropriate computer program.</p>		<p>Director, Management Support Service</p>

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
<p>Measures that will be designed to remove the constraints that impede the optimisation, risk reducing and management strategies of small farmers.</p>	<p>Grant support; Sub Programme 1.2.2 Support Fund</p>	<p>Appoint a working committee for the development of a Support fund.</p> <p>Determine norms and standards which regard to participation in the fund (Indicators for termination of support should also be explicit)</p> <p>Determine time span of the special support programme to deal with backlogs after which it should be regularised.</p>	<p>Collect nominations of representatives of the farming community, of the provincial Departments of Agriculture, training institutions and farmers. Determine terms of reference and appoint committee.</p> <p>Develop information on the fund for potential participants.</p> <p>Develop user friendly application forms. (Task team within the department).</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
		<p>Fundraising internally and externally Department, RDP and other grant sources. Minimum amounts and limits per farmer group of farmers available for support and conditions of the grant to be decided on by Department of Agriculture in consultation with the role players and comparisons of similar programmes.</p> <p>Develop human resources (training).</p> <p>Monitoring and evaluation of farmer support programme.</p>	<p>Identify internal and external sources for fundraising.</p> <p>Identify and acquire tender for training courses in accounting and financial management which will address the limitations of clients who are not functionally literate.</p> <p>System and KPI's to be developed and tested by working committee under ITCA and through consultative workshops and established by the department at national and provincial level.</p>		

RESOURCE IMPLICATIONS

In order to develop, support and implement this programme various resources will be necessary. Some of these are provisionally listed here. The Department of Agriculture will need to make principled decisions on what or which resources to use following which they will need both to be explored and mobilised.

Financial (to support the various funds) Agricultural budget; RDP Fund; International donors; DBSA, Private sector.

Institutional

Agricultural Department at national and provincial level, DBSA, ACB, WDB, RIAS, Input suppliers Forum and specifically COSAB, WB, South African Cooperatives, University of Pretoria, LAPC, other....

Information

Provincial surveys, South African stockvel experience, COSAB, Gramscene Bank experience; P4K model, World Bank, other African and developing world experience (BATAT Exposure Reports and participants).

Training

Use of tender - but also to use Cooperatives, Extension system, SAAU members, NGO's, Agricultural Colleges and other training institutions within operational areas.

The bulk of these activities can and are being developed and carried out by the Chief Directorate on Economics in collaboration with the Agricultural Credit Board, the BATAT Design Team on financial services and other resource persons as identified. A critical element which requires deliberation is the articulation of the policy of the Department on the acquisition of agricultural land. The mechanisms for this must be clarified and applied in order to complete the provision of the full circle of necessary inputs/ resources.

OVERVIEW

The "delivery system" is possibly the key element in bringing about the transformation of the small scale, disadvantaged agricultural sector of South Africa. There are three components to it namely:-

- the total package of assistance and services provided by Government, the commercial, parastatal and non-governmental organisations;
- the process of seeking, receiving, planning and utilising production/development information and assistance by the farmers themselves - referred to in the report as the receiving / utilising system; and (thirdly
- the linking and co-ordinating mechanisms that are necessary to facilitate constructive interaction between the receiving/utilising systems of small scale disadvantaged farmers and the (often fragmented) delivery system at the local level.

At the local level, in order to ensure a bottom-up approach and accountability of local functionaries to the communities they serve, co-ordination will be based on an extension system in which local structures and farmers groups making up the receiving system are fully involved. In order to ensure that these structures are effective and in turn that access to agriculture is meaningfully broadened, the farmers need to have the capacity to receive and use the services that are provided or available. This implies the need for effective and strong farmer's organisations; capable and successful farmers in financial, productive and marketing terms supported by efficient and able extension agents.

The BATAF reports all pointed to the need to develop a two pronged approach to increasing the capacity of previously excluded farmers to receive and make efficient use of services in agriculture. In addition there is a need to "regularise" the interaction between farmers and government (the department of agriculture) on matters affecting the sector. Two major elements emerge in this regard: -

- (a) Developing black farmers associations in their capacity to receive services;
- (b) Using effective organisation to improve the capacity of farmers to be more productive.

