

PROGRESS REPORT ON THE IMPLEMENTATION OF THE COMPREHENSIVE AGRICULTURE SUPPORT PROGRAMME (CASP)

DEPARTMENT OF AGRICULTURE

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COMPREHENSIVE AGRICULTURE SUPPORT PROGRAMME

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LIST OF ACRONYMS

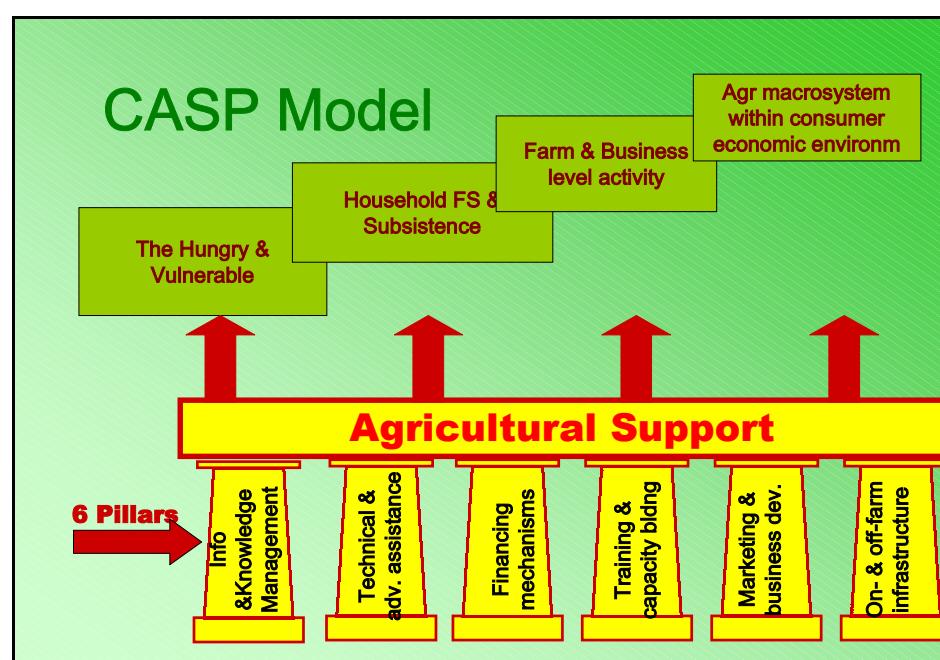
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|-------------------|--|
| Agri SA | Agri South Africa |
| ARC | Agricultural Research Council |
| BATAT | Broadening Access to Agriculture Thrust |
| CASP | Comprehensive Agriculture Support Programme |
| CFO | Chief Financial Officer |
| DBSA | Development Bank of Southern Africa |
| DFI | Development Finance Institution |
| DLA | Department of Land Affairs |
| DoA | Department of Agriculture |
| DORA | Division of Revenue Act |
| GDP | Gross Domestic Production |
| IDC | Industrial Development Corporation |
| IDP | Integrated Development Planning |
| IFRP | Intergovernmental Fiscal Review process |
| IFSNP | Integrated Food Security and Nutrition Programme |
| IFSS | Integrated Food Security Strategy |
| ISRD ^P | Integrated Sustainable Rural Development Programme |
| ITCA | Intergovernmental Technical Committee on Agriculture |
| LDO | Land Development Objectives |
| LRAD | Land Redistribution for Agricultural Development |
| MinMec | Minister and Members of Executive Councils |
| MTEF | Medium Term Expenditure Framework |
| NAFU | National Farmers Union |
| NAMC | National Agricultural Marketing Council |
| NGO | Non-governmental Organisation |
| NT | National Treasury |

| | |
|---------|---|
| OBP | Onderstepoort Biological Products |
| PAETA | Primary of the Agriculture Education and Training Authority |
| PDA | Provincial Department of Agriculture |
| PPECB | Perishable Products Export Control Board |
| SETA | Sector Education and Training Authorities |
| SLAG | Settlement / Land Acquisition Grant |
| SPFS | Special Programme on Food Security |
| 4 x 4 | Joint Technical Committee on Agriculture |
| 10 x 10 | Joint Sectoral Treasury Technical Committee |

EXECUTIVE SUMMARY

The broad land and agrarian reforms within the agricultural sector have over the last ten years laid a solid foundation for policy frameworks ranging from land reform, restitution, redistribution, labour legislation, trade, technology transfer and development. Whilst implementing the various programmes in support of these reforms, some challenges were encountered by Government and its partners and these are articulated in the Agriculture Sector Plan (2001). These include the need for the agricultural sector to operate on a high growth path trajectory while recognizing the need for equal access to agricultural resources and employment opportunities by all South Africans. In addressing some of the challenges identified in the Agricultural Sector Strategy, the Comprehensive Agriculture Support Programme (CASP) is presented to the sector as a logical response to address the gap.

The aim of (CASP) is to enhance the provision of support services to promote and facilitate agricultural development targeting the beneficiaries of the land and agrarian reforms. Four categories of the beneficiaries have been identified. These include the hungry and vulnerable, the household food producers, the beneficiaries of the land and agrarian reform programmes and those operating with the macro economic environment. There are six targeted areas of support within CASP. These are: information and knowledge management, advisory and regulatory services, training and capacity building, finance, on-farm and off-farm infrastructure.



