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Department of Agriculture

Evaluation of the Impact of Service Delivery to Agri-workers in the Western Cape

Final Report
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ABBREVIATIONS

AWHHC	Agri-Worker Household Census
CBO	Community-based organisation
CDO	Community development officer
DDM	District Development Model
DEIC/VOC	Dutch East India Company
DOA	Department of Agriculture
FBO	Faith-based organisation
FET	Further Education and Training
FWD	Farm Worker Development
FWS	Farm Worker Support
HCI	Human Capital Index
ICT	Information and communications technology
IDP	Integrated Development Plan
MTSF	Medium-Term Strategic Framework
NDP	National Development Plan
NGO	Non-governmental organisation
PCC	President's Coordinating Council
PSP	Provincial Strategic Plan
SARD	Sustainable Agricultural and Rural Development
SASSA	South African Social Security Agency
SHD	Sustainable human development
SOP	Strategic Operational Procedure
TOR	Terms of Reference
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
VIP	Vision-inspired priority
WCDoA	Western Cape Department of Agriculture

ABSTRACT

The objective of this study was to *evaluate the processes and systems* whereby agri-workers and their households are *referred to* and *provided with appropriate services* from the designated provincial departments, local government, and other organisations with the purpose of enhancing the quality of life of this target group. This objective demanded both a formative and an impact evaluation of the service delivery system.

The evaluation found a general ignorance regarding agri-worker needs and the realities in service delivery planning and provision across all spheres of government. Agri-worker households are largely not acknowledged as a specific target group but are simply assumed part of the general rural development scenarios. A significant finding is the failure in providing educational and associated training opportunities, particularly for the secondary-school-age children of agri-workers. The general unavailability of this service deprives affected households of positive human development, with negative impacts on the quality of life and the sustained availability of adequately skilled agri-workers. This situation requires prioritisation and urgent intervention.

In order to address this failure, service delivery must be elevated and accepted as a vehicle for human development that deliberately goes beyond the provision of basic services as defined in the Constitution. This will necessitate the Western Cape Government to employ sustainable human development as the approach for achieving an improved quality of life for agri-workers and in so doing, implement a Community Development Method.

With the conceptual framework of the service delivery programme and the intentions and methods clearly formulated, the next requirement is to conceptualise and operationalise the desired outcomes into measurable indicators as supported and presented in human development programme theory.

The report argues for the implementation of a comprehensive provincial strategy that is committed and involved in the facilitation of agri-worker development in the province. The rationale for such a strategy is to be found in the key role of the agri-sector in both the provincial and national economies as a provider of jobs and food security and an enabler of development of rural towns and districts in the province. The implementation of such a strategy requires a transversal model that comprises three types of agents that are each allocated a specific role:

- *Enabling and supporting agent:* Office of the Premier and Local Government

Role: To enable and support agri-worker development by (i) encouraging, enhancing, and resourcing service delivery that is effective, appropriate, and sustainable, thus contributing substantively to the enhanced quality of life of agri-worker households; and (ii) facilitating and implementing transversal governance that includes meaningful partnerships with civil society, non-governmental organisations, and especially agri-workers.

- *Coordinating agent:* The Western Cape Department of Agriculture through the Rural Development Programme and the Farm Worker Support sub-programme

Role: To establish, engage in, and sustain strategic partnerships that support the agri-worker household development agenda, with agri-worker organisations and representative bodies, producers/farm management and formal agricultural structures, and local and district

municipalities as the main agents of development as mandated by the Constitution and the Municipal Systems Act, No. 32 of 2000.

- *Implementing agents:* Partners aligned within strategic partnership structures (district and local municipalities, the agri-sector, civil society, non-governmental organisations, community-based organisations, etc.).

Role: To provide effective and appropriate services to agri-workers and their households

EXECUTIVE SUMMARY

The objective of this study was to *evaluate the processes and systems* whereby agri-workers and their households are *referred to* and are *provided with appropriate services* from the designated provincial departments, local government, and other organisations. This objective demanded a formative and an impact evaluation to determine programmatic strengths and weaknesses, with a focus on improving the quality, impact, and sustainability of the intervention programme.

The study applied an analytical framework to the research questions and followed a qualitative approach in the collection of primary data. This was complemented with a comprehensive literature review and a secondary quantitative data analysis of secondary data sources that consisted of documentary data, the Agri-Worker Household Census (AWHHC) database and other official population data sourced from Statistics South Africa.

Programme Design

The objective of people development is clearly eminent in the description of the intended outcome and impact of the programme under evaluation. This observation is supported in the titles of the directorates, programmes, and positions mandated by the Western Cape Department of Agriculture (WCDoA) to address and facilitate agri-worker development within the province. Agri-worker development is a defined outcome within the *Farm Worker Development (FWD)* sub-programme, which is set within the directorate *Rural Development* and coordinated by community *development* officers. It is thus reasonable to conclude that the objective of the programme under evaluation is clearly oriented towards human/people/community development.

A key challenge in designing and implementing programmes with the aim of human/people/community development within a bureaucracy relates to the fragmented design of government structures. This aspect was found to pose a specific challenge to the programme. Limited success was observed in bridging the fragmented parts of government to link service delivery with the outcome of human development to agri-workers and their households. Specific challenges identified in this regard are as follows:

- Service delivery is fragmented, urban-biased, and bureaucratically organised according to official service hours, regional offices, and official protocol. This has a profound impact on the level of access to the strategically important services that agri-worker households residing on farms enjoy.
- There is difficulty in developing and maintaining a shared prioritisation of a target group across the different spheres and departments and even within such domains. This not only hampers the execution of the programmes but also the materialisation of the administrative philosophy of a transversal government.
- Apart from a few cases, provincial, district, and local government departments generally do not consider agri-workers as a specific and separate target group for service delivery. Service delivery to this group is generally encapsulated under the umbrella of rural service delivery or simply general service delivery to the population at large. There is an underlying assumption in the planning and implementation of rural and other service delivery that a uniformity exists regarding citizens' needs, realities, and contexts. The specificity of the needs of agri-workers and their households are, therefore, not recognised or acknowledged by government agencies as objects of service delivery within the ambit of the government mandate.

- There is a general lack of definition in the programme documentation and in the answers to our questions directed at the various participants regarding *rural* and the diversities of rural situations.
- There is no clear definition of the vulnerabilities that agri-workers and their households are subject to. Addressing this is imperative in developing well-focused, appropriate, and effective service delivery with the desired impact.
- Developing limited strategic partnerships (guided by clearly defined programme outcomes) with key role players and organisations that provide services to agri-workers and their households is advocated.
- When considering the Referral System as operated within the FWD sub-programme (WCDa), the following was found:
 - i. The Standard Operating Procedures present no view of what agri-worker development entails. Hence, an outcome of development cannot be expected due to the lack of a theoretical argument.
 - ii. Currently, the Referral System functions as a mere administrative exercise and not a developmentally inspired and informed programme and is thus unable to act proactively towards improving quality of life in any manner.
 - iii. In its current form and design, the success of the system depends largely on the performance and priority areas set by other government departments since the mandate for most of the service that is required does not lie with the WCDa.

Programme Implementation

With the exclusion of the Western Cape Department of Health and of course the WCDa, no evidence could be found within provincial government departments of mechanisms that provide information on the need for support and intervention in agri-workers specifically.

Although dedicated portfolios for agri-worker support exist within local municipal structures, it was found that these portfolios are often occupied by a political appointment and not set within the official functions of the municipality. Given the nature and the periodic and cyclical character of political appointments, this leaves the efficiency and sustainability of the service delivery vulnerable to the political agenda and aspirations of the individual within the relevant agency. Furthermore, it disqualifies any opportunity for the long-term and sustainable implementation of a programme.

In general, however, the current nature of the programme for service delivery to agri-workers and their households was found to be purely reactive and mainly limited to and dependent on the Referral System operated by the FWD sub-programme. In evaluating the effectiveness and efficiency of the Referral System, the system was found lacking in several aspects, with the most significant finding being the lack of knowledge amongst almost all stakeholders regarding both the Referral System and the portfolio of community development officers (CDOs). The low level of knowledge pertaining to the existence of the Referral System is further accentuated in the low number of requests for assistance in relation to the size of the agri-community in the province.

Programme Outcome and Impact

Because of the absence of a clear and sufficient theory of change and a programme design that is only implied and not clearly defined, in effect not applied, it was not possible to make any assertions about the outcomes and the impact of the programme. Resulting from the lack of a clear programme design, it was not possible to plot the cause-and-effect processes that are illustrative of input, activities, and outputs regarding intended outcomes and impact trajectories.

Sustainability

Aspects that are important to consider in the process of community development intervention planning and its implementation and that relate directly to its sustainability include (i) the required scope of the intervention (i.e. geographic distribution and size of the target population); and (ii) the intention of the intervention (i.e. human development); and (iii) the available resources.

To achieve the above criteria, a well-defined transversal model for implementation and sustainability must be put in place. Such a model needs to define structures, processes, and protocol for service delivery clearly, and sufficient resources, including human resources, must be provided to ensure its efficiency and sustainability. The current Referral System, which needs a profound upgrading to cater for a sustainable outcome and impact, will have to reconsider its budget and human resource allocation (especially CDOs) for this purpose.

The evaluation also established that although a general awareness prevails of the challenges and vulnerabilities experienced by agri-workers and their households, service delivery is for the most part not tailored to cater for or to address these challenges and vulnerabilities. This is evident in four key observations:

- i. There is urban bias in government spending and thus service delivery. This is within a context of continuous budget cuts due to the ever-decreasing financial resources available for government spending, the resultants of the bleak economic realities in the country. This is probably best illustrated by an unsuccessful 20-year struggle for the provision of a secondary school reported by a councillor within a rural municipality included in our research. One of the consequences of this alleged neglect is the observed school-dropout trend from Grade 8 and beyond.
- ii. A general assumption underlying rural service delivery is that agri-workers residing on farms are not the responsibility of the government (particularly the local municipality) because they reside on private land. Although this may be true for aspects such as immediate provision of housing, water, and electricity, this line of argument surely cannot apply to essential services such as health, education, and transport. Access to these services located in the nearest towns should be possible for farm-based agri-worker communities as it is for their town-based counterparts.
- iii. The application of an urbanised service delivery model in rural areas and wards was noted. Although such a model suits a substantial number of households in rural towns, it largely excludes agri-workers and their households, even agri-workers residing in the town given their employment realities. For those leaving for work in the early hours of the morning and returning in the late evening, the hours of service delivery stubbornly remain within an urban framework of 08:00 to 16:00 from Monday to Friday, with no variation to accommodate the working realities of agri-workers. This also applies to those who reside on the farms during the week and only return home for the weekends and those who permanently live on the farms.
- iv. The primary and continued dependency of the agri-worker and her/his household on the support and services provided by the producer or farm owner/management was observed.