An overarching concern would be to improve the interaction between farmers and other service providers including the government extension and research system. Various actions are proposed as a way of attaining the above objectives. These are of course subject to ratification and improvement by the farmers themselves. What is important is that from a government perspective there is a responsibility to create capacity among previously disadvantaged farmers to articulate their own needs.

PROPOSALS

**BATAT LEAD PROGRAMMES
PROPOSALS FOR OPERATIONALISATION**

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
Developing farmers and farmers organisations	2. Capacity building of farmers organisations	<p>A provincial level survey to collect base-line data on existing small-scale farmers associations/organisations and other less formal groups such as women's clubs, church groups which are potential contact points for extension and service delivery.</p> <p>Commission a study, province by province and in collaboration with the farmers associations/organisations operating in that province on how best to support farmers organisations that will benefit members to be members.</p> <p>Ownership of the information to be decided on jointly with role players.</p>			

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
		<p>An assessment of the structure and functioning of the selected farmers associations/other groups in terms of the services provided to members and the local farming community.</p> <p>Develop a profile of successful (effective) small-scale farmer organisations.</p> <p>Create a farmer development fund.</p> <p>Establish a system for administration of the fund (link to function for supporting co-operatives and modify).</p> <p>Develop criteria for accessing the fund; application and allocation procedure and exit criteria.</p> <p>Start support actions with those provinces and farmer's organisations that are interested in the programme.</p>	<p>Task team within the Department of Agriculture to drive and involve local and external experts from appropriate NGO's and international development organisations e.g IFAD, FAO.</p> <p>Process to include workshops with representatives of affected farmers. (Need to support from internal and external resources).</p> <p>Mobilise resources, institutions and funds to support this process.</p> <p>Workshop with participating organisations to establish the key performance indicators.</p> <p>Task team within the DOA to develop criteria based on the outputs of the previous process.</p> <p>Administration support from within the Department which coordinates the support process.</p>		
	2.1 Farmer Development Support Fund				

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
<p>Improve the capacity of farmers.</p>	<p>Using effective organisation to improve the capacity of farmers to be more productive.</p>	<p>Develop training materials, course and programmes for effective organisations in the languages and formats which are appropriate.</p> <p>Develop training materials, course and programmes for effective organisations in the languages and formats which are appropriate.</p>	<p>Multi-disciplinary team to develop terms of reference and then there should be an open tender process for products based on effectiveness and cost efficiency considerations.</p> <p>Need budgets projections and earmarked funds possibly from RDP Capacity Development Programme to support the actions which could be commissioned out.</p> <p>Multi-disciplinary team to develop terms of reference and then there should be an open tender process for products based on effectiveness and cost efficiency considerations. (Need budgets projections and earmarked funds possibly from RDP Capacity Development Programme to support the actions which could be commissioned out.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	2.2 Co-operative Development Support	<p>A provincial level study of agricultural co-operative societies, input supply companies.</p> <p>An assessment of the structure and functioning of existing co-operative structures.</p> <p>Rehabilitation and support actions where necessary to improve capacity to operate as input suppliers.</p> <p>Assessment of the possibility of linking farmers associations with them to ensure effective service delivery.</p>	<p>Departmental survey to be carried out - could use independent persons to complement.</p> <p>Task team or meeting of role players to assess the feedback from the survey.</p> <p>Administrative support from within the Department - function to support Co-ops.</p> <p>Dialogue with the private sector (ISF) and co-operatives in those areas where opportunities have been identified and interest exists.</p> <p>Create joint programme which includes a fund (Trust) to support public/private sector initiatives which should include training in management and use of the products and exposure to the private sector companies.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	2.3 Farmer Centre Support and Development	<p>Develop and support initiatives to establish farmer centres as points of communication, training, contact with farmer, and/ or related actions in line with the objectives of this process.</p> <p>Create a project support fund.</p> <p>Develop criteria for allocation.</p> <p>Establish norms and standards.</p> <p>Application forms.</p> <p>Application process.</p> <p>Information on what is available.</p> <p>Administration of the Fund.</p>	<p>Programme to be developed by the role-players- namely farmers, private sector (input suppliers forum initially and others) and government where necessary.</p> <p>Department to raise fund and/or support from special funds.</p> <p>Task team within the Department of Agriculture to drive in consultation with farmers groups.</p> <p>Special programme within the Department of Agriculture.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	2.4 Farmer - Government Interaction	To create forums and opportunities which facilitate and streamline interaction between all the farmers and government decision makers and service providers.	<p>Annual conferences like AGROCON could accommodate discussion on policy issues; failing which, a once a year meeting with farmers representatives to discuss policy and strategy.</p> <p>Department to participate in farmers unions annual meetings to share information and discuss issues of importance.</p> <p>Department to expand upon it's distribution and communication lists to include all new farmers associations/unions in order to ensure that all farmers are kept informed.</p>		