CASP beneficiaries and service areas

A three pronged strategy based on the alignment of services, phasing in of basic services and the financing mechanisms forms part of the integrated agricultural intervention aimed at aligning expenditure patterns of the national and provincial departments. The process of

alignment is an interactive and participative done through the Intergovernmental Fiscal Review Process where both the Departments of Agriculture and Treasury identify the spending pressures and the cost drivers that influence the delivery of services to the sector. Through this process, on farm and off farm infrastructure was identified as a priority area. The grant conditions and criteria have already been gazetted and approved. During the financial year 2004/05 a total amount of R200m will be transferred to the Provinces through the Division of Revenue Act (DORA) to implement the programme. The expected impact though this intervention will be reduced poverty and inequalities in land and enterprise ownership, improved farming efficiency, improved national and household food security, stable and safe rural communities, reduced levels of crime and violence, and increased creation of wealth in agriculture and rural areas and finally increased pride and dignity in agriculture as an occupation and sector.

1 BACKGROUND AND INTRODUCTION

1.1 Policy Reforms

The agriculture sector strategy (2001) refers to a number of policy reforms that have reshaped the agriculture sector over the last ten years and recommends strategic interventions for achieving the vision of a united and prosperous agricultural sector. These are clearly articulated in The White Paper on Agriculture 1995, the BATAT document 1995, the Strauss Commission Report of inquiry into the provision of Rural Financial Services, September 1996 and the Strategic Plan for South African Agriculture, 27 November 2001.

These reforms include the deregulation of the marketing of agricultural products, changes in the fiscal treatment of agriculture, the abolition of certain tax concessions, a reduction in the direct budgetary expenditure of the sector; the land reform, restitution and redistribution, trade policy reforms, general liberalisation of agricultural trade including free trade agreements; institutional reforms especially the concurrent functions of agriculture with the three tiers of government allocated different agricultural services, changes on the mandates of the Agricultural Development and Land Bank, the repeal of various legislations in particular the Agricultural Credit Act that have all influenced the governance of agriculture and the delivery of services.

In translating these various policies into action, over the years, Government developed a number of agriculture-related strategies to put its policy reforms into practice. These strategies are aimed at promoting household food security, household food production, farmer settlement and agricultural business development and include the following programmes:

1.2 Integrated Sustainable Rural Development Strategy (ISRDS)

Agricultural development is a vital element of the ISRDS. A successful agricultural sector will form an important component of integrated and sustainable rural development and vice versa. All three tiers of government have to contribute directly to this strategy by providing appropriate and integrated agricultural support services to the rural poor and new and emergent farmers. Women, young people and the disabled feature as the main targeted groups in this regard.

1.3 The Land Redistribution for Agricultural Development sub-programme (LRAD)

The LRAD sub-programme was developed by the Departments of Agriculture and Land affairs. The purpose of LRAD is to increase access to agricultural land by black people and to contribute to the redistribution of approximately 30% of the country's commercial agricultural land over the duration of the programme. LRAD is designed to provide grants to the beneficiaries to access land specifically for agricultural purposes, namely for land acquisition, land improvements, infrastructure investments and capital assets. Beneficiaries can access a range of grants (R20 000 to R100 000) depending on their own contribution in kind, labour and/or cash.

The participants in LRAD are primarily responsible for their successful involvement in agricultural development. Although the DoA and PDA's have accepted the responsibility of ensuring that these participants have access to the full range of agricultural support services, not enough financial resources have been allocated for this function.

1.4 Integrated Food Security and Nutrition Programme

The target goal of the Integrated Food Security Strategy (IFSS) is to reduce the number of food-insecure households by half by 2015. One of the strategic objectives to reach this target is "to increase domestic food production by providing support services to farmers. The DoA has the basic responsibility to provide every citizen access to available food on a sustainable basis. To this effect the DoA is to support the 244 000 food parcel beneficiaries to make use of the "Starter Packs for Food Production" for their own benefit. It also has to support individual and community gardeners to supply school nutrition and health care projects. It has to devise support programmes for vulnerable people over the full spectrum of agriculture to enhance environmental sustainability and nutrition security.

1.5 The National Landcare Programme

The goal of the National LandCare Programme is to promote the sustainable use and management of natural resources. Farmer participation and strong institutional support structures and incremental change to existing farming practices are key to the success of this strategy. Overall responsibility for the programme lies with DoA, while the PDAs and many other stakeholders are responsible for implementation. The main focus of the programme on building and training in the agricultural domain is implicitly dependent on support services provided by the DoA and the PDAs to local communities and groups. Some of the themes within the programme include: water care, soil care, veld care and junior land care programme.

1.6 Effect of a Deregulated Environment on Agriculture

Whilst most of the policy reforms have laid a solid foundation for the agricultural sector to operate on a high growth path, with primary agriculture accounting for 4.5% of the GDP for South Africa, some components of the sector have not benefited to full capacity. Deregulation took place in the once over regulated sector and some of existing services and grants cancelled. These measures left gaps in providing the necessary financial support to the targeted beneficiaries and resulted in the collapse of services especially in the former homelands.

In some instances, the recommendations that emerged from the policy reforms have not been fully implemented and this has created a further vacuum in the provision of services. For example the Strauss commission recommended "sunrise" subsidies to support land reform beneficiaries requiring finance. The package would include a graded entry to repayment, a flexible repayment system, a discount subsidy for timely repayment, and a minimalist insurance scheme. The Commission further recommended that the Department of Agriculture adopt a "sunrise" package of enabling conditions for beneficiaries of the land reform programme who require loan finance.

Even though Government has expended considerable energy and funds since 1994 in providing access to land by means of redistribution, restitution and land tenure reform, there has been limited support for agricultural development. Access to land is only the first few steps on the road to land reform and farmer settlement – the land still has to be put to good use by the beneficiaries, enabling conditions for the beneficiaries is a requirement.