Key Findings

1. The FWD unit is not transversally and consistently connected to the broad system of governance with respect to service delivery by various key departments/spheres of government, non-governmental organisations (NGOs) or producers. This is possibly due to a lack of purposeful follow-through of inputs into the Integrated Development Plan (IDP) processes.

2. The criteria for service delivery within the ambit of the FWD unit were not specified—for example, effective, appropriate, sustainable (EAS) service delivery—quality checks were seemingly non-existent or at best minimal, and potential clients were unaware of such a system (with few exceptions).
3. A general lack of explicit focus and attention on agri-workers and their households as a target group for dedicated service delivery by government is evident. In fact, producers seem to be the most available and efficient service providers to this group of people.
4. With some notable exceptions such as health providers, a general failure by government was observed in fulfilling EAS service delivery. Such service delivery is defined within the human rights framework presented in the Constitution and is reported as a definitive mandate by all sections, units, and governmental departments within all spheres.
5. The study found major deficiencies in the delivery of educational and associated services for agri-workers' children of school-going age. These deficiencies have long-term, negative human development and career consequences for the children of agri-workers and for the availability of an appropriately qualified workforce for the agricultural industry. This aspect needs urgent and prioritised attention.
6. Again, with some exceptions, it was established that mainly because of an inefficient Strategic Operational Procedure (SOP), the Referral System to date has been unable to produce an EAS service delivery package to the agri-worker target group.

Recommendations

The report argues for the implementation of a comprehensive provincial strategy that is committed to the facilitation of agri-worker development in the province. The rationale for such a strategy is to be found in the key role of the agri-sector in both the provincial and national economies as a provider of jobs and food security and an enabler of socio-economic development and sustainability in rural towns and districts in the province. The implementation of such a strategy requires a transversal model that consists of three types of agents, with each allocated a specific role:

Enabling and supporting agent: Office of the Premier and Local Government

Role: To enable and support agri-worker development by (i) encouraging, enhancing, and resourcing service delivery that is effective, appropriate, and sustainable, thus contributing substantively to the enhanced quality of life of agri-worker households; and (ii) facilitating and implementing transversal governance that includes meaningful partnerships with civil society, NGOs and especially, agri-workers.

Coordinating agent: The WCDOA through the Rural Development Programme and the FWD sub-programme

Role: To establish, engage in, and sustain strategic partnerships that support the development agenda regarding the agri-worker household. This includes agri-worker organisations and representative bodies, producers/farm management and formal agricultural structures, and local and district municipalities as the main agents of development as mandated by the Constitution and the Municipal Systems Act, No. 32 of 2000.

Implementing agents: Partners aligned within strategic partnership structures (district and local municipalities, the agri-sector, civil society, NGOs and community-based organisations (CBOs) etc.)

Role: To provide effective and appropriate services to agri-workers and their households

Proposed way forward

- To lobby amongst all stakeholders for the prioritisation of agri-workers and their households as a vulnerable group that requires specific intervention due to the conditions of their employment and where applicable, geographic context.
- To formulate a provincial strategy for agri-worker development that will improve the quality of life and livelihoods of this target group. Such a strategy must be set within an SHD Framework that follows a community development approach in its implementation.
- To initiate a transversal governance support system to enhance, facilitate, and roll out service delivery to agri-workers and their households that is effective, appropriate, and sustainable.
- To develop and formalise strategic partnerships/alliances/structures with, amongst others, district and local municipalities, producers, agri-workers, the larger agri-sector, civil society, and NGOs/CBOs with the aim of coordinating and implementing the defined strategy for agri-worker development.
- To develop a Monitoring, Evaluation and Learning Framework in order to measure and guide project inputs, outputs and outcomes and eventually, impacts continually.

1. THE BRIEF

The Department of Agriculture (DoA) has identified a need for the evaluation of the existing system of service delivery to agri-workers and their households who are working and living in the Western Cape. Service delivery to agri-workers is framed and directed by several key policy and strategic frameworks (i.e. the National Development Plan [NDP]), the District Development Model (DDM), the Medium-Term Strategic Framework (MTSF), the WCDoA, and the Provincial Strategic Plan (PSP). These policy directives and programme frameworks are developed with the purpose of structuring government actions according to the associated targets and intended outcomes and impacts.

The NDP 2030 was drafted in August 2012 and is an important policy document that sets the core priorities and strategies for national development. The core priorities set out in the NDP are as follows:

- To eliminate poverty
- To reduce inequality and unemployment through inclusive economic growth
- To build human capabilities so that people can lead lives they value
- To enhance the capacity of the state
- To promote leadership and active citizenship throughout society

Chapter Six of the NDP prioritises the development of a rural economy with growing employment opportunities. In line with this priority and in support of its own priorities as defined in its MTSF, the WCDoA has remained committed to the coordination of rural development initiatives within the rural areas of the province.

The President's Coordinating Council (PCC) endorsed a new district-based model in 2019, with the main objective being to accelerate, align, and integrate service delivery by ensuring that municipalities are properly supported and adequately resourced. Through this model, development efforts are pursued through a single IDP per district (i.e. one district, one plan). These development plans outline the roles of each sphere of government and the roles of communities and civil society in attaining the development goals set for the respective district. The district-driven model is directed at transforming plans into action and ensuring proper project management and monitoring. This shift in planning is expected to

- narrow the distance between citizens and government and engender the active participation of citizens in development;
- enable long-term planning;
- provide responses to immediate 'burning' issues; and
- change the face of rural and urban landscapes by ensuring complementarity between urban and rural development with a deliberate emphasis on local economic development.

Priorities 4 and 6 defined in the MTSF of the WCDoA have specific relevance for rural development and this evaluation study. The priorities and associated impacts are defined as follows:

Priority 4: Consolidating the social wage through reliable and quality basic services

Impact: An inclusive and responsive social protection system

Priority 6: Social cohesion and safe communities

Impact: A diverse and socially cohesive society with a common national identity

The PSP identifies five vision-inspired priorities (VIPs), all applicable to agri-workers. The focus areas of these five VIPs are as follows:

VIP 1: Safe and cohesive communities

VIP 2: Economic growth and jobs with specific reference to employment in rural areas

VIP 3: Empowering people with specific reference to children, families, education, learning, youth skills, and health and wellness

VIP 4: Mobility and spatial transformation

VIP 5: Innovation and culture as embodied in integrated service delivery and good governance

The WCDoA is currently one of two provincial DoAs in South Africa that have a dedicated sub-programme for FWD. This sub-programme resides under the Rural Development Programme and was established in 2004 under the directive of the Western Cape Provincial Government with the specific purpose to ensure relevant, sufficient, effective, and sustainable service delivery to agri-workers and their households.

The official WCDoA website¹ describes the FWD sub-programme as follows:

The purpose of this sub-programme is to enhance the image and the socio-economic conditions of agri-workers and their families, through facilitation of training and development initiatives, in order to improve their quality of life.

Collaboration with industry partners and other government departments has been pivotal in ensuring access to government services for agri-workers and rural communities, addressing and stabilising potential volatility related to labour matters as well as promoting ethical practice on farms, ultimately contributing to international market accessibility. The sub-programme also investigates housing conditions and unfair labour practices of agri-workers on farms, as well as ensuring access to services through the referral system. (WCDoA, n.d.)

To facilitate access to services by both producers and agri-workers, the FWD sub-programme implemented a Referral System. The objective of this Referral System is to ensure that services, particularly in terms of constitutional rights and legislation directive, are available and easily accessed by agri-worker communities. The envisioned outcome of the Referral System is improved agri-worker livelihoods through appropriate, effective, and sustainable service delivery by the mandated authorities or departments.

This evaluation study originated from the need to determine the impact of services provided to agri-workers and their households. The scope of the evaluation study includes an assessment of the design of the service-delivery programme; its implementation, outcome and impact; and the sustainability of the achieved results.

The evaluation was completed by Soreaso consultants between January and August 2021. This report presents the findings of the evaluation and offers recommendations for improving service delivery to agri-workers and their households. A proposed theory of change is provided as a diagram together with a proposed implementation framework. This is presented against the background of a condensed literature review and an exposition of the evaluation methodology that was applied. A more extensive and detailed account of the research findings and outputs are presented as appendices to this report.

¹ <https://www.elsenburg.com/services-and-programmes/rural-development#s=Farm-Worker-Development>

2. CONDENSED LITERATURE REVIEW

(See Appendix 1 for the comprehensive literature review)

The reasons for embarking upon a special programme of agri-worker and family development that includes service provision are multifold and informed by historical and global information.

The literature on the historical deployment of labour relations within agriculture, specifically regarding the Western Cape, covers a period of more than three centuries. It starts with the need for labour sourced from the indigenous population (Khoikhoi/Khoisan) and sold as slaves (a practice that was well instituted by the Dutch East India Company [DEIC/VOC]). Such persons originated from a variety of regions, a small number from West Africa (Angola), some from East Africa (Mozambique, Zanzibar) and Madagascar (in literature called the Malagasy slaves), and others from the East Indies and Indonesian regions. The practice aimed to supply a workforce to the DEIC/VOC and the agricultural producers (the Free Burghers and owners of land) who were of European (Dutch, German, French, and later, British) origin.

This mix of people from three continents/regions of the world in the 17th and 18th centuries immediately proved to be a challenging project in which leadership was assumed associated with the landowner, who was later to become known as the producer and entrepreneur. A common lingua franca, Afrikaans (to which labour contributed significantly) was developed to enable effective communication. Strained relationships were characteristic of the time and were based on ethnicity more than race among the workforce groups and with landowners/producers². In the late 20th century, the agricultural workforce gained additional components comprising local black African persons, refugees and active job seekers from neighbouring or nearby countries such as Lesotho, Malawi, and Zimbabwe, and other more distant African countries.

An analytical perspective from literature regarding the production of (agricultural) goods and services lists four factors of production³. Naming them may be helpful in structuring one's thinking about the needs of workers and the provision of appropriate services (including goods) to satisfy/improve their livelihoods and enhance their quality of life. The four generic factors necessary for running an enterprise are as follows:

- *Land*: Refers to the state of the natural resources, the ownership thereof, cultural values, and technical knowledge
- *Labour*: Defined as the level of motivation and skill of human beings
- *Capital*: The level of resources available for future production rather than immediate consumption
- *Organisation*: The principles of combination and recombination of the three preceding factors. It involves the operation of institutions such as property and contract in addition to the activity of entrepreneurs.