RESOURCE IMPLICATIONS

In principle resources would have to be mobilised and provided to support both the establishment of systems of effective communication and support and specific project activity - where a specific organisation asks for financial support under the programme. It is proposed that initially support be in a 30% : 70% ratio where specific project support money would make up 70% of the total fund.

In order to develop, support and implement this programme various resources will be necessary. Some of these are provisionally listed here. The Department of Agriculture will need to make principled decisions on what or which resources to use following which they will need both to be explored and mobilised.

Financial (to support the various funds)

Agricultural budget; RDP Fund; International donors; DBSA, EU, Spanish Government, South African Private sector other.

Institutional

Agricultural Department at national and provincial level, NGO's involved in capacity development, Input suppliers Forum and specifically COSAB, EDI, South African Cooperatives, Universities, Colleges Farmers Unions other....

Information

Provincial surveys, Farmer's Unions - developing world experience (BATAAT Exposure Reports and participants) Universities .

Training

Use of tender - but also to use Cooperatives, Extension system, SAAU members, NGO's, Agricultural Colleges and other training institutions within operational areas.

PROGRAMME THREE: HUMAN RESOURCE DEVELOPMENT PROGRAMME

OVERVIEW

The Human Resource Development design issues proposed in the BATAT report are guided by the principles and guidelines contained in Section 126 of the Interim Constitution; the Reconstruction and Development Programme and the draft White Paper on Agricultural Policy (August 1994). However, HRD is a dynamic process and the design therefore, will respond to particular provincial needs and priorities, constructive criticism, contribution and changes in legislation.

Each of the five focus areas in the BATAT process have an HRD element and as such the usefulness and appropriateness of the HRD design is crucial to the success of the BATAT strategy. The Report prioritises the training and education of farmers, farm workers and extension agents. However, implicit in the proposals is a need for retraining and orientation of the management at various levels in agriculture on the critical issues in small and medium holder agriculture.

HRD is about the integrated use of education and training to develop the productive capacity of individuals, groups, organisations and institutions. It is a service and its' primary objective should be to provide a learning environment which is suitable for reproducing the creative capacity of its participants.

As a process, human resource development should provide its clients with exposure and access to knowledge, information, skills and experiences using education and training systems with the objective to produce people with the capacity to produce commodities, services and new knowledge; contribute to a sustainable processes of self development of communities and the economy of the country.

Within this framework the report makes some proposals about areas which need to be focused on in the light of the new dispensation. These will include re-looking at Agricultural Education Planning and Curriculum Designing; reconstructing the Accreditation and Certification of Agricultural Education; improving Interdepartmental Liaison; a re-dress of the content of the current programmes of Agricultural Colleges; developing a re-orientation programme for the Departments of Agriculture and undertaking research into indigenous knowledge in Agriculture. The priority actions are identified next.