1.7 Institutional Arrangements

Despite Government's intentions to promote food and agricultural production, various deficits in service delivery still exist. For example, the current extension and advisory services are inadequate due to a number of reasons including the fragmentation of service delivery within the three tiers of government. The provision of post settlement support to farmers who benefit from land reform's restitution, redistribution and tenure reforms requires better coordination primarily between the Department of Agriculture and Land Affairs, between the National and Provincial, and local authorities and farmers organisations and business. The roles and responsibilities of the various departments therefore need to be clarified and the necessary institutional mechanisms for project implementation and monitoring should be in place. Furthermore, this disjuncture reflects the broader challenge government has in identifying the most appropriate mechanisms for ensuring the resourcing of interdepartmental programmes.

The current financial provision within the LRAD programme illustrates the point. The two departments manage the programme jointly where decision-making has been devolved to a Provincial Grants Committee. In this committee the two departments jointly approve (or reject) the project proposal, committing to deliver the necessary support services and grant resources within the mandate of the two departments. The reality is that the LRAD only supports the Land Affairs component of the plan and no clarity exists on how the agriculture component should be financed. As a result, in some instances this component has been organised on an ad hoc basis, with the result that its impact has been partial at best.

1.8 Agriculture's response: The Agricultural Sector Strategy (2001)

The Department of Agriculture and its major partners have reached agreement on a broad strategy for the agricultural sector in November 2001 to address the constraints raised above. There is a general understanding of the vital importance of these agricultural reforms especially the land reform and financing strategies and that an environment, conducive for their successful implementation should be created. These have been summarised in the core strategies of the Sector Strategy, namely to enhance equitable access and participation in the agricultural sector, improve global competitiveness and profitability as well as to ensure sustainable resource management and food security and are considered as the strategic basis for the total agricultural sector to address the challenges of agricultural support to emerging farmers. A cornerstone of this strategy is the agreement on active cooperation among all role-players in the sector in order to deliver effective agricultural support to the targeted beneficiaries.

The DoA has demonstrated its awareness of this reality through various policy statements and recognises its responsibility for providing agricultural support services to the beneficiaries of the agricultural programmes. Through the Strategic Plan for the Department of Agriculture 2003 to 2006, the DoA has aligned its policies and strategies and identified the Comprehensive Agriculture Support Programme (CASP) as one of its key deliverables. The purpose of this document is therefore to describe the pillars of the programme, identify the beneficiaries, define the scale and scope of support, defines the roles and responsibilities of the partners establishes mechanisms that would allow for uniform roll-out of the programme nationally; provides for norms and standards for service delivery; indicates the financial resources required for the programme.

2 THE COMPREHENSIVE AGRICULTURE SUPPORT PROGRAMME (CASP)

2.1 Goal and purpose

The primary aim of the Comprehensive Agriculture Support Programme (CASP) is to make provision for agricultural support to targeted beneficiaries of the land reform and agrarian reform programme within six priority areas. (Fig. 1)

The need for CASP flows from the recommendations of the Strauss Commission report, which recommended the financial “sunrise” subsidies, and the adoption of a “sunrise” package of enabling conditions for the beneficiaries of the land reform programme who require loan finance. The purpose of the comprehensive agriculture support programme is therefore to establish financing mechanisms - the “sunrise” subsidies and to streamline and align service delivery within the three tiers of government by creating enabling conditions for beneficiaries through the “sunrise” package.

2.2 Type of support required (fig. 1)

It is not sufficient to provide prospective farmers with land and even capital. They must be empowered to manage their businesses effectively and profitably in a competitive and often hostile environment. The DoA and PDAs have made many efforts, through participative workshops, questionnaires and various other means to obtain a comprehensive picture of the support needs of the targeted beneficiaries. Six areas of support have been identified, these are:

- Information and Knowledge Management
- Technical and Advisory Assistance, and Regulatory Services
- Training and Capacity building
- Marketing and Business Development
- On-Farm and off-Farm Infrastructure and Production inputs
- Financial assistance

2.3 Scope of CASP

The CASP is targeted to support the four different levels of clients within the farming continuum and these are:

- The hungry & vulnerable – Though this group is primarily the responsibility of the Department of Social Development, they are supported by the DoA and PDAs through advise and during food emergencies and crises through the agricultural food packs and for those families who are ready, the introduction of the agriculture starter pack. (Block 1)
- Subsistence and household food producers – supported through food production and include the beneficiaries of the special programme on food security (SPFS) and the Integrated Food and Nutrition Programme (IFSNP) where the provision of the agriculture starter pack is made. (Block 2)
- Farmers - supported through farm level support and include the beneficiaries of the LRAD and other strategic programmes e.g. SLAG, Restitution, Redistribution, Tenure Reform (Block 3)
- Agricultural macro-system within the consumer environment – this category includes the commercial farmers to ensure that business and the regulatory environment is conducive to support agricultural development and food safety. (Block 4)

2.4 The Policy Framework and Strategic Instruments for CASP

The following key policy statements and documents provide the policy framework for the CASP and define the role of DoA and its partners in the provision of support services to the agricultural sector:

- The White Paper on Agriculture 1995
- The White Paper on Land Reform (1995)
- The Reconstruction and Development Programme
- The BATAT strategy (1995)
- The Strauss Commission report (1996)
- The Land and Agriculture Development Programme (LRAD 1998)
- The Strategic Plan for South African Agriculture released in November 2001. The core strategies of the sector plan namely to enhance equitable access and participation in the agriculture sector, improve global competitiveness and profitability; ensure sustainable resource management, food security should be considered as the strategic backbone for the total agriculture sector to address agricultural support to emerging farmers.
- Growth strategy, integrated across national, provincial and local government, public entities and private sector partners.
- The State of the Nation Address by the President of the Republic of South Africa on 28 February 2003
- Vote 26 presented by the Minister of Agriculture and Land Affairs on 1 April 2003
- Key cabinet priorities for the 2003-2005 MTEF emanating from the cabinet Lekgotla of November 2002
- The call from the Social services Cluster for giving impetus to the Integrated Sustainable Rural Development Programme, the Community Development Programme and the Integrated Food Security and Nutrition Programme.
- Strategic Plan for the Department of Agriculture 2003 to 2006 mentioned earlier in this document is aligned with the sector plan. It also is a response to the needs of the provinces and other public entities for more alignment and better coordination of the deliverables in agriculture. It provides the strategic framework for all actions of the DoA. The CASP articulates the implementation of this.
- The Intergovernmental Fiscal Review of Agriculture 2003 through this process the National Treasury and Provincial Treasury has created a joint body of DoA and the PDAs (the 10x10 and 4x4) to develop common budget programmes, which will be aligned with the separate budget programme structure of the DoA. This will strongly support common programmes in all nine provinces within the policy and strategic framework. This process will make provision for integrated programmes within the three spheres of governance.