The producer, as the owner of the land and the capital (and the labour under conditions of slavery) has the responsibility to integrate the factors of production in order to run a business successfully and sustainably. The factor of 'land' determines and drives the relationship between the producer and the labour, and define the type, quality, and quantity of labour needed and appointed for the varying

² Elphick, R. & Giliomee, H. (Eds.). 1979. *The shaping of South African society, 1652-1820*. Cape Town: Longman, pp. 3-169. Quoted verbatim.

³ Smelser, N.J. 1976. *The sociology of economic life*. 2nd ed. Englewood Cliffs, N.J.: Prentice Hall, pp. 30-31.

periods. This relationship largely provides the parameters for the integration of the available contracted workers, including their motivation and skills to perform their duties, into the enterprise (farm) system.

In the history of agriculture managed by European descendants in the 17th century, the character of the industry's labour relations assumed a particular cultural dimension, which has become known as paternalism. Commentators⁴ construed this social-cultural model for social relations as firstly political. The European mental state was one of superiority, a colonial, imperialistic trait and attitude towards indigenous people as inferior, 'primitive', and 'heathen'. Secondly, it was interpreted as socio-economic (the social stratification of rural settlement in the European countries of origin distinguished between the landowner as a [non-working] aristocrat and the tenant peasants [*serfs*] as the manual workers). Thirdly, it was construed as ideological (a behavioural model sanctioned by religious-moralistic motives grounded in a Biblical [especially Old Testament] sanctioned, patriarchal social structure with its uncritical assumption of slavery).

Paternalistic modalities have survived the various 'industrial revolutions' since the 18th century. These include the abolition of slavery (a human rights achievement); the commercialisation of agriculture (a differentiation from subsistence/self-sufficient community farming); and market-orientation and the need for rational management practices dictated by a third party, the market. Furthermore, mechanisation (due to technological development); improved communications and transportation (enabling the producer to keep track of markets); and scientific farming practices (the inevitable dawning of what increasingly has become known as the 'fourth industrial revolution' that sequels previous revolutions) are also included.

The fourth industrial revolution that currently presents in various manifestations and environments influences modern agriculture in the need for new and more sophisticated skills and practices. Such skills are not only to be mastered by tertiary graduated workers but also by manual workers who are or will be exposed to work environments that need to be accessed and negotiated by knowledgeable people in a number of areas such as artificial intelligence, robotics, additive manufacturing, and a host of other technologies⁵. State-of-the-art agricultural enterprises are well known (through media exposure) in South Africa and compare extraordinarily well with similar international businesses, entering competitively and successfully into the ever-changing and emerging global markets of the modern era.

Such sophistication in farming requires professional human resource policy and practices that apply scientifically tested procedures and protocol in enhancing workers' motivation, work ethics, skills levels, and the quality of their work, family, and community life. In fact, it needs to be recognised that the foregoing industrial revolution marks impending transformations in the systems that surround us—the political, social-cultural, economic, administrative-managerial, health, infrastructural, and other systems. Governance systems in directing public life and securing services provision are especially influenced in the enabling of public administration to communicate more effectively with the citizenry, including the agri-worker and associated populations.

Paternalistic policy, practices and procedures, even within a benevolent packaging, may prove to be an incompetent and unsustainable way of organising an enterprise. In addition, they may result in an

⁴ See for example: Cloete, P.O. 1972. 'n sosio-historiese ontleding van die arbeidsopset in die landboubedryf in Suid-Afrika. MA-tesis, Universiteit van Stellenbosch.

⁵ Schwab, K. 2018. *Shaping the future of the fourth industrial revolution – A guide to building a better world*. Cape Town: Penguin Random House South Africa.

inferior quality of labour and labour relations instead of a continuous regeneration of human capital and sustainable livelihoods among the agri-workforce, which is the expected positive outcome when applying supporting technologies to interact, network, and communicate with the implied beneficiaries.

Social research on the living conditions experienced by agri-workers and their families regrettably still demonstrates anachronistic living conditions in the 21st century. Research findings since the 1940s tragically confirm conditions such as powerlessness, isolation, insulation, deprivation, and marginalisation as key manifestations of a culture of poverty that has been reinforced and transferred from generation to generation. Many agri-worker communities demonstrate high levels of social pathology, substance abuse and health risks, dysfunctional families, lack of parental skills, and lack of role models. Access to facilities such as schools, training colleges, health clinics, and civil-service points is weak, deficient, or absent, and transport systems, if available, are often unaffordable, unsafe, or irregular. Communication technology is unavailable except for erratic cell-phone access. Cases of weak and insufficient literacy and numeracy still abound and are a sign of unpreparedness for the new era to come.

The Referral System, the administrative tool for accessing appropriate services to match self-defined needs (i.e. demand driven and thus reactive), is not widely known and, therefore, is not easily available or developmentally oriented. Additionally, the rural development drive by government that envisions 'sound and vibrant communities in rural areas' does not focus in a recognisable way on agri-worker communities and as a result, shows no significant impact on this neglected and often forgotten section of the population.

These findings indicate an insufficient local response to the international and national policies regarding the enhancement of human development among agri-workers. The general observation is that technological innovations have always been the most powerful impetus for the accumulation of wealth and increased wellbeing but unfortunately, these innovations benefit populations in advanced economies disproportionately. Prominent in promoting Sustainable Human Development (SHD) as a universal outcome was the 1992 adoption of Agenda 21 at the United Nations Conference on Environment and Development (UNCED) to include workers, trade unions, farmers, and a host of other groups, with specific mention of local authorities as a key group. The concept of sustainable agriculture and rural development (SARD) is enshrined in Agenda 21. Comprising key strategic processes in ensuring food security amidst the challenges that massive population growth are presenting, SARD emphasises the crucial role that agri-workers are playing in the world's wellbeing and hence, the need for their continued socio-economic development.

Agenda 21 was reinforced and expanded to adopt the **Millennium Development Goals** (2000 to 2015) and subsequently, the **Sustainable Development Goals** (SDGs) (2015 to 2030). The SDG Agenda for 2030 (now known as the New Agenda) recognised "that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development" (UN General Assembly, 2015: 1)⁶ that needs to be addressed in terms of three key dimensions—economic, social, and environmental. Similarly, in 2013, African countries under the auspices of the African Union called for Agenda 2063 to develop a plan for the next 50 years indicating ambitious goals for the future development of the African continent. Goal

⁶UN General Assembly. 2015. *Transforming our world: the 2030 Agenda for Sustainable Development*, 21 October. A/RES/70/1, Available at: <https://www.refworld.org/docid/57b6e3e44.html> [Accessed 19 September 2021]

5 envisages modern agriculture for increased productivity and production. At the reporting in 2020, this goal was assessed to be 8% achieved, with achievement as low as 2% in certain African areas. The qualitative comment on this goal is that it is 'off track' (Agenda 2063).

In conclusion, this outcome confirms that the ambitious nature of the goals of these global/continental agenda would require a far more and comprehensive effort and substantially more resources to keep to the milestones that are envisaged. Strategic thinking by the World Bank (2020) resulted in designing a Human Capital Index (HCI) that identifies the strategic areas for service delivery that have the most influence on the life chances of children reaching their potential by age 18. These include *health services that affect maternal and child health, nutrition, sanitation, affordable schooling, and financial support to vulnerable families through cash transfers and insurance*. While government (in all its manifestations) needs to be a key driver in the implied developmental process, it needs to recognise the value of partners such as the agricultural producers, CBOs, NGOs, philanthropic organisations, and faith organisations in strengthening local grassroots action and a comprehensive human rights outcome. This statement is supported by research evidence⁷ gained from farms that engaged non-governmental specialist organisations in programmes for substantive and sustainable human development (SHD) and personal empowerment of agri-worker communities (e.g. educational and career advancement and personal life enhancing). Government does not offer such initiatives.

3. EVALUATION METHODOLOGY

The purpose of the research called for the application of an evaluation research methodology⁸. Such a methodology employs social scientific methods to assess the implementation and outcomes of programmes for decision-making purposes. Put differently, the purpose of this research required the systematic application of social research procedures for assessing the conceptualisation, design, implementation, utility, and sustainability of social intervention programmes.

The objective of the study demanded an improvement oriented (formative) evaluation and an impact evaluation to determine the strengths and weaknesses of the intervention programme, with a focus on improving the quality, the impact, and the sustainability.

The study applied an analytical framework to the research questions and followed a qualitative approach in the collection of primary data. This was complemented with a comprehensive literature review and a secondary quantitative data analysis of the secondary data sources such as documentary data and the AWHHC database.

Qualitative information requires an ideographic approach⁹:

- One or a limited number of cases or events studied at a time
- In depth and an insider understanding of and perspective of events or cases in terms of the relationships between the constituent components of the phenomenon
- Interpretation within context
- Incorporating a multitude of factors, including the 'accidental'

⁷ Soreaso 2019–2020 evaluation of Waitrose social programmes (grape, wine, and deciduous fruit sectors of the Western and Northern Cape provinces)

⁸ As explained in Chapter 12: Babbie, E.R. & Mouton, J. 2001. *The practice of social research*. Cape Town: Oxford University Press, South Africa.

⁹ Adapted from: Groenewald, J P. 1986. *Social research: Design and analysis*. University Publishers, Stellenbosch.

- Full representation of the event/case under investigation
- Adequacy of explanation judged on grounds of comprehensiveness (i.e. inclusion of all data relevant to the event/case under investigation)

In a qualitative design¹⁰, as was the approach of this study, the methodological criteria for understanding an event/case/situation differ from those for a quantitative design in the following respects:

- Representation in qualitative research: Judgement of an explanation as adequate on the grounds of comprehensiveness and data saturation. The relevant aspects of the project under scrutiny need to be presented as extensively/completely as possible. This requires the definition of a set of criteria for selection and the intentional/purposive selection (i.e. sampling) of participants based on meeting these criteria. Applied to the current study, representation implies the intentional selection of participants.
- Credibility: Compatibility between constructed realities in the minds of participants and those that are attributed to them. This is referred to as internal validity.
- Transferability: Findings applicable to other contexts or with other participants. A detailed description of how the purposive sampling was done is required. This is referred to as external validity.
- Dependability: Is the design replicable and what are the chances that other researchers will reach the same findings? This is referred to as interpreting reliability.
- Confirmability: Objectivity in qualitative terms. This is the likelihood of another researcher using the same method and framework and arriving at the same conclusions.

3.1 Evaluation Questions

The evaluation consisted of an analysis of the implementation process (service delivery to agri-workers and their households) to establish causality, relevance, efficiency, effectiveness, and sustainability of service delivery with the aim of producing a set of key recommendations for ensuring effective and efficient service delivery to this target group.

The evaluation focused on four areas of the Referral System and the interventions: (i) Programme *design*, (ii) Programme *implementation*, (iii) Programme *impact*, and (iv) *Sustainability* of the programme.

3.2 Participant Groups

Guided by the units of analysis and observation, the following participant groups were identified for data collection:

- Community development officers appointed by the DoA to facilitate the Referral System coordinated by the Farm Worker Support (FWS) sub-programme
- Ward councillors for rural wards in the five non-metro districts
- Agri-workers who accessed the Referral System (database provided by the DoA)
- Producers/farm management of farms on the list provided by CDOs (list provided by the DoA)
- Agri-worker committees on farms from the list provided by CDOs (list provided by the DoA)
- Community development workers, healthcare workers and representatives of NGOs that work in agri-communities (rural communities).

¹⁰ Babbie, E.R. & Mouton, J. 2001. *The practice of social research*. Cape Town: Oxford University Press, pp. 274-278.

- Government officials (national, provincial, district and local spheres)

The sampling of participants was guided by the above categories. Official designation and thus functional role within key organisations were used as selection criteria rather than personal characteristics such as gender, age, and population group.

4. EVALUATION OF THE IMPACT OF SERVICE DELIVERY TO AGRI-WORKERS IN THE WESTERN CAPE

4.1 Introduction: The Rationale for the Evaluation Study

Service delivery to agri-workers involves the entire system of government and the other agencies involved in service delivery. Currently, agri-worker development is a mandate that is set within the WCDoA and that resides under the Rural Development Programme within the FWD sub-programme. The WCDoA implemented a Referral System as a tool to coordinate and facilitate service delivery to agri-workers in the province. Currently, the Referral System is coordinated and implemented by the FWD sub-programme. The key personnel for driving the Referral System include CDOs at the rate of one CDO per District/Metro Council in the Western Cape, thus six staff members in total.

No explicit theory of change has been defined for the FWD sub-programme. However, the implicit theory of change guiding activities and the implementation thereof seems to assume that the delivery of appropriate services to the individual agri-worker and her/his household will result in improvement of the quality of life of the individual and the associated household and ultimately, the larger agri-worker community.

4.2 Evaluation Objective and Theoretical Framework

The objective of this evaluation study was to determine the impact of service delivery on the agri-workers who reside in the Western Cape province and their households. The Terms of Reference (ToRs) defined the purpose of the study as follows: “[T]o *evaluate the processes and systems* whereby Agri-worker households are *referred* to and are *provided with appropriate services* [own emphasis] from the designated departments, local government and other organisations, responsible for these mandated services” (ToR: 3).

From the objective, two foci in relation to service delivery to agri-workers and their households are defined. The first relates to referral systems whereby access to services by agri-workers and their households is facilitated, with the second relating to the type and appropriateness of the services delivered to agri-workers and their households. The latter focus implies that service agencies must be cognisant of the most pressing developmental and socio economic challenges confronting agri-worker communities at present.

Two analytical frameworks were employed to guide both the data collection and the data analysis. The logic framework is a conceptual tool that guides the analysis of programme data in terms of programme content, format, and implementation. Figure 1 below illustrates the cause-and-effect processes leading from input, activities, and outputs to intended outcomes and impact trajectories.

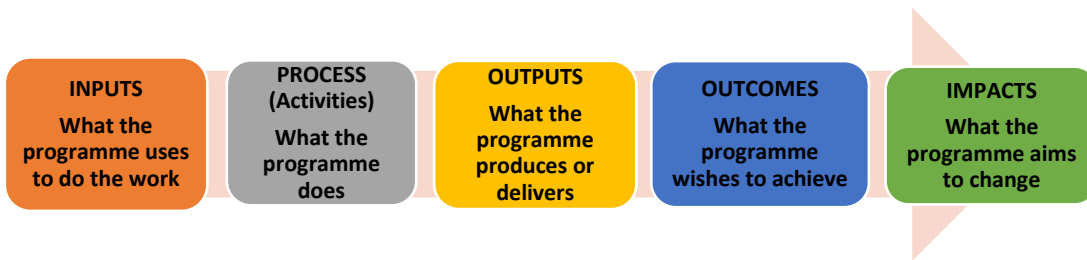


Figure 1: Logic framework

A second conceptual model of social programmes developed by Babbie and Mouton (2001) comprises another analytical framework that was used in the data analysis in addressing the evaluation objectives (see Figure 2 below). This framework guides the ‘mapping’ of the relationship between the programme goals (Dimension 1) and the target group (Dimension 2) with the understanding that *by definition, a (social) programme is conceptualised and designed to address the needs of a particular target group*. In addition to the programme goals and target groups, this framework considers a further six dimensions:

- Dimension 3: The operationalisation of goals into measurable outcomes
- Dimension 4: The programme components, meaning the actual mechanisms and means of implementation
- Dimension 5: Programme management
- Dimension 6: Human resource base
- Dimension 7: Stakeholders
- Dimension 8: The context

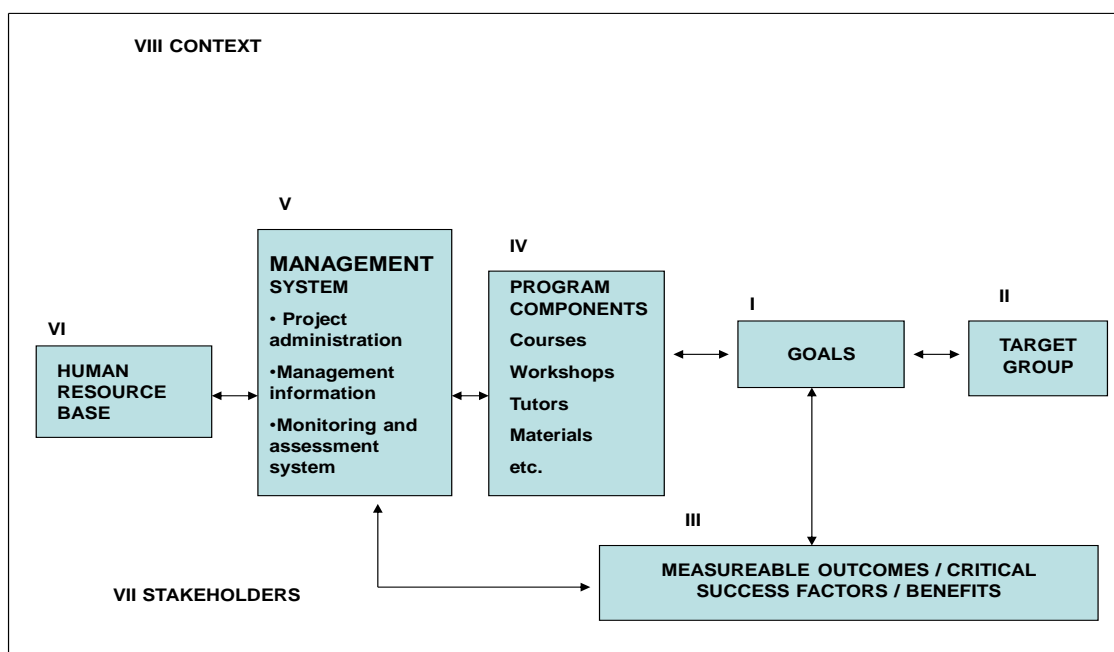


Figure 2: Conceptual model of social programmes

Source: Babbie & Mouton, 2001

The current programme evaluation and report is structured according to the four focus areas prescribed by the ToR for this evaluation study, which are (i) Programme *design*, (ii) Programme *implementation*, (iii) Programme *outcome and impact*, and (iv) *Sustainability* of the programme.

Guided by the two theoretical frameworks, answers are provided for the evaluation questions as defined for each focus area.

4.3 Evaluation Findings

4.3.1 Programme Design

The mandate for agri-worker development resides within the sub-programme for FWD in the WCDoA. The purpose of this sub-programme is to enhance the image and socio-economic conditions of agri-workers and their households with the aim to improve their overall quality of life. This is attempted by means of training, development initiatives, ensuring access to services by means of the Referral System and investigating conditions of housing and unfair labour practices.

From the programme description, the target group is clearly defined as agri-workers and their households. The WCDoA defines an agri-worker as an individual who holds a contractual agreement with the producer/management of a farm. This contractual agreement can be permanent, contractual, or seasonal in nature and encompasses the three levels of agricultural production, the primary, secondary, and tertiary levels of production. Services of the Department are delivered to agri-workers irrespective of citizenship or place of residence (i.e. on or off the farm). Furthermore, the Department provides extended services to include the household members of agri-workers, retired and disabled individuals living on the farm, cleaning/domestic workers, and security guards.

Although appreciating the reasoning underlying such a broad scope in defining a target group for an intervention programme ensures inclusivity, the risks to such an approach should, however, also be noted. With such an extensive target group, the programme is at risk of limiting its impact within an already overstretched environment regarding both human and financial resources. Merging the concepts and programmes of FWD and rural development should be avoided. Naturally, the development of farm workers will affect and include aspects of rural development and vice versa, but the one does not necessarily equal the other.

Another aspect to consider when defining the target group for the programme is the common sense or everyday description of the agri-worker. Such a definition is based on everyday experience, uncomplicated and simple, with the result that it is also less inclusive. In general, agri-workers are perceived as individuals who are employed on a farm and who are directly involved in the agricultural activities of that farm. Thus, employment of such individuals ranges from labour-related duties to the overall agricultural activities of the farm. In the popular perception, domestic workers and security guards are not viewed as agri-workers although these two employee groups are included as 'farm workers' in the official legislation.

These observations highlight the tensions inherent in social-development programmes that must recognise the realities of the situation while drawing on resources originating from external and often bureaucratic organisations from both governmental and non-governmental sectors. In the case of agri-workers, one generally is dealing with a group of households that is residing on private land yet is subject to legislative directives. However, agri-workers, similar to the rest of the South African

population, are within their rights to claim full recognition as citizens of the country. Increasingly, the location of residence does not decisively matter since many agri-workers and their families are town-based. The real issue, as discovered through this evaluation study, is that service delivery is fragmented, urban-biased, and bureaucratically organised according to official service hours, regional offices, and official protocol. This has a profound impact on the level of access by agri-worker households residing on farms (see Appendix 4).

Another challenge identified by the evaluation study is the difficulty in developing a shared prioritisation of a target group across the different spheres and departments, and even within such domains. This not only hampers the execution of the programmes but also the materialisation of the administrative philosophy of a transversal government. This is demonstrated inter alia by the general lack in defining agri-workers as a designated target group for service delivery.

The evaluation found that apart from a few cases, provincial, district, and local government departments generally do not consider agri-workers as a specific and separate target group for service delivery. Service delivery to this group is encapsulated under the umbrella of rural service delivery or even as part of general service delivery to the population at large. There is thus an underlying assumption in the planning and implementation of rural or other service delivery that a uniformity exists regarding citizens' needs, realities, and contexts. The research further found a general lack of definition in the programme documentation and in the answers to our questions that were directed at the various participants from a *rural* location and regarding the diversities of rural situations.

This approach to rural service delivery stands in contrast to the general perception and agreement of the vulnerability of agri-workers and their households. This vulnerability is well noted in discussions with agents of service delivery, yet its articulation and inclusion in planning and implementing service delivery is generally lacking. This could in part be attributed to the lack of a clear understanding of what 'vulnerability' in association with agri-workers precisely implies.

For successful programme implementation (see the following section), it is essential that a clear answer to this question is reached in the design of the programme. Only in developing a clear concept and understanding of the aspects that make and leave this group more vulnerable or have a set of unique vulnerabilities compared with other rural dwellers, can well-focused and appropriate strategies be developed for effective service delivery with the desired impact.

The research alludes to some vulnerabilities that apply specifically to agri-workers and their households (see detailed report in Appendix 4). These include the following:

- Employment context of agri-workers. The nature of employment (particularly with reference to working hours, type of contract, and place of work compared with place of residence) affects several aspects of the lives of agri-workers and their households. These include restricted or effectively, no access to government services (i.e. childcare, involvement in the school and social life of their children, etc.) often due to long and fixed working hours.
- The non-availability and/or non-affordability of (public) transport to access these services compound the situation described above.
- Another example of the peculiar situation of agri-worker households refers to the limited or lack of access to educational opportunities and facilities due to both the absence of such facilities in rural areas and the lack or unaffordability of transport to convey children of school-attending age to these facilities.

- Lack of consistent and comprehensive communication between government and agri-workers.
- Lack of information due to insufficient media and ICT.
- Growing need for social support.

Although strategic partnerships with key role players and organisations that provide services to agri-workers and their households exist, these are limited to only a few municipalities and provincial government departments (particularly the Department of Health). The research found generally weak links and deficient strategic partnerships between the CDOs and officials employed at municipalities. In cases where functional links exist, the evidence is clear that the efficiency is superior in the agri-worker support that is offered and in the desired resultant outcomes.

Such linkages are, however, not prescribed in the SOPs for the Referral System (see Appendix 6). The SOP in fact was found to be lacking in directive and in managing the referral process for results. Furthermore, the SOP presents a very limited view of what agri-worker development entails. With no decisive action other than simply a referral, a positive outcome of development cannot be expected.

Currently, the Referral System functions as a mere administrative exercise and not a developmentally inspired and informed programme and thus, it is not able to act proactively in any manner. It is important to understand that referrals are by nature demand driven and are thus reactive. Furthermore, in its current form and design, the success of the system depends largely on the performance and priority areas set by other government departments since the mandate for most of the services that are required does not lie with the WCDoA.

To ensure a more pro-active and developmental approach than the current reactive nature of the programme, it is necessary to reconsider some key aspects of the programme design. The first aspect that needs clarification in the programme design is the intention of the programme. What does the programme aim to accomplish or what change does it want to bring about? As noted earlier, the programme currently seems to be guided by the implicit assumption (theory of change) that should agri-workers and their households be provided with the appropriate services (input), this will by default inevitably result in the improvement of the quality of life of these individuals and their households (impact). As defined by the PSP, this will be observed in the following ways (outcomes):

- Diverse socially cohesive and safe communities
- Growth in employment
- Empowered people
- Increase in mobility and spatial transformation
- Higher premium on innovation and culture

With the intention of the programme clearly set out, the next requirement is to conceptualise and operationalise the desired outcomes into measurable indicators that are illustrative of the intended social change. This will serve the purpose of both informing the required actions to achieve the desired outcomes and impact and will allow for continued monitoring and evaluation of the programme. A clear understanding of the required actions will further allow for the identification of the required and relevant role player to address each respective action.

The second aspect relates to the programme theory that underlies and directs the programme. From the language used in official WCDoA documents, it would seem that the implicit theory of change is set within a community development framework. Within this theoretical framework, the main objective is the improvement of people's quality of life by addressing their needs. However, it is

important to recognise that community development literature places a high premium on the voice of the people who are the subjects or beneficiaries of such a programme. The targeted group such as agri-workers and their households should be empowered and enabled to voice their needs independently and to address such needs. Human dignity, participation, and self-help potential are thus emphasised in a sustainable community development approach with a focus on how people can contribute to their own development and empowerment and ultimately take charge of their lives.

Community Development Theory provides for a planning process that offers opportunities for the target group and community stakeholders to co-participate in the formulation of strategic services and programmes to the benefit of the target community. The participation of potential beneficiaries in development initiatives can at times be a laborious process but if properly executed can lead to fundamental empowerment. The planning process that sets the programme's framework could be guided by the following directives:

- All involved parties to co-determine and prioritise the needs of the target groups
- Determine key stakeholders that can add value to partnerships in the programme (i.e. government spheres, producers, private sector, specialist community organisations)
- Establish strategic networks and service delivery agreements as a deliberate strategy to address the prioritised needs effectively
- Facilitate partnerships and co-ordinate the development initiatives for the designated target group
- Sustain established partnerships and networks
- Mobilise resources

It is critical that an agri-worker development programme is cognisant of the strategic importance of involving producers and farm management as key and strategic stakeholders in the arena to agri-worker development. Firstly, such a strategic reliance is based on the dependence of the agricultural industry on agri-workers for the economic survival and growth of the sector. Secondly, it is an indisputable fact that the agricultural sector has to a large extent accepted the responsibility for agri-worker development as part of its social responsibility portfolio. The sector has assumed the mandate due to historical reasons, as explained in the literature review, and the inability of government to provide a comprehensive set of developmental services as required. Clearly, producers and farm management have seen and reaped both the economic and social dividends in investing in the personal and socio-economic wellbeing and empowerment of agri-workers (and their livelihoods) to ensure their own economic viability and sustainability. This group thus not only features as an essential stakeholder but also as a very important and strategic resource and partner in any venture or programme for agri-worker development.

4.3.2 Programme Implementation

The second component of the evaluation study considered the *effectiveness* and *efficiency* of the programme, particularly how it addresses the needs of agri-workers and provides them with the appropriate services.

No evidence could be found at any provincial government department, excluding of course the WCDoA, for a mechanism that provides information on the need for support or intervention with regard to agri-workers. This is to be expected given the fact that agri-workers are generally not defined as a specific target group for service delivery.

Although dedicated portfolios for agri-worker support exist within local municipal structures, it was found that these portfolios are often occupied by a political appointment and are not set within the official functions of the municipality. Given the periodic and cyclical character of political appointments, this leaves the efficiency of the service delivery vulnerable to the focus of choice, political agenda and aspirations of the individual within the relevant agency. Furthermore, this disqualifies any opportunity for the long-term and sustainable implementation of a programme. In the few municipalities where agri-workers are defined as a specific target group or even simply acknowledged within a broader development approach, a stronger focus, involvement, and efficiency in agri-worker support was noted.

In general, however, the current nature of the programme was found to be purely reactive and mainly limited to and dependant on the Referral System operated by the FWD sub-programme. In evaluating the effectiveness and efficiency of the Referral System, the system was found lacking on several aspects.

The first and most apparent finding was the lack of knowledge amongst almost all stakeholders regarding both the Referral System and the portfolio of CDOs. However, although nearly all participants indicated little or no knowledge of the CDOs at the WCDoA, when the names of the CDOs were mentioned, some participants did recognise the officials and their association with the WCDoA. In a few instances, the participants were not even aware that the individual CDO was in the employment of the WCDoA. The fact remains, therefore, that the existence of a CDO as a specific portfolio and function within the WCDoA is generally not well known by stakeholders. This finding was established amongst all stakeholder groups, government, and private and community organisations alike. This reality is probably most clearly illustrated with interviews conducted with individuals who have made use of the Referral System.

A list of 100 names of persons registered for referral was provided to the research team by the CDOs, with whom 31 interviews were successfully completed¹¹. Of the 31 participants, 21 had no knowledge of the Referral System or the CDO. Of the ten participants who indicated they were acquainted with the Referral System and the CDO, eight indicated that their enquiry for assistance was dealt with successfully.

These findings are in marked contrast with findings emanating from the analysis of the monthly reports submitted by the CDOs (see Appendix 5 for detailed report). From these reports, it is very clear that support is provided by the CDO via the Referral System¹². Ranked from the most requested to the least, the referrals were noted as requests for assistance in the following:

1. Humanitarian relief
2. Social matters¹³
3. Assistance for education
4. Application for learnerships and bursaries
5. Internal training matters referred to FET/College

¹¹ Although all 100 contacts were followed up, only 31 interviews could be concluded. In the case of 25 telephone numbers, no calls were answered, 3 persons were not available to talk, 5 numbers did not exist, 24 calls repeatedly went to voicemail, and 12 attempts were wrong numbers.

¹² The analysis showed the number of referrals to range from a low of 303 referrals for the financial year 2018/2019 to a high of 535 referrals for 2019/2020.

¹³ Social matters include birth registrations, day-care registrations, ID cards, obtaining birth certificates for school-going learners, NPO registrations, pension, psycho-social support, South African Social Security Agency (SASSA) grants, Social Relief in Distress grant, substance abuse, trauma counselling, and youth services.

6. Labour matters
7. Evictions
8. Household/community food gardens
9. Farming information and assistance

The low level of knowledge pertaining to the existence of the Referral System is further accentuated in the low number of requests for assistance considering the size of the agri-community in the province.

4.3.3 Programme Outcome and Impact

In the absence of a clear and sufficient theory of change and a programme design that is only implied and not clearly defined, thus in effect not applied, it is not possible to make any assertions about the outcomes and impact of the programme. Due to the lack of a clear programme design, it is not possible to plot the cause-and-effect processes that are illustrative of input, activities, and outputs towards intended outcomes and impact trajectories.

The assumption that the programme would lead to improved quality of life can only be tested against a clear baseline. The AWHHC (2013–2017) would have presented a baseline, but in the absence of a programme design that specifies key outputs and outcomes and their indicators that could serve as a portfolio of evidence, this was not possible. Should this have been possible, the TOR would then have required a follow-up survey to measure the differences in quality of life achieved over the period. Therefore, in order to set up a proper monitoring and evaluation framework for the programme, much design and clarifying work still needs to be done.

To map the relationship between programme goals and the target group, it is imperative that the eight dimensions of social programmes listed earlier in the section are clearly defined in the programme design. The eight dimensions refer to programme goals, the target group, the operationalisation of goals into measurable outcomes, the programme components (meaning the actual mechanisms and means of implementation), programme management, human resource base, stakeholders, and the context within which the programme has been conceived (Babbie & Mouton, 2001).

4.3.4 Sustainability

The objective of people development¹⁴ is clearly eminent in the description of the intended outcome and impact of the programme under evaluation. This observation is further supported in the titles of directorates, programmes and positions mandated by the WCDoA to address and facilitate agri-worker development within the province. Agri-worker development is a defined outcome within the FWD sub-programme that is set within the directorate Rural Development and coordinated by CDOs. It is thus reasonable to conclude that the objective of the programme under evaluation is clearly oriented towards humans/people/community development.

When embarking on the development of people, be they individuals, a group or a specific community, there is a clear assumption that a need exists or was identified to take someone or something from a poor/disadvantaged/excluded state to an elevated, improved, and included state of being. The United

¹⁴ For the purpose of this report, the term people development includes reference to human development, social development and community development, notwithstanding the subtle differences that these various terms carry, which may be important in other contexts.

Nations define human development as an approach for the advancement of human wellbeing. “Human development – or the human development approach – is about expanding the richness of human life, rather than simply the richness of the economy in which human beings live” (UNDP, 2021:1).¹⁵ Without underplaying the importance of the economy as a dimension in human development, it is well understood that such development is multi-dimensional and that these dimensions are multi-layered, non-hierarchical, irreducible, and incommensurable and constitute basic types of human ends (Alkire, 2002)¹⁶.

The concept is well understood and prioritised in the South African policy context, especially since the onset of the democratic era. The Population Policy for South Africa promulgated in April 1998 defines Sustainable Human Development as the extension of people’s choices and capabilities through the formation of social capital to meet the needs of the current generation as equitably as possible without compromising the needs of future generations. This approach is fully complementary to the national development strategy and is related to sectoral policies¹⁷.

Human development as a developmental framework has been widely discussed in international literature, especially since the early 1990s, and it is this research that we drew upon. The approach constitutes three foci, people, opportunities, and choices¹⁸.

People: The human development approach focuses on improving the lives that people live rather than assuming that economic growth will automatically lead to greater opportunities for all. Income growth is an important means to development rather than an end in itself.

Opportunities: Human development is about allowing people more freedom and opportunities to live the lives that they value. In effect, this means developing people’s abilities and offering these people the opportunities to use them.

Choices: This focus entails providing people with opportunities that will allow them to exercise their preferences and choices in their own lives.

The requirement for sustainability, however, extends the understanding and appreciation of the principles of human development. According to Mahbub ul Haq,¹⁹ a prominent and esteemed protagonist of the human development movement, such principles find expression in the following four essential components of the paradigm:

- *Equity:* If development is to enlarge people’s choices, people must enjoy equitable access to opportunities.
- *Sustainability:* The next generation deserves the opportunity to enjoy the same wellbeing that we now enjoy.
- *Productivity:* Productivity requires investments in people and an enabling macroeconomic environment for them to realise their maximum potential.

¹⁵ United Nations Development Programme (UNDP). n.d. *About human development*. Human Development Reports. Available at: <http://hdr.undp.org/en/humandev> [Accessed: August 2021].

¹⁶ Alkire, S. 2002. Dimensions of human development. *World Development*, 30(2):181-205.

¹⁷ Republic of South Africa. Department of Social Development. n.d. *Population policy for South Africa, April 1998*. Available at: https://www.westerncape.gov.za/assets/departments/social-development/population_policy_for_south_africa_1998.pdf [Accessed: August 2021].

¹⁸ Alkire, S. 2002. Dimensions of human development. *World Development*, 30(2):181-205.

¹⁹ ul Haq, M. 1995. *Reflections on human development*. New York, NY: Oxford University Press.

- *Empowerment*: In essence, empowerment means that people are in a position to exercise their choices freely.

Human development centres on two pillars: (i) enhancing human abilities, and (ii) creating the conditions that will facilitate and result in human development. The dimensions that constitute each of these pillars are illustrated in Figure 3 below. Based on the three human abilities in the figure, these dimensions can, and are indeed, translated into measurable indices such as the Human Development Index. It is, therefore, a practical tool for gauging to what extent sustainability has been achieved.

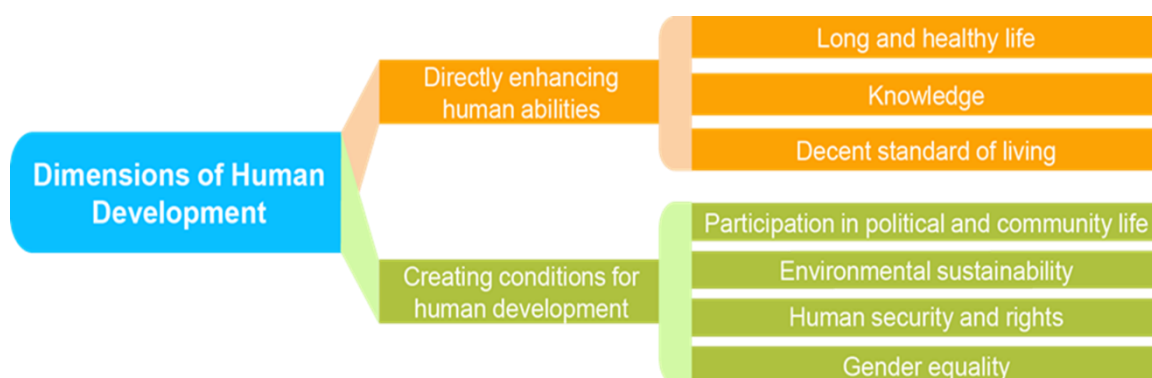


Figure 3: Dimensions of human development

Source: UNDP, 2021²⁰

It would be feasible to develop a baseline Human Development Index together with other indices relating to the four conditions for advancing human development of the target group of agri-workers and their households residing in the Western Cape. As the development programmes progress, measures could be taken to establish the extent to which the goals of the programmes have been achieved. Such an exercise would be an invaluable and worthy sequel to the AWHHC.

Another important aspect to consider in the process of community development intervention planning and implementation relates to (i) the required scope of the intervention (i.e. geographic distribution and size of the target population), (ii) the intention of the intervention (i.e. human development), and (iii) the available resources. The nature of the programme activities is guided by the general intention of the programme. In turn, the nature of the activities and the scope of the programme determine the resources that are required for effective, efficient, and sustainable implementation. The evaluation indicated that these three aspects as they apply to the FWD sub-programme hold an unrealistic expectation for human development, given the large scope within the context of very limited resources. The scope for this programme is briefly described in the following overview of the Western Cape province.

This Western Cape province covers an area of 129 462 km². It is characterised by exceptionally diverse typography, climate, and population distribution trends. The province is divided into one metropolitan city (City of Cape Town), five district municipalities, 30 municipalities, and 421 wards, of which one third (133) are rurally situated in 12 rural areas. Agri-workers constitute 17% of the employed in the province, with approximately 400 000 people directly and indirectly employed by industries in the

²⁰ United Nations Development Programme (UNDP). n.d. *What is human development?* Human Development Reports. Available at: <http://hdr.undp.org/en/content/what-human-development> [Accessed: August 2021].

agricultural value chain. There are more than 9 480 small-scale farmers and 6 653 commercial farmers in the province.

From the above description, it is clear that the target area is large and dispersed and the target group is significant. Given this large scope together with the already noted complex nature of the human needs that are set to be addressed by a fragmented bureaucratic system would require a model that is not only transversal in nature but also has clearly defined structures, processes, and protocol in addition to increased resources including human resources. The current Referral System, which needs a profound upgrading to cater for a sustainable outcome and impact, will have to reconsider its budget and human resources (especially CDOs) for this purpose.

The evaluation also established that although an overall awareness of the challenges and vulnerabilities experienced by agri-workers and their households prevails, service delivery models are generally not adopted to cater for and address these challenges and vulnerabilities. This is evident in four key observations:

1. Urban bias in government spending and thus service delivery was observed: This is within the context of continuous budget cuts due to the ever-decreasing financial resources that are available for government spending as a result of the bleak economic realities in the country. This is probably best illustrated by a 20-year struggle for a secondary school, as reported by a councillor within a rural municipality that was included in our research.
2. A general assumption underlying rural service delivery is that agri-workers residing on farms are not the responsibility of the government (particularly the local municipality) because they reside on private land. Although this may be true for aspects such as immediate provision of housing, water, and electricity, this line of argument surely cannot apply to essential services such as health, education, and transport. Access to these services that are located in the nearest towns should be possible to farm-based agri-worker communities as it is for their town-based counterparts.
3. The application of an urbanised service delivery model in rural areas and wards was noted. Although such a model suits a substantive number of households that reside in rural towns, it largely excludes agri-workers and their households, even agri-workers living in the town given their employment realities. For those leaving for work in the early hours of the morning and returning in the late hours of the evening, the hours of service delivery stubbornly remain within an urban framework of 08:00 to 16:00 from Monday to Friday with no variation to accommodate the working realities of agri-workers. This also applies to those who reside on the farms during the week and only return home for the weekends and those who permanently live on the farms.
4. The primary and continued dependency of the agri-worker and her/his household on the support and services provided by the producer or farm owner/management was observed.

Although several studies have investigated the different factors that could influence programme sustainability, a comprehensive list of such factors unfortunately does not exist (Ceptureanu, Ceptureanu, Luchain & Luchain, 2018)²¹. This could be attributed to the unique nature and subsequent challenges and demands of each community and how each community development project needs to

²¹ Ceptureanu, S.I., Ceptureanu, E.G., Luchain, C.E. & Luchain, I. 2018. Community based programmes sustainability: A multidimensional analysis of sustainable factors, *Sustainability*, 10(3):870. <https://doi.org/10.3390/su10030870>

adjust to the specific contextual environment and its needs. However, some key principles can be offered to assist and guide the process of community development.

Ceptureanu *et al.* (2018) offer a conceptual model for sustainable community development programmes that considers three types of sustainability factors for community-based programmes. The three types of sustainability factors defined by the authors are (i) programme factors, (ii) organisational factors, and (iii) community factors. The section below briefly summarises the three types of sustainability factors deemed relevant for the programme under evaluation (see Appendix 6 for a more detailed description).

(i) Programmes factors

Refers to all the elements that must be considered in designing the intervention programme. In essence, it relates to the successful operationalisation of a clearly defined programme theory, programme objective, target group, and context and specifies the strategic activities towards implementation of the programme and the monitoring and evaluation thereof.

(ii) Organisational specific factors

Refers to the organisational structure and character of the implementing organisation and how these must be considered in planning for the implementation of a programme that is effective, efficient, and sustainable.

(iii) Community-specific factors

Refers to the ability of the intervention programme to facilitate, develop, and coordinate community participation. In working towards a sustainable programme, it is necessary that the above factors are considered and incorporated into a comprehensive programme design and framework.

4.4 Conclusion

This section presented the programme evaluation according to the four focus areas prescribed for this evaluation study (i) programme *design*, (ii) programme *implementation*, (iii) programme *outcome and impact*, and (iv) *sustainability* of the programme. The key findings of the evaluation are summarised as follows:

- a) The FWD unit is not transversally and consistently connected with the broad system of governance with respect to service delivery by various key departments/spheres of government, NGOs and producers, possibly due to a lack of purposeful follow-through of inputs into the IDP processes.
- b) The criteria for service delivery within the ambit of the FWD unit were not specified, for example, as EAS service delivery. In addition, quality checks were seemingly non-existent and at best, minimal, and potential clients were unaware of such a system (with few exceptions).
- c) A general lack of explicit focus and attention to agri-workers and their households as a target group for dedicated service delivery by government was found. In fact, the producers appeared to be the most available and efficient service providers for this group of people.
- d) With certain notable exceptions such as health providers, a general failure by government was observed to fulfil effective, appropriate, and sustainable service delivery, as defined within the human rights framework specified within the Constitution and reported as a definitive mandate by all sections, units, and departments of government within all spheres.

- e) The study found that there are major deficiencies in the delivery of educational and associated services to school-going children of agri-workers. These deficiencies have long-term, negative human development consequences for the children of agri-worker households and for the future staff of the agriculture industry.
- f) Again, with some exceptions, it was established that mainly because of an inefficient SOP, the Referral System has been unable to date to produce an effective, appropriate, and sustainable service delivery package to the agri-worker/household target group.

In the view of the findings and associated discussions, a final observation and comments regarding the way forward are required. The need for a comprehensive strategy that is committed to the facilitation of and the involvement in agri-worker support in the province is uncontested. In fact, it is supported, given the prominence of the agri-sector in the national and provincial economy and the need for ensuring the sustainability and stability of the agri-sector and thus the rural towns in the province.

The following aspects need specific consideration in setting up the programme design:

1. *Clear identity/purpose of the programme:* The programme focus is on the social/human/community development of agri-workers and their households with the programme theory set within the ideas of SHD. The Referral System constitutes a part of this programme.
2. *Where should the agenda of agri-worker development be placed within the provincial governance system?* The need to conform to a transversal model in the design and implementation of an agri-worker development model is clear from the evaluation study. While being cognisant of the workings of a three-tiered governance system and the associated mandates and what is required to implement, coordinate and manage a programme that is aimed at holistic human development, a suitable platform must to be identified or created to enable the implementation of such a programme. A division in government with the transversal capacity to support an overarching development programme is required.
3. *What could such a transversal model look like?* Currently the agenda/mandate for the implementation of FWD resides within the FWD sub-programme. This sub-programme constitutes part of the Rural Development Programme within the WCDoA. This is a logical fit given the aspects offered in this report that involve and support the development of the agri-worker community (i.e. Sustainable Agriculture, Sustainable Development, Food Security, Environment and Economic Development). All of these aspects are recognised as extending across governance structures and thus require a transversal governance capacity for the implementation of a holistic development programme. It is argued that within this setting, the Office of the Premier could play a pivotal role together with the WCDoA in propagating, funding, and advocating the case for agri-worker development with the FWD sub-programme remaining the implementing agent.
4. *The issue of partnerships:* More focus and effort is needed regarding forming, engaging in, and sustaining strategic partnerships that support the development agenda defined for agri-workers and their households. These partnerships should include agri-worker organisations and representative bodies, producers/farm management and formal agricultural structures, with local and district municipalities as the main agents of development as mandated by the Constitution and local government: Municipal Systems Act, No. 32 of 2000.

5. The application of the *Community Development Process as an implementation, monitoring and evaluation framework* for an agri-worker development programme²².

5. DRAFT THEORY OF CHANGE FRAMEWORK TO ENABLE AND SUPPORT SERVICE DELIVERY TO AGRI-WORKERS AND THEIR HOUSEHOLDS IN THE WESTERN CAPE

Diagram 1: Framework for a mechanism to facilitate service delivery to agri-workers in the Western Cape: Draft Theory of Change (p. 23)

Diagram 2: Theory of Change (ToC) Framework for a transversal model enabling and supporting service delivery to agri-workers in the Western Cape

²² For a description of such a process see the following resource:
Cloete, P., Groenewald, C., & Van Wyk, M. (Eds.). 1996. *People first? A practical guide to community development*. Community Leadership Project, University of Stellenbosch.

Framework for a mechanism to facilitate service delivery to agri-workers in the Western Cape

DRAFT Theory of Change

TARGET GROUP/ BENEFICIARIES

Agri-workers and their households in the Western Cape (+/- 400 000)

CHALLENGE TO ADDRESS

The need for a **clearly defined and comprehensive transversal strategy** to support, enable, and improve the livelihoods and the quality of life of **agri-workers** and their households through appropriate, effective, accessible, and sustainable **service delivery**

RATIONALE FOR PRIORITISING AGRi-WORKER DEVELOPMENT:

- Agriculture constitutes 4.3% of the Western Cape provincial economy.
- 17% of all employment is in agriculture.
- Agri-workers have a central role to play in the sustainability of the agricultural sector, economic sustainability of the province, and food security in the country.
- The majority of the population in rural areas are agri-workers and thus key stakeholders in the sustainability and the stability of rural towns.
- Constitutional human right to have access to delivered services as South African citizens and human beings.
- Rural districts lack agri-worker development programmes.

AGENTS

ENABLING AND SUPPORTING AGENT: Office of the Premier and local and district government via the IDP/DDM (see Appendix 8 for notes regarding roles of local government and DDM)

COORDINATING AGENT: DoA: Rural Development Programme, FWD sub-programme (CDOs)

IMPLEMENTING AGENTS: FWD sub-programme and partners aligned within strategic partnership structures (district and local municipalities, agri-sector, civil society, NGOs/CBOs, etc.)

ACTIVITIES TO DELIVER A SERVICE DELIVERY FRAMEWORK:

1. Develop a clear agri-worker development strategy operationalised in terms of clear and measurable action plans. Strategy to be steered by the Rural Development Directorate, FWD sub-programme and integrated by programmes/units in the Department.
2. Appropriately fund and staff the delivery programme for implementation of the strategy aimed at agri-workers and their households.
3. Formulate a **consistent, transversal strategy** to strengthen referrals and thus support and improve the livelihoods of agri-workers and their households.
4. Lobby and adopt a more strategic role for all government departments and local municipalities to establish and implement a transversal network to facilitate service delivery to agri-workers.
5. Prioritise agri-worker development within all provincial departments and district and local governments.
6. Establish cooperative relationships and partnerships between provincial, district and local government officials occupying strategic portfolios to facilitate service delivery to agri-workers and their households.
7. Develop a comprehensive and appropriate communications strategy considering the various stakeholder groups and partners.
8. Set up key networks and partnerships with actors in the NGO/CBO sectors that support the agri-workers.
9. Develop structures/networks with producers as key resources and partners in service delivery to agri-workers and their households.

OUTPUTS

1. A clearly defined and comprehensive strategy for agri-worker development as recognised and prioritised within the DDM One Plan via the IDP (as per district).
2. Established networks facilitating cooperation and sharing of resources between the FWD sub-programme, NGO/CBOs, producer bodies, and district and local municipalities.
3. Communication strategy to enhance uptake by agri-workers and households and implementing agencies of an effective, appropriate and sustainable service-delivery Referral System coordinated and implemented by the FWD sub-programme as enabled and supported by the Office of the Premier.

EXPECTED OUTCOMES

1. The implementation of the WCDoA agri-worker development strategy in a transversal delivery model with strategic and relevant units/departments/portfolios in all provincial, district and local government departments.
2. Increased awareness and understanding of the role and the use of the functions and activities of CDOs within a comprehensive agri-worker development programme.
3. A shared understanding and appreciation of the process to facilitate and include service delivery to agri-workers and their households in the service-delivery mandate and planning by provincial government and district and local municipalities through the IDP/DDM processes and approaches.
4. Effective, appropriate, and sustainable service delivery to agri-workers and their households.
5. Improved communication between the FWD sub-programme, stakeholders, provincial government departments, and district and local municipalities pertaining to aspects related to agri-worker development.
6. Improved stakeholder engagement.
7. Improved effectiveness of the FWD programme in resolving issues and challenges raised by the agri-workers and their households.
8. Better access to opportunities for agri-workers and their households.
9. More effective / better-coordinated service delivery to agri-workers and their households.

IMPACT: *Improved quality of life and livelihood* of the agri-worker and her/his household.

TARGET GROUP
Agri-workers and their households in the Western Cape

PROBLEM/CHALLENGE to address
The need for a **transversal strategy** extending across provincial government departments and district and local government spheres to support, enable, and improve the livelihoods and the quality of life of the **agri-worker** and her/his household through appropriate, effective, and sustainable **service delivery**.

OBJECTIVES

- PRIMARY OBJECTIVE** is to improve service delivery to agri-workers and their quality of life.
- SECONDARY OBJECTIVE** is for government to improve the way in which all role-players (provincial departments, the DoA internally; local government, NGOs and producers, etc.) engage with each other and work together in improving the delivery of services to agri-workers and their households, thus making delivery more effective and efficient.

RATIONALE: Government values agri-workers in this province because

- Agriculture constitutes 4.3% of the Western Cape provincial economy.
- 17% of all employment is in agriculture.
- Agri-workers have a central role to play in the sustainability of the agricultural sector, the economic sustainability of the province and food security in the country.
- The majority of the population in rural areas are agri-workers and thus key stakeholders in the sustainability and stability of rural towns.
- Constitutional right to service-delivery as South African citizens.
- Rural districts lack agri-worker development programmes.

BROAD BENEFITS

1. Improve the quality of life of agri-workers and their households.
2. Assist agri-workers and their households in overcoming vulnerabilities and the marginalisation caused by their historic position, their geographic location and particular employment conditions that together negatively affect their access to services and opportunities.
3. Ensure that agri-workers and their households have better access to opportunities.
4. Institute more effective / better-coordinated service delivery to agri-workers and households.

Office of the Premier
Strategically located in the Office of the Premier to be sufficiently authorised and operating from a suitable platform within government to mandate, direct, and resource the myriad of governmental units and their staff effectively in order to engage fully and purposefully in AW/HH service delivery for sustainable human development.

Overarching, holistic, and multi-pronged approach

APPROACH
Needs to be **transversal**—all relevant government units are collectively, cooperatively, and substantively engaged in providing their services to improve and enrich the quality of life of the AW/HH and their communities.

- Provincial departments**
- Treasury
 - Community Safety
 - Cultural Affairs & Sport
 - Environmental Affairs & Development
 - Education
 - Health
 - Housing
 - Local Government
 - Social Development
 - Transport
 - Agriculture
 - Rural Development Directorate
 - FWD sub-programme

Effective Partnerships:
NGOs/CBOs/Producers/Producer/Representative Groups (Agri Co-ops, GrainSA, etc.)

All provincial departments to adopt a **developmental approach** towards agri-workers' development that is directed at human/social/community development

ACTIVITIES: What needs to be done

The WCDoA to develop a clear agri-worker development strategy steered by the Rural Development Directorate and FWD sub-programme and integrated by programmes/units in the department.

1. Define, mandate and resource the unit in government that will be the implementing structural unit for the programme to formulate a **consistent transversal strategy** to strengthen referrals and thus support and improve the livelihoods of agri-workers and their households.
2. To ensure that the agri-worker developmental agenda is prioritised within the government.
3. To establish cooperative relationships and partnerships between provincial government officials, filling strategic portfolios to facilitate service delivery to agri-workers and their households.
4. To develop a comprehensive and appropriate **communications strategy** that considers the various stakeholder groups and partners.
5. To establish cooperative relationships and partnerships with local municipalities.
6. To set up key networks and partnerships with actors in the NGO/CBO sectors that support the agri-workers.
7. To develop structures/networks with producers as key resources and partners in service delivery to agri-workers and their households.
8. To provide stakeholders and clients (agri-workers) with regular feedback.
9. To develop an M&E framework that will include the following tasks
 - i. Establish clear indicators to determine the extent to which appropriate services were delivered in an effective, efficient, and sustainable manner
 - ii. Determine how many internal WCDoA departments now include agri-worker development in their development programmes and plans
 - iii. Determine if there has been an improvement in accommodating the needs of agri-workers and their households in service delivery issues within local, district and provincial governments
 - iv. Promote greater awareness and understanding of the developmental agenda, programmes, and activities

OUTPUTS

1. A clearly defined and comprehensive strategy for agri-worker development as recognised and prioritised within the DDM One Plan via the IDP (as per district).
2. Established networks facilitating cooperation and sharing of resources between the FWD sub-programme, NGO/CBOs, producer bodies, and district and local municipalities.
3. Communication strategy to enhance uptake by agri-workers and households and implementing agencies of an effective, appropriate, and sustainable service-delivery Referral System coordinated and implemented by the FWD sub-programme as enabled and supported by the Office of the Premier.

OUTCOMES

1. The implementation of the WCDoA agri-worker development strategy in a transversal delivery model with strategic and relevant units/departments/portfolios in all provincial, district and local government departments.
2. Increased awareness and understanding of the role and the use of the functions and activities of CDOs within a comprehensive agri-worker development programme.
3. A shared understanding and appreciation of the process to facilitate and include service delivery to agri-workers and their households in the service-delivery mandate and planning by provincial government and district and local municipalities through the IDP/DDM processes and approaches.
4. Effective, appropriate, and sustainable service delivery to agri-workers and their households.
5. Improved communication between the FWD sub-programme, stakeholders, provincial government departments, and district and local municipalities pertaining to aspects related to agri-worker development.
6. Improved stakeholder engagement.
7. Improved effectiveness of the FWD programme in resolving issues and challenges raised by the agri-workers and their households.
8. Better access to opportunities for agri-workers and their households.
9. More effective / better-coordinated service delivery to agri-workers and their households.



AW/HH: agri-worker/household; CBO: community-based organisation; CDO: community development officer; DDM: District Development Model; DoA: Department of Agriculture; FWD: farm worker development; IDP: Integrated Development Plan; NGO: non-governmental organisation

6. RECOMMENDATIONS

Similar to research that has been conducted in the Western Cape over the past three decades, the current evaluation study undisputedly shows that the challenges with programmes such as the FWD sub-programme remain very much the same. A key challenge refers to addressing the complex, wide-ranging, and holistic nature of human needs and the associated aspects that contribute to the quality of life by a governmental system that is by definition fragmented. Thus, a transversal model for implementation is required since 'government' is a large multi-structural and layered organisation with internally specialised tasks linked to specifically mandated functions that are separately budgeted for and that direct the actions, processes, and procedures for fulfilling the objectives. Therefore, any departmental or sectional task only suffices as a partial accomplishment of holistic service delivery and requires integration in and collaboration between the respective departments and/or units in order to satisfy the citizens' needs.

To act in such a concerted and integrated way, government needs to respond to the following assumptions:

- A shared prioritisation of and commitment to service delivery to agri-workers and their households across government spheres and their respective departments and implementation structures. This requires the demarcation of the agri-worker community as a specific target group with particular livelihood challenges that need to be addressed. Acknowledgement of and commitment to the rationale and reasons for demarcating agri-workers and their families as a special collective of citizens in need of transversal governmental action is also required.
- A shared and inclusive definition of what constitutes an agri-worker in contradistinction of associated agriculture-based citizens.
- A defined process and protocol that is linked to individuals within the transversal network to enable implementation, efficiency, and accountability. It is proposed that the roles in such a transversal network is organised as indicated below.

Enabling and supporting agent: Office of the Premier and local government.

Role: To enable and support agri-worker development by (i) encouraging, enhancing, and resourcing service delivery that is effective, appropriate, and sustainable, thus contributing substantively to the enhanced quality of life of agri-worker households; and (ii) facilitating and implementing transversal governance that includes meaningful partnerships with civil society, NGOs and especially agri-workers.

Coordinating agent: The WCDOA through the Rural Development Programme and the FWS sub-programme

Role: Establishing, engaging in, and sustaining strategic partnerships that support the agri-worker household development agenda. These partnerships include agri-worker organisations and representative bodies, producers/farm management and formal agricultural structures, and local and district municipalities as the main agents of development as mandated by the Constitution and the Municipal Systems Act, No. 32 of 2000.

Implementing agents: Partners aligned within strategic partnership structures (district and local municipalities, the agri-sector, civil society, NGOs/CBOs, etc.)

Role: Provide effective and appropriate services to agri-workers and their households.

- An appreciation of the geographic diversities that characterise the agricultural communities in the province and how these determine service delivery needs and require flexibility in service delivery models. The diversities refer to deep rural and sparsely populated communities versus densely populated and potentially well-served nodes, albeit rurally based communities, peri-urban environments, and urban-based agriculture.

- The availability of staff members who are knowledgeable in Community Development principles and processes and understand how to incorporate and apply these in a bureaucratic system. This is particularly important for staff employed in the government spheres that are directly responsible for programme design and its implementation in order to drive service delivery.
- A budgetary system that allows for the cross funding of the tasks implied by the FWD sub-programme.

Considering the above-stated assumptions together with the findings of the evaluation, the following recommendations are presented:

1. *Recommendations pertaining to a policy framework*

- The existing policy framework for agri-worker development must be revisited and operationalised as a comprehensive and feasible human development approach and set as a provincial priority and strategy.
- To inform this plan, a clear theory of change needs to be developed and adopted. This is imperative to allow for the plotting of cause-and-effect processes that are illustrative of input, activities, and outputs towards the intended outcomes and impact trajectories.
- Institutionalisation of the agenda for agri-worker development in provincial government departments and in district and local governments.

2. *Recommendations pertaining to the management system*

- Since SHD is a multi-faceted exercise, it requires a multi-disciplinary approach. In the government context, this would translate into a requirement for a transversal management system when addressing the challenge of human development. The DDM provides a framework that could address this requirement and that needs to be assessed for its suitability in enhancing service delivery to agri-worker communities.
- If the DDM is found suitable for enhancing service delivery to agri-workers and their households, it is recommended that the SHD approach as applicable to agri-worker development is prioritised and taken up within this model.

3. *Recommendation pertaining to the role of the WCDoA*

- A change in focus pertaining to the role of the WCDoA in agri-worker development is required within the department. The focus should be on their role as advocate and strategising agent facilitating agri-worker development rather than acting as provider and facilitator of service delivery to this target group. Insofar as service delivery is of critical importance to the wellbeing of the agri-workers, the function of the WCDoA should be the strategising, prioritising, and coordination of service delivery and efforts towards SHD.
- The WCDoA should apply a participatory implementation approach that includes all stakeholders: (i) National, Provincial and Local Government spheres; (ii) non-government actors such as NGOs, CBOs, and faith-based organisations (FBOs) and consumer groups; (iii) the agri-sector, including producers, value-chain partners, labour unions, organised agriculture; and (iv) most importantly, the agri-workers themselves.

- To enhance the efficiency and efficacy of this type of intervention, its design must be based within a transversal model for implementation (see the assumptions that underlie the successful implementation of such a model in Section 4.3.4).
 - A baseline Human Development Index and other indices relating to the four conditions for advancing human development of the target group (i.e. agri-workers and their households residing in the Western Cape) need to be developed.
4. *Recommendation pertaining to the role of the FWD sub-programme resorting under the Rural Development Programme, WCDoA*
- The focus of the entire Referral System should be addressed, and the system should be restructured to encapsulate an SHD orientation that will allow it to be more proactive in its operational protocol.
 - The Referral System requires a profound upgrading to cater for a sustainable outcome and impact.
 - Given the reality of limited resources (both financial and staff), the building and initiation of strategic partnerships and networks must be implemented as a cost-effective strategy that will enhance efficiency and output (achievement of set objectives).
 - Objectives (outputs) must be defined as tangible service delivery to agri-workers with the subsequent outcome of human development, thus achieving and maintaining an advanced quality of life.
 - The specific aim regarding the implementation and sustainability of participatory platforms for agri-workers and their household members must be to inform initiatives and programmes that support and work towards the development of agri-workers and their households.
 - Keeping abreast with the pressing contemporary challenges confronting agri-worker communities in different districts of the province and addressing these challenges in intervention planning without unnecessary delay is paramount.
 - The renaming of Farm Worker (sub) programme(s) in the WCDoA to Agri Worker (sub) programme(s) is recommended. This will be in concert with the department's philosophy and approach towards improving the image of this profession.

7. WAY FORWARD

For an immediate way forward, the following steps are proposed:

1. To lobby amongst all stakeholders for the prioritisation of agri-workers and their households as a vulnerable group that requires specific intervention due to the conditions of their employment and where applicable, geographic context.
2. To formulate a provincial strategy for agri-worker development that will improve the quality of life and livelihoods of this target group. Such a strategy must be set within an SHD Framework that follows a community development approach in its implementation.

3. To initiate a transversal governance support system to enhance, facilitate, and roll out service delivery to agri-workers and their households that is effective, appropriate, and sustainable.
4. To develop and formalise strategic partnerships/alliances/structures with, amongst others, district and local municipalities, producers, agri-workers, the larger agri-sector, civil society, and NGOs/CBOs with the aim of coordinating and implementing the defined strategy for agri-worker development.
5. To develop a Monitoring, Evaluation and Learning Framework in order to measure and guide project inputs, outputs and outcomes and eventually, impacts continually.