RESOURCE IMPLICATIONS

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PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	<p>3. Human Resource Development Plan</p>	<p>Develop a national programme to facilitate the process of identifying human resource requirements at the provincial and national level.</p> <p>Develop concrete recommendations on accreditation and development programmes.</p> <p>Develop concrete recommendations on retraining and orientation.</p> <p>HRD Support Fund to be used initially and then reorientate from within the agricultural sector.</p> <p>Workshops with Department of Education to adopt common strategies to resolving the challenge of human resource development in the short, medium and long term.</p>	<p>ITCA to set up a working committee which includes representatives from the agricultural education and training sector (local and external resources such as Keillog Foundation, ICRA, ISNAR).</p> <p>ITCA to set up a working committee which represents all the role players to develop programmes for the retraining and orientation of Management and extension staff.</p> <p>Extensive support funding to be sought from RDP Capacity Building Programme and external donors. (Human Resource Development Fund).</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	3.1 Farmer Training Programme	The Department should do the following in conjunction with the provinces:-	Establish task teams at provincial level with technical and personnel support facilitated at national level.		
	3.1.1 Assessment of Farmer Training Centres	Assess the present use and functioning of farmer training centres in the Provinces.	Sources to come out of the Human Resource Development Fund.		
		Undertake investigations to improve the use and functioning of present FTC's.	Other support to be mobilised from local and external NGO's with experience in the field - e.g. Agritex from Zimbabwe.		
		Identify other existing institutions which could develop a FTC facility.	Administration support from within the department(s).		
		Provide support to initiatives of FTC's.	Task team identified by FTCA to develop terms of reference.		
		Develop and or identify options for training of trainers for these centres.			

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	3.2 Human Resource Development Support Policy	<p>Development of appropriate farmer training packages for the training of trainers.</p> <p>Identify potential sources of candidates from the "surplus extension staff" to run these centres.</p> <p>Implement training programmes for the benefit of farmers.</p> <p>Define policy principles on the provision and cost recovery for training for farmers taking into account the existing government support schemes in the Ministry of Labour.</p>	<p>A tender for such options be put out after terms of reference have been developed.</p> <p>Working team to propose, IFA to adopt.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
		Develop and implement reorientation programmes for internal departmental staff taking into account the need to synchronise with developing capacity to implement the new policy objectives.	Commission out but develop terms of reference jointly with existing departmental staff. Support from special funds.		
	3.3 Development of appropriate farmer training packages	Research into the existing farmer training programmes. Design of new packages.	Commission out using the existing capacity within the extension system and academic world as well as from external technical resources persons. To be co-ordinated jointly by the research institutions, farmers and extension agents.		

RESOURCE IMPLICATIONS

Human Resource Development emerges as critical at all levels in the establishment of a system which can provide agricultural services within the framework of the new policy. This is underlined by the preliminary findings in the BATAT process and as such it is imperative that a Human Resource Development Fund be set up to support this process. Sources for such a fund could be sourced from the budget (and as such reflect the priority that HRD has, actively mobilised from internal and external grants; linked to bi-lateral and other multilateral agreements of co-operation and from the RDP Capacity Building Fund. This would be important for the internal departmental HRD proposals as well as the external opportunities eg. bursaries in identified agricultural speciality areas.

Time frames will be important in the planning of such a process, however these will need to be guided by clear targets and KPI's. At the moment there is substantial international interest in contributing to development and it will be important for the sector to synchronise the undertakings in the various training opportunities which exist with the attainment of capacity to implement policy. This should also be backed up by a follow up and aftercare of those people who undergo training/ upgrading/ exposure etc. In this way human-resources can be targeted in order to maximise the impact of training. Implicit in this is the need to improved and efficient interdepartmental liaison as well as a tracking system of human resource development.

Another specific source of support is in the technical assistance agreement with FAO and other organisations; internal NGO's and private sector companies etc where people with specific technical expertise and or experiences be seconded for definite periods to achieve specific goals and in the process develop internal capacity. The success of the twinning concept underlays this proposal. Similarly, national - provincial level support and exchange could also help dynamise HRD in agriculture.