- Medium Term Expenditure Framework (MTEF)
- The clusters of government
- Memorandum of Understanding being finalised by the Intergovernmental Technical Committee on Agriculture is based on a common understanding between the role-players, to effect programme execution across first and second tier boundaries. The stated purpose of this draft document aligns government's delivery chain with government policies and strategies, as well as with the sector plan. The purpose is articulated as follows:
- Establish and maintain good and thriving inter-governmental relations in the political, institutional, management, professional, scientific and technical arrangements and activities of agriculture
- Maintain permanent vigilance to promptly and decisively act as one in protecting and preserving the life of the South African public, plants and animals from agricultural related harm,
- Generate optimum equitable access and participation in a globally competitive, profitable and sustainable agriculture sector
- Contribute to a better life for all South Africans.

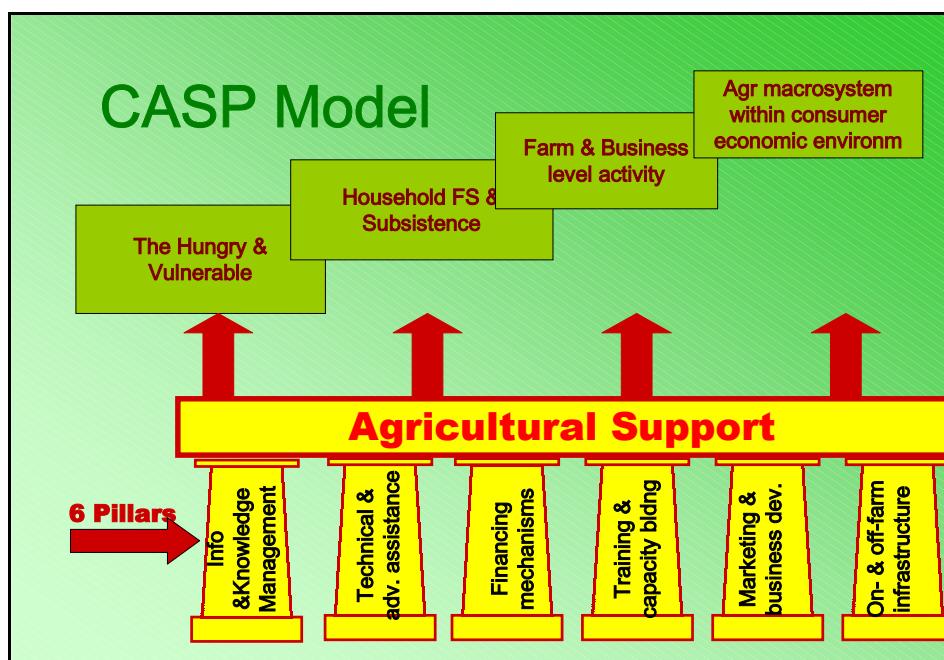


Figure 1: CASP beneficiaries and service areas

2.5 Targeted beneficiaries of CASP

The CASP is targeted to support the four different levels of clients within the farming continuum and these are:

- The hungry and vulnerable – supported through advice and food emergencies through the agricultural food packs and dealing with food crises;
- Household food security and subsistence – supported through food production and include the special programme on food security (SPFS) and the Integrated Food and Nutrition Programme (IFSNP) where the provision of starter pack is made.
- Farm and business level activity - supported through farm level support and include the beneficiaries of the LRAD and other strategic programmes e.g. the rehabilitation of the irrigation schemes.
- Agricultural macro-systems within consumer, economic environment - to ensure that business and the regulatory environment is conducive to support agricultural development and food safety.

The following broad categories can at present be applied to the targeted beneficiaries:

2.5.1 LRAD beneficiaries (farm support)

These beneficiaries have gained access to land but are extremely vulnerable to the extent that household food security is still the main component of their risk profile. Their access to land was through one of the following actions:

- Restitution
- Redistribution
- Tenure Reform

Whilst considerable institutional energy and funds have been expended on providing access to land, less attention has been given to farmer support programmes.

2.5.2 Emerging entrepreneurs (general public)

Beneficiaries in this category have identified themselves as potentially successful, entrepreneurial inclined farmers. They are moving out of the safety net area for household food security, but are now faced with the full spectrum of risk issues so typical of farming under South African conditions of climatic variation, pests, diseases and price risks, as well as natural disasters such as droughts and floods. The risk profile of this group is high that government has to intervene with farmer support measures to bring down the risk for new entrants to manageable levels. This group requires improved incentives and investment opportunities.

The following groups fall within this category:

- Entrepreneurs emerging from LRAD beneficiaries
- New farmers from previously disadvantaged groups who have gained access to land by private purchase, rental, bequest, and other similar private initiatives.

2.5.3 Those whose services have collapsed

Since 1994, with the deregulation of the agricultural sector, some unintended consequences have emerged. For example, the provision of agricultural

infrastructure, especially in the former homelands, was not maintained. The restructuring of the departments of agriculture, and the provision of services within the various tiers of government resulted in a gap in service delivery. This in many cases led to a collapse of some of the services to farmers, especially in the rural areas. Typical examples are to be found where irrigation schemes and other intensive forms of farming, highly dependent for their success on specialised technical and finance support, were not maintained. This category contains newly emerging farmers, as well as whole farming communities, experiencing the total collapse of what seemed to be a promising future in farming. The following categories are at present of relevance:

i. **Beneficiaries of SLAG projects**

The SLAG projects are land reform projects that were implemented since 1994 – 2001 by Government. However, the advisory and support services were non-existing and some of these projects are collapsing/failing because of the absence agricultural support.

ii. **Unemployed migrants to cities and towns (food crises)**

There is a significant migration of rural people with agricultural background to the towns and cities where they become part of the unskilled, unemployed masses with no income. The Integrated Rural Development Programme creates possibilities for some of these people to be “sucked back” into agriculture related activities with which they can identify and which are now accessible to them via the programmes mentioned earlier in this document. They will have to be supported along the spectrum of food packages, seed and packages, through to eventual exposure to commercial opportunities, which should be the eventual outcomes of the strategy. The categories include:

- Women, the youth, the disabled, single headed households
- The farm workers and labourers some who have lost their jobs in the agriculture sector
- Retrenched migrant workers and mineworkers whose homes are in the rural areas.

2.6 Beneficiaries of the Household Food Production Programme (Food Production)

The number of households whose main stream for income generation is dependant on agricultural related enterprises

- Previous Homelands cases
- Beneficiaries of government as well as private sector farming schemes that were well meant but proved not to be viable

2.7 Financing Mechanism for CASP

2.7.1 Rationale for Financing CASP

The financing mechanism for CASP is designed to address two main budget pressure points related to the provision of agricultural services; that is the availability of credit and the financing of agricultural services. In this report, these two categories are defined as the “sunrise” subsidy scheme and the “sunrise” package as described by the Strauss Commission report. The rationale for making provision for access to finance is that most of the beneficiaries fall within the poor people who are mostly in rural areas with few assets apart from their own labour, and with very few exceptions already experience severe cash-flow problems.

The DoA is presently developing programmes and schemes to support the delivery of rural financial services to the agricultural sector so as to achieve the following:

- Stimulate the extension of financial markets
- Promote the development of participating financial intermediaries for implementing the policy reforms
- Stimulate economic growth through improved access to financial services
- Strengthen the cultural and managerial skills necessary for the development of cooperatives by creating new activities and awareness among the communities about cooperative culture
- Promote measures to place the economy on a high-growth path
- Improve institutional arrangement within the cooperative movement
- Improve national household food security
- Raise employment levels in order to also reduce migration to urban centres
- Reduce poverty and inequalities in land and enterprise ownership with particular focus on women, young people and the disabled.
- Developing norms and standards for financial assistance.

2.7.2 The Intended Products of the “Sunrise” Package

This component within the comprehensive farmer support programme will make provision for:

- Savings and lending groups
- Member-based financial self-help groups
- Village banks or financial service cooperatives.
- Project funding (business plan development)
- Funding of capacity building and training
- Funding of mentoring services
- Funding for infrastructure
- Cooperative development.
- Rural financial networks
- 2.7.3 The Intended Products of the “Sunrise” Subsidy
-

- Products and Services will include:
- Credit support Scheme
- Agricultural Wholesale Financial Intermediary
- Agricultural credit Retail Financial Intermediary

3 CASP SERVICE DELIVERY MECHANISMS

3.1 Introduction

CASP can only be implemented successfully if certain limitations in effective service delivery within the agricultural sector are removed. Recently the Intergovernmental Fiscal Review process on Agriculture (2003) has come to the following conclusion with regard to Government's agricultural support activities:

“The lack of delivery and implementation of a wide range of government measures, regulations and programmes, as well as ineffective support systems – all of which are critical to ensure an enabling environment for agriculture – constitute a major concern and challenge to all state agencies supporting the agricultural sector.”

The report states *“The greatest challenge facing provincial budgets is to reduce the share of the personnel expenditure in poor Provinces, in order to fund and support agricultural priorities.”*

The reality is that there already exists a gap between progress that the department of Land Affairs has made with providing access to land to black people, and the provision of agricultural services to these beneficiaries. The probable scenarios following from this situation is depicted in Fig.2. From Fig.2 it is clear that if government maintains its present level of agricultural service provision, the backlog will increase to seriously undesired levels. If however the CASP is effectively launched, with effective cooperation between all roleplayers, it seems reasonable to expect that service delivery could catch up with the backlog to the extent that government's objective of providing effective agricultural services will materialise over the next ten years.

In addressing this shortcoming, the delivery mechanism for CASP will be underpinned by three pillars: the cooperation between partners and the alignment of strategies, clear definition of roles and responsibilities of the partners and clear analysis of the spending pressures and cost drivers through the Intergovernmental Fiscal Review process.

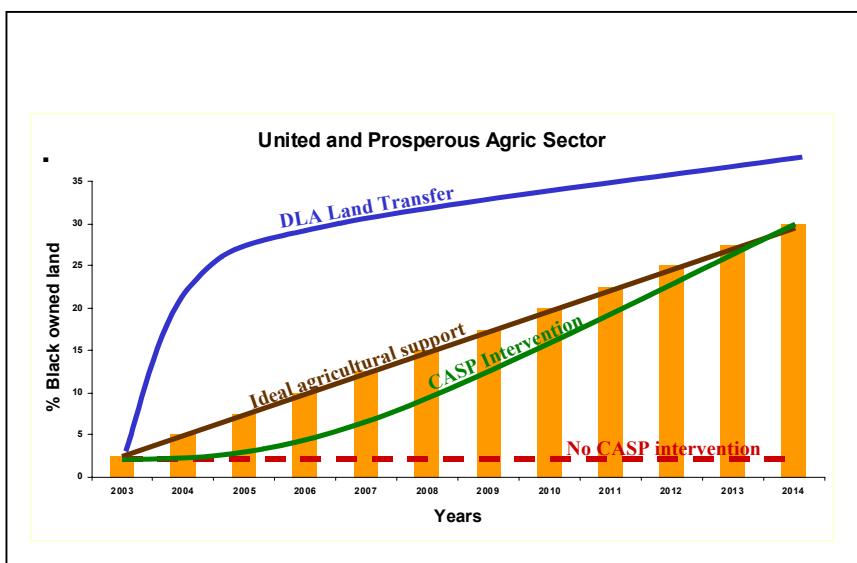


Figure 2: Possible scenarios for agricultural support services with or without CASP

3.2 Cooperation between partners and alignment of strategies

A successful delivery chain depends on the alignment of policies, strategies and processes ensuring that there is no silo formation, duplication of actions, distrust between organisations, and lack of ownership which finally leads to lack of delivery. The policy framework within CASP makes provision for the cooperation of all the stakeholders to develop a common perspective on farmer support. The Intergovernmental Fiscal Review Process, the Sector Strategy Implementing Committee, the Intergovernmental Technical Committee on Agriculture (ITCA), MinMec, the Provincial Grants Committee all contribute towards the alignment of strategic plans and deliverables. The platforms are designed to promote the flow of information and communication between the partners, provide a framework for decision-making and reporting, and monitoring and evaluation of overall progress against planned milestones. The DoA is also supported by state agencies that provide various services to provincial departments and farmers.

3.3 Management by project

Another common feature of a successful delivery chain is the “management by project” approach, which allows for effective resource utilisation over an integrated programme. The concept makes provision for the well-defined objectives and deliverables, start and end date, resources assigned on basis of appropriateness, affordability and availability. The parties can jointly agree on the use of standardised project management procedures and report formats and uses standardised project management procedures.

3.4 Defining roles and responsibilities of partners

The DoA is not the only service provider to the targeted beneficiaries of CASP, and the service delivery is influenced by the policy environment and the strategic instruments described earlier on. The Strategic Plan for South African Agriculture has given effect to the concept of public-private-community cooperation. The implementation of CASP is based on this novel idea of service delivery. The success of the delivery is dependent on the coordination and maintenance of norms and standards. A coordinated programme would ensure that there is a uniform product as well as common expectations among the targeted beneficiaries.

The main stakeholders/categories and their roles/mandates are listed below:

3.4.1 Department of Agriculture

- The role of the Department of Agriculture is reflected within its Vision: A united and prosperous agricultural sector and Mission: The DoA aims to lead and support sustainable agriculture and promote rural development through:
 - Ensuring access to sufficient, safe and nutritious food
 - Eliminating skewed participation and inequity in the sector
 - Maximising growth, employment and income in agriculture
 - Enhancing the sustainable management of natural agricultural resources and ecological systems
 - Ensuring effective and efficient governance
 - Ensuring knowledge and information management

- The specific role of the DoA in implementing CASP will include the following roles:
- Create a favourable and conducive environment for the beneficiaries agricultural reform programmes within the sector and determine agricultural categories
- Develop policies, strategies and programmes specifically relating to credit availability and financial support for a comprehensive agriculture support programme
- Secure, disburse and control the allocation of finance funds to the Provinces
- Works with financial intermediaries especially the Land Bank and others including cooperatives to disperse funds
- Play an advocacy role and ensure that adequate financial resources for schemes and the comprehensive package is available
- Develop a criteria and principles within which applications for support in various categories will be evaluated
- Undertake needs analyses and organisational and institutional performance and clarifies the roles and responsibilities of partners especially where intergovernmental programmes are concerned
- Set targets and key performance indicators and ensures compliance to national norms
- Establish norms and standard as well as policy for service provision
- Coordinate a national regulatory services programme and ensure compliance
- Initiate, monitor, evaluate and report on a national information and technology support programme
- Initiate, monitor, evaluate and report on a national marketing development support programme
- Initiate, monitor, evaluate and report on a national off farm and on farm infrastructure programme
- Initiate, monitor, evaluate and report on a national farmer training and capacity building programme
- Identify and prioritise needs and coordinate on the delivery of the implementation plan.

3.4.2 Provincial Departments of Agriculture

The roles of the nine Provincial Departments of Agriculture in implementing CASP is being articulated through the Intergovernmental Review Process and the mechanism to be recognised within the Memorandum of Understanding, centres around the following functions:

- Identify farmers/beneficiaries under the agricultural reform programmes and especially the LRAD and comply with national norms and standards
- Assist farmers to prepare implement business plans that qualify for support by assisting with the evaluation and prioritisation of projects/applications within the principles and criteria stipulated
- The submission of the provincial approved projects/application packages to DoA for ratification
- Identifies service providers and intermediaries to provide support and capacity to applicants to comply with principles/criteria/guideless for project finance support
- Agree to use allocated funds for agreed programmes under the comprehensive package
- Provide general agricultural information and provision of capacity to applicants to implement the project/agricultural activity
- Provide farmer training and capacity building
- Render advisory services and monitor the implementation of the projects and effect remedial action when necessary
- Keep record of the number of beneficiaries and devise a financial management system which would inter alias facilitate disbursement of funds to the local level, provide timeous financial information to the national level and which will be subject to appropriate levels of auditing
- Provide information and technology support
- Identify and prioritise needs and raise funds from provincial coffers to address farmer support needs that deviate from the norm.
- Report on progress as per agreed objectives.

3.4.3 Department of Land Affairs

The Department of Land Affairs is a crucial partner, and the understanding of roles and responsibilities with the Department of Agriculture cannot be overemphasised. The key responsibilities of the DLA include:

- Provide land acquisition grants under the LRAD (and ensure that the agricultural component is also financed) and planning grant
- Together with DoA monitor and evaluate LRAD programmes
- Jointly with DoA assess business plans
- In collaboration with DoA and PDA assess all proposals from land reform projects
- Coordinate policy and implementation issues in a joint committee with agriculture on land acquisition for agriculture.

- Provide information on all agrarian reform beneficiaries
- Set land reform targets for farmer support.
- Provide training on LRAD implementation and communication.

3.4.4 District Committee and Council

Their responsibilities are to:

- Coordinate development efforts at district level
- Screen development plans involving government support
- Proactively initiate development projects at district level
- Integrate agricultural development within the IDPs /LDOs

3.4.5 The Beneficiaries

- To accept responsibility for the planning, implementation and management of the proposed agricultural activity
- To submit the application and business plans to the project officer of DLA/PDA/Land bank
- To contract in, where necessary, capacity to plan, implement and monitor their agricultural activities from a database of service providers
- Accept responsibility for the financial control and discipline associated with agricultural activities
- Provide farm management according to acceptable norms and standards

3.4.6 Banking Institutions – The LandBank

The Land Bank is presently the only public institution that has the mandate to provide a full range of retail and wholesale financial services to meet the needs of developing farmers and agriculture-related businesses. The Industrial Development Corporation (IDC), the Development Bank of Southern Africa (DBSA) and other banking institutions can play similar roles. The role of the Land Bank:

- Act as an intermediary agent
- Provide access to finances
- Design support products
- Provide financial management support
- Financial risk assessment
- Monitoring financial soundness
- Administering financial support schemes

3.4.7 Sector Education and Training Authorities (SETAs)

The Skills Development Act tasks SETAs to create an environment within which quality, lifelong learning can take place. The Primary of the Agriculture Education and Training Authority (PAETA) is to be responsible for development of skills in the primary agricultural sector through:

- Education
- Training
- Development

3.4.8 Other partners

i. Colleges of Agriculture

These colleges provide:

- Formal agricultural training, offering higher certificates and diplomas
- Non-formal training, such as short courses designed for emerging/small-scale farmers
- Technical advice and information

ii. Universities

These institutions provide:

- Tertiary education and training
- Research and technology development
- Technical advice

iii. Agricultural Research Council (ARC)

The ARC promotes the agricultural and related sectors through research, technology development and transfer of technology.

iv. National Agricultural Marketing Council (NAMC)

The NAMC advises the Minister on the necessary conditions for the promotion of efficiency and equity in the marketing of agricultural products. The organisation is a key partner in providing information on markets and market development.

v. Onderstepoort Biological Products (OBP)

The OBP produces and markets animal vaccines and related biological products for local and international markets. The OBP is a strategic partner in the production of vaccines and development of products to suit the needs of the farmers.

vi. Perishable Products Export Control Board (PPECB)

The PPECB provides internationally preferred quality and food safety assurance services on the total supply chain in order to instil confidence in South African perishable agricultural exports.

vii. Organised Agriculture

Represents the interests of farmers and agribusiness.

viii. Contractors

They can be contracted to:

- Develop business planning
- Undertake feasibility studies
- Advise on project plans and implementation of projects
- Serve in evaluation panels
- Provide technical advice

ix. Private Sector

- Companies
- Input providers
- Cooperatives
- Commodity groups
- Other partners
- NGO's

The following table depicts the indicated service categories, the service delivery mechanisms and the likely service providers, according to their basic roles, mandates, responsibilities and proficiencies:

Table 1: Service Delivery Outline

| Service | Delivery mechanism | Likely role players |
|--|--|---|
| Information | Call centre, community centre | PDA, ARC, universities, DoA, Commodity groups |
| Technical and advisory assistance | Mentor/advisor/expert | Commodity groups, farmers, universities, ARC, PDA, NGOs |
| Regulatory services | Call centre, community centre | DoA, PDA |
| Training and capacity building | Customised as needed | Spectrum of service providers across public and private organisations |
| Marketing and business development | Customised to fit product, small producers, locality and consumers | PDA, DoA, local government and commodity groups |
| On and off-farm infrastructure and production inputs | Grants and loans | PDA, DoA and financial intermediaries |
| Financial assistance | Loans | DoA and financial intermediaries |

4 CASP EXPECTED OUTCOMES

Through this programme, beneficiaries of the land and agrarian reform programmes will receive support within the six priority areas of CASP. The intervention will be targeted firstly to land reform beneficiaries within the poverty nodes and within the agricultural development zones. The expected outcomes will be reduced poverty and inequalities in land enterprise and ownership; increased wealth creation and sustainable employment especially in the rural areas; improved national and household food security; improved

farming efficiency; stimulate the broadening of financial markets; promote the development of participating financial intermediaries (e.g. village banks); stimulate economic growth through improved access to financial services; improved investor confidence leading to increased domestic and foreign investment in agricultural activities in rural areas through the provision of enabling financial products, risk mitigation products (e.g. transaction cost subsidy funds, credit guarantee scheme and equity fund).

5 CASP IMPLEMENTATION STRATEGIES

Through the Intergovernmental Fiscal Review process, the parties (Department of Agriculture (DoA) and National Treasury (NT) at Provincial and National Departments) formed a joint technical committee to establish greater coordination between policy development and budgeting for functions that are the joint responsibility of national and provincial government. This committee recommended a three-pronged strategy for implementing CASP and identified the cost drivers and spending pressures.

5.1 Strategy1: Alignment of support services

Alignment of support services relating to

5.1.1 Support services

This strategy responds mainly to the observation made by the IFRP report that most of the personnel in the Provinces were absorbed through the amalgamation of various homeland departments and agricultural schemes, are mainly low and unskilled workers, and not the skilled personnel require to provide support services to farmers.

- Information and knowledge management
- Technical advisory and regulatory services
- Training and capacity building
- Marketing and business development

5.1.2 Roles and Responsibilities DoA and DLA

Alignment of roles and responsibilities between DoA and DLA on the implementation of LRAD, SLAG, Tenure reforms.

5.1.3 Research, Technology Transfer and Extension Services

Alignment of research, technology transfer and extension services

5.2 Strategy 2: Phasing in support services

Phasing in support services relating to:

5.2.1 On and Off Farm Infrastructure and Production Inputs

Lack of infrastructure is presently one of the main obstacles preventing beneficiaries to produce on their land. Infrastructure needs can be grouped as follows, with the available/recommended support per group also shown:

i. Resource Management Infrastructure

The Conservation of Agricultural Resources Act, 1983 (Act No. 43 of 1983) provides for support as follows:

- Water runoff control (75 % subsidy)
- Irrigation (R7 500, can be increased by the Minister)
- Drainage (33 % subsidy)

- Veld management -
- Fences (25 % subsidy)
- Stock-water systems (25 % subsidy)
 - Drought and flood assistance (75 % + sliding scale)

ii. Production Infrastructure

Currently no provision is made for production infrastructure.

- Farm layout:
- Access roads
- Sheds
 - Stock handling (dip tanks, crush pen, loading bank)

iii. Mechanisation (Tractors)

- Harvesting infrastructure
 - Transport (wagons, sledge, bags, etc).

iv. Water Storage Infrastructure for Household Food Security and Food Production

- Government should promote rainwater harvesting by the poorest of the poor by providing:
 - Rainwater tanks
 - Underground water storage tanks
 - Support in creating excavated water-holding ponds
 - Construction materials (cement, steel, wire mesh, etc) for do-it-yourself erection of household garden infrastructure.

v. Marketing Infrastructure

- Product preparation facilities:
 - Sorting
 - Cleaning
 - Packaging
 - Storage
 - Delivery to market.

5.2.2 Production Inputs

Government will make provision for two groups of production inputs:

i. Starter Packs for Household Food Producers

The DoA has already developed the concept of providing starter packs to household food producers as a once-off benefit. The next step is to implement it nationally through the Integrated Food Security and Nutrition Programme and within the Special Programme on Food Security.

ii. **Production inputs**

The working group on financing mechanisms is finalising schemes for production inputs.

5.3 Strategy 3: Financing Mechanisms

The financing strategy is designed to create an enabling environment for the coordination and delivery of a viable agricultural financing system. This will be done through:

5.3.1 Comprehensive Package

The DoA is presently developing a comprehensive package for the delivery of rural financial services to the agricultural sector so as to achieve the following:

- Stimulate the broadening of financial markets
- Promote the development of participating financial intermediaries
- Stimulate economic growth through improved access to financial services
- Strengthen the cultural and managerial skills necessary for the development of cooperatives by creating new activities and awareness among the communities about cooperative culture
- Promote steps to place the economy on a high-growth path
- Improve institutional arrangement within the cooperative movement
- Improve national household food security
- Raise employment levels in order to reduce migration to urban centres as well

Reduce poverty and inequalities in land and enterprise ownership with particular focus on women, young people and the disabled.

5.3.2 Provisions of Package

This comprehensive package should make provision for:

- Increased agricultural credit information advice
- Increased agricultural credit stakeholder consultation and networking
- Promoting the formation; growth and greater participation of locally based and owned credit intermediaries

5.3.3 The Intended Products of the Package

The products of the package should be:

- Credit support Scheme

- Agricultural Credit Wholesale Financial Intermediary
- Agricultural Credit Retail Financial Intermediary

6 CASP BUDGET (2004 – 2007)

Through the Intergovernmental Fiscal Review process, National Treasury allocated a sum of R 750 million over the MTEF. The grant, a transfer payment to be made to Provinces is aimed to at ensuring long-term sustainability and economic viability of the agricultural sector. Targeted beneficiaries will be from the rural nodes and on the agricultural development zones. Request for the grant funding will adhere to the guidelines as proposed in the Land Reform and Agricultural Development (LRAD) manual.

6.1 CASP Grant Conditions

The following conditions have already been gazetted and approved:

- Funds to be used to complement provincial budgets to improve and increase farmer support services within the CASP framework;
- Submission of plans indicating how this allocation will be used in line with CASP objectives, information should indicate additional inputs to be acquired and services to be improved or developed. The national department may suggest additional information to be incorporated in the revisions of 2004/05 plans after evaluation where this is possible. Where this is not possible, provinces will be required to submit plans for the use of the additional funds, which in effect supplement the current strategic plans
- Implementation of quarterly reporting on approved plans for targeted areas and beneficiary groups according to the agreed schedule. The Intergovernmental Technical Committee on Agriculture shall review progress on a quarterly basis.
- Strategic plans for 2005/06 to clearly indicate CASP measurable objectives and performance targets to be agreed with the National Department of Agriculture.

6.2 CASP Grant Allocation Criteria

Funds allocated on a weighted average of the following variables: The nature of the farming system;

- The number of beneficiaries from the targeted beneficiary groups
- The capacity of the provincial department to provide agricultural support services;
- Significance of agricultural activities for the rural population as determined by Stats SA based on 2001 Census and the 2004 Agricultural Census data.

6.3 Disbursement of Funds

The funds will be transferred by DoA to the Provinces within the provisions of the Division of Revenue Act (DORA). The Provinces submit business plans according to the above criteria and approval of business plans. During the 2004/05 financial year, the transfers made to Provinces are as follows:

Table 2: Budget allocation (2004/05) per Province

| Province | Allocated amount |
|-----------------|-------------------------|
| Eastern Cