

# Integrating Rural Development Planning and Land Reform in South Africa: Challenges, Opportunities and Prospects

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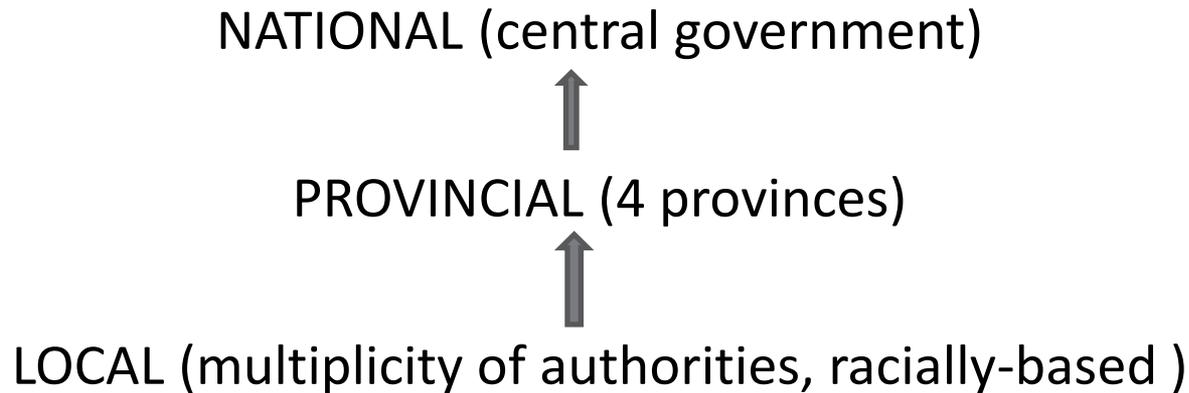
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# Focus Areas

- Structural
  - Architecture of the State
  - Distribution of developmental objectives, powers and functions
  - Opportunities and constraints
- Agency/Actors
  - Competencies, perceptions and approaches
  - Catalysts, enablers and triggers
  - Impediments, barriers and frustrations

# Pre-1994 Government structure

## Hierarchical structure



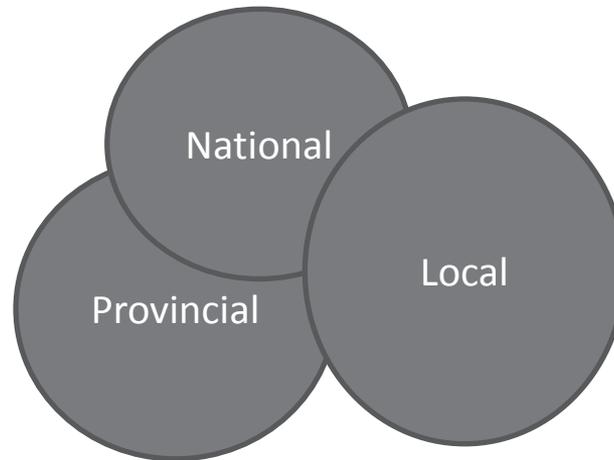
Three tiers where each higher tier determines actions of lower tiers and central/national government is dominant

# The Constitution

- A compromise born out of a negotiation process with as one of its primary aims to ensure a peaceful transition of power and avert civil war
  - Was strongly focused on avoiding a concentration of power at the centre
  - Provided space for the pursuit and realization of progressive, transformative social, spatial and economic objectives, but within ‘the spirit of the big compromise’
- Created one government consisting of three “*distinctive, interdependent and interrelated*” spheres of government
  - Spread government functions amongst the three spheres of government
- Retained the bulk of the taxing and the redistribution of tax income-powers at the center, with huge annual transfers of income from the centre to provinces and municipalities
  - Amongst others, led to the birth of the concepts of ‘unfunded mandates’ and ‘malicious compliance’

# Post-1994 Government structure

- Three spheres that are distinctive, interdependent and interrelated
- Each sphere has specified legislative and executive competences in terms of the Constitution (Schedules 4 and 5)



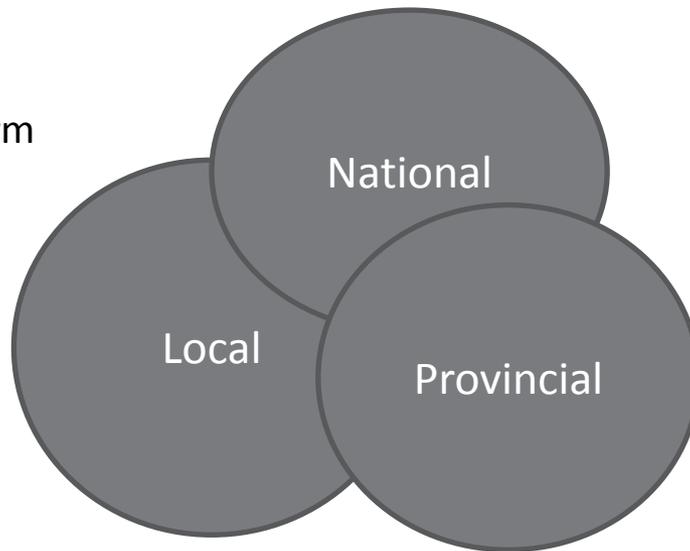
- **Municipalities:**
- Metros: 8
- Districts: 44
- Locals: 226
- Total: 278

**Provinces: 9**

# Relevant competences (Constitution Sch 4 & 5)

## National

- Land
- Land Reform



- **Local**
- Municipal Planning

## National/Provincial

Regional Planning & Development  
Urban & Rural Development  
Agriculture  
Environment

## Provincial

Provincial Planning

# Cooperative government

- Constitutional Principles
  - All spheres of government must cooperate with one another in mutual trust and good faith by:
    - Assisting and supporting one another
    - Informing one another of, and consulting one another on matters of common interest
    - Coordinating their actions and legislation with one another
    - Adhering to agreed procedures
- Further guidance and structure provided by the Intergovernmental Relations Framework Act 13 of 2005
- In practice, coordination and alignment has proven to be very difficult to achieve, sustain and use in the pursuit and realisation of the transformative development outcomes that the country requires

# Developmental Local Government

- Constitutional principle
  - Objectives
    - To provide democratic and accountable government for local communities
    - To ensure the provision of services in an accountable manner
    - To promote social and economic development
    - To promote a safe and healthy environment
    - To encourage the involvement of communities
  - Duties
    - Municipalities must structure their administration and budgeting and planning processes to give priority to basic needs of the community and to promote social and economic development of the community

# Developmental Local Government

- In addition to the ‘usual local government/municipal functions’ of household service provision, land use management and spatial development planning, municipalities were also given the task of growing, boosting and transforming their local economies
  - This was based on the expectation that municipalities would be the key drivers of rapid, sustainable and inclusive economic growth and transformation
- The massive structural transformation required to bring about real, meaningful local economic development and transformation, necessitates:
  - Financial muscle far beyond that which most municipalities have
  - Powers that lie outside the ambit of the functions allocated to the local government sphere by the Constitution
- This has resulted in very limited success with the developmental local government mandate and a tendency to opt for fragmented, uncoordinated, short-term LED projects, and not proper, well-planned, well-funded and targeted local economic development strategies and programmes

# Land Reform, Rural Development and Spatial Transformation

- Functional fragmentation
  - National Government: Land Reform
  - National and Provincial Government: Land Reform, Agriculture and Rural Development
- Collaboration between the national Departments of Rural Development and Land Reform (DRDLR) and Agriculture has been slow to materialise and is tenuous
  - Legislation and policy has not stemmed from the same premise, or in pursuit of the same outcomes

# Land Reform, Rural Development and Spatial Transformation

- The DRLDR has recently begun to prepare district-based 'Rural Development Plans'
  - The idea is that the content of these plans must find their way into municipal strategic and spatial development plans
  - The Rural Development Plans are, however, not being developed with a clear link to land reform, as catalysts for land reform, or as 'structuring frames' within land reform is to be conceived, planned and undertaken
  - There is also no legal tool to force municipalities to take note of, or absorb the contents of these plans in their plans and frameworks, and may, as such, end up duplicating municipal planning processes and products, instead of adding a new rural focus, conception or development dimension to municipal plans and frameworks

# Agency/Actors

- Two aspects: Staffing and Behaviour
- Staffing
  - Follows function/mandate
  - Staff qualifications and competencies directly tied to municipal functions/mandates
  - Municipalities do not have a land reform, rural development or agriculture-competence, and hence do as a rule not have departments or units that go by these names, or officials schooled or experienced in, or devoted to these functions

# Agency/Actors

- Behaviour
  - A key driver for behaviour/action is the “*Annual Performance Plan (APP)*”
  - The APP generally does not include requirements or incentives for (1) intergovernmental coordination and integration, or (2) jointly pursuing transformative developmental outcomes
  - Given the general low-growth trajectory of the SA economy, the power of the State to facilitate economic growth and transformation is ever-shrinking, and the focus is increasingly moving to assisting those that are not part of, or have been left behind by the little economic growth that there is
- The result is very little, if any, focus on land reform and rural development in the municipal sphere

# Conclusions: What is to be done?

- **Structure**
  - Improved and enhanced 'cooperative governance'?
  - Better guidance, regulation and facilitation: Legal, policy & planning routes?
  - Constitutional amendment/s: Authority, functions and/or Schedules?
- **Agency**
  - Competence: Education, capacity-building and awareness?
  - Behaviour: Concern, inclination and passion?
  - 'Cooperative staffing': Secondments, resource-sharing and rotation?
  - Co-production: State, community, traditional leaders and private sector?
- **Key considerations**
  - Time: Short/Immediate, medium (5-year) and long-term focus
  - Multi-sectoral, multi-issue and multi-outcome-based: Conception, understanding, analysis and definition & description
  - Collaborative, integrated and coordinated plan-preparation and implementation

Thank you