PROGRAMME FOUR: DYNAMIZING INFORMATION AVAILABILITY AND COMMUNICATION

OVERVIEW

An agricultural information and communication strategy is essential for effective planning, co-ordination and actions between the provinces; between the provinces and the national department of agriculture; between government, farmers, the private sector and non-governmental organisations involved in agriculture. This needs to be developed and implemented taking into account existing resources and communication channels.

RESOURCE IMPLICATIONS

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PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	4. Develop a Farmers Fact file	<p>Develop a simple basic agricultural dictionary/-glossary/work book for use by emerging farmers</p> <p>Develop policy/principles on the distribution and cost recovery implications of developing and availing such a tool.</p>	<p>Working Team to be formed with participation of department, farmers and adult literacy experts.</p> <p>Budget to be worked out for the cost of production translation and publication;</p> <p>Departmental/ITCA working team to propose these and IFA to adopt.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	4.1 Agricultural Information Communication Strategy	<p>Explore the options for a national communication strategy which draws on available resources at national and provincial level.</p> <p>Information systems and infrastructural support.</p> <p>Effect on WAN (electronic media) and shift the emphasis towards dynamic two-way communication systems.</p>	<p>Directorate of Information nationally together with the provinces to develop under ITCA.</p> <p>National to facilitate through and with the assistance of ITCA.</p> <p>Ongoing, conduct further research into the updated systems including interactive TV.</p>		

RESOURCE IMPLICATIONS

Financial	Need to explore sourcing funds from the Agricultural budget; RDP Fund - Japanese Grant money; International donors; DBSA, EU, South African Private sector other.
Institutional	Agricultural Department of Information at national and provincial level, farmers and other....
Information	Provincial surveys, Farmer's Unions - developing world experience (BATAT Exposure Reports and participants) Universities.
Training	Workshops to identify areas requiring re-focus.

PROGRAMME FIVE: MAPPING A TECHNOLOGY DEVELOPMENT PATHWAY

OVERVIEW

The application of the new policy principles of provincialisation, deregulation, strategic state intervention, enhanced natural resource management and gender sensitivity; poverty alleviation and a systems approach to farming necessitate fundamental thinking about how delivery of services can occur. There is thus an identified need to re-orient the institutions - public and private, involved in service delivery to enable them to deliver services to small and medium holder farmers, female farmers and farmers facing resource, land and information and market constraints is essential to the successful participation of previously excluded farmers in the agricultural economy.

Within the technology development and research sector this is of particular significance as it is the movement towards a systems approach, a rational use of resources available for agricultural research and the creation of institutional systems which maximise the returns on public sector investments in natural science, economical and other sociological sciences - research in agriculture. Whilst there is on the one hand a very developed infrastructure for research and technology development there is a need to fill the institutional gap in the linkage between the generation of new knowledge and the application of successful and efficient technologies. There is recognisably, a problem within the actual delivery system however, the Technology Development Design Team also identified the lack of a correlation between the needs of small holder farmers on the one hand with the focus of research and budget prioritisation areas of agricultural research.

The ultimate objective of technology development from the farmer's perspective should be to maximise the output of relevant technology to serve the priority needs of farmers when they are the target group. The scientists (research institutions, universities, NGO's) summarised their problems in the process as being the of lack of policy and long term strategic management in research; the ineffective linkage mechanism between agricultural research institutes and their clients; lack of information on the new clients needs often resulting in poorly conceived agricultural projects in some areas. There is also no proper coordination of research activities conducted by the research institutions, the Universities and the private sector, thus there is competition for the same funds and grants aggravated by an inclination towards basic research as opposed to adaptive and problem solving research.

The report thus recommends that a research strategy for agriculture - which focuses on it's contribution to the economy and rural development be developed - facilitated by the National Department of Agriculture and using the concept of a Technology Development Pathway as a planning and tool. For this task to be accomplished it is proposed that provinces embark on priority setting exercises/objectives to establish well focused and cost effective priority research programmes which will form the backbone of the technology development pathway. This strategy would then be supported by national drives, international experience and resources and the environment within which policy should operate will be outlined.

PROPOSALS

**BATAT LEAD PROGRAMMES
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PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	<p>5. Developing a Technology Development Pathway for Smallholder Agriculture</p> <p>Phase 1: The Masterplan</p>	<p>Policy articulation to address technological, policy and institutional changes and the importance of multi-disciplinary approach to address a broad range of needs.</p> <p>Develop a 5 year budgetary and operational plan.</p>	<p>ITCA appointed task team to facilitate making use of internal and external resources including policy analysis development workshops (ISNAR).</p> <p>Task team to facilitate as this will need to be an inclusive approach that involves debate and consultation with all role players;</p> <p>(Such a committee could be set up through ITCA and chaired by a representative from the Department of Agriculture)</p>		
<p>5.1 Phase 2: Establishing an Agricultural Research Co-ordination system</p>		<p>A Research Co-ordinating Committee representing the following institutions: provincial Departments of Agriculture, Research Institutions, Universities and Farmers' Unions; be established to carry out the following:-</p> <p>Identify target areas for research.</p>	<p>Committee and workshops could be used.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
		<p>Develop research priorities and needs.</p> <p>Identify the ways in which to address these problems.</p> <p>Prioritise and carry out the research.</p>	<p>Provinces to contract out to the various players in the field (ARC, CSIR, HSRC, Universities etc.) depending upon the nature and focus of the research.</p>		
		<p>Develop active liaison between provincial coordinating committees.</p>	<p>Mechanism to accomplish this could be through electronic mailing and an initial bi-annual meeting for information exchange to be facilitated by BATAT.</p>		
	<p>5.1.1 Phase 2: Developing a Data Base on the local environment facing the emergent farmer</p>	<p>Carry out audit of available technology;</p> <p>Complete and audit on the state of natural resources; data collection, particularly in the ex-homelands.</p> <p>Conduct audit of indigenous technologies.</p> <p>Identify technology constraints facing the emerging farmer.</p>	<p>ITCA task team to execute.</p> <p>Task team to execute.</p> <p>Commission our study.</p> <p>Commission study and have follow up workshop.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	5.1.2 Phase 2: Enhancing Provincial level Capacity in Research and Technology Development	<p>Develop provincial level actions masterplan.</p> <p>Work out necessary policy institutional and legal frameworks.</p> <p>Develop and facilitate linkages among public, private, local and regional institutions with provinces and facilitate international links.</p> <ul style="list-style-type: none"> • Develop capacity for policy analysis, performance, monitoring and impact assessment. • Design suitable extension farmer - researcher linkages. • Review of masterplan. <p>Regional institutions with provinces and facilitate international links for collaboration.</p> <p>Develop capacity for policy analysis, performance, monitoring and impact assessment.</p>	<p>Provincial level committees with support to be facilitated by national department.</p> <p>Through ITCA as support to provinces.</p> <p>Training programmes and seminars facilitated by an ITCA task team and maximizing on external experience and resources e.g. ISNAR, ICRA</p> <p>Provincial level teams.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	5.1.3 Phase 2: Review of Masterplan	Review process tested against KPI's and existing environment.	Task team to execute supported by a commissioned review and conference.		
	5.1.4 Re-orientation of the Agricultural research and technology development services	Design a process of workshops and experiential reviews which are aimed at re-orientating and sensitising all role players to the systems approach. Develop training packages which develop capacity in Rapid Rural Appraisal; Participatory Rural Appraisal and Community/Farmer action planning techniques to complement the existing skills base.	Organise workshops and field visits for affected persons. Task Team to execute and mobilise resources locally and externally.		
	5.2 Phase 3: This is in the future depending on the agreed to time frame.	It could involve the following actions:- Continuous adaptation of use of agricultural research systems. Review of linkage arrangements. Embarking on new research directions as indicated by the national agricultural research system. An ongoing skills development programme to be linked to the masterplan. Regular reviews of masterplan.			

PROGRAMME SIX : BROADENING ACCESS TO MARKETING

OVERVIEW

Accepting that the nature and needs of the market should be fundamental to production decisions in agriculture, the link between the marketing of agricultural inputs and the produce must be emphasised in planning in order to ensure that they affect and relate to each other. Government's responsibility in this regard would be to play a facilitative role to create new opportunities for the established and new entrants into farming by developing support systems and infrastructure; through the provision of training, marketing information and other support services.

In order to broaden access to agricultural marketing the following broad strategy suggests that government should enhance the small farmer's ability to seize opportunities through training and advice on marketing. This would be supported by training programmes which can focus on the areas of technical marketing and product knowledge; grading and packing of produce; business organisation and administration; market information; market equipment and operation. As backup to this awareness on the role and significance of marketing the government would also need to remove obstacles, be they legislative, regulatory, institutional, or otherwise and set up a marketing support structure which is inclusive and ensures sustainability and growth of the sector.

Taking the new policy principles into account it is suggested that the national government should legislate, in terms of its constitutionally defined competence for an effective, productive and fair agricultural environment through the National Marketing Act.

Provincial and local governments should simultaneously ensure the delivery of efficient and equitable marketing services, the provision of a fair and enabling regulatory framework as well as the necessary public and community facilities. Small-holder farmer participation in statutory bodies and development forums would be focused on as a priority, to ensure proper representation, confidence, legitimacy, ability and continuity. Other recommendations are made with regard to the development and maintenance of infrastructure; the consideration of alternative strategies to ensure cost effective storage; roads and transportation planning and focus; decisions on the establishment of public facilities and communication.

AGRIBUSINESS

It is also recommended that through the establishment of agribusinesses which add value through processing of raw agricultural products, a new and reliable market for agricultural products in an area of sector could be unlocked in the interest of income-generation and job creation in rural areas. In this regard small-scale operations should be encouraged in conjunction with the Department of Trade and Industries small and medium enterprise development policy. Legislation and regulations will also require consideration by government in order to facilitate this and thus government policies on imports and exports need revision particularly where cheap basic food stuffs compete with local production.

In the context of the above four major actions will need to be undertaken by government (BATAFI).

PROPOSALS

**BATAT LEAD PROGRAMMES
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PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	<p>6. Increasing market awareness</p> <p>6.1 Marketing Infrastructural Development Programme</p>	<p>Various</p> <p>Identify the gaps and opportunities in the system.</p> <p>Develop innovative proposals on how to develop taking into account the costs, sustainability and maintenance of such infrastructure.</p> <p>Develop a business plan for the implementation of an infrastructural development programme maximising on the opportunities presented by long term loan agreements; public works programmes and other developmental processes.</p>	<p>Task team including representatives from the media and communication sector to develop taking into account new clients and deregulation in it's totality. BATAT/RDP or special funds to support this process.</p> <p>Commission a study on a province by province basis however taking into account informal and cross border trade actions.</p> <p>Task team to promote through the use of consultative design workshops.</p> <p>Create a fund to support existing initiatives.</p> <p>Task team with the best experts from internal and external sources.</p>		

PRIMARY OBJECTIVES	PROGRAMMES	TASK DESCRIPTIONS	ACTIONS	SCHEDULED DATE	RESPONSIBLE AGENT
	6.2 Developing a marketing Information System	Various	Design team which includes provincial, commodity producers and small-holder farmers to develop (through consultation and or workshops)		
	6.3 Increasing representativity and participation of small-holder farmers in decision making on marketing	Identify where they should be participating; identify the constraints develop a process which will ensure redress (this will largely be influenced by the communication strategy used) Remove any constraints to participation.	Task team with representatives off NAFU, SAAU and any significant other farmers associations. Legislative and institutional review to be carried out by a multi-perceptonal task team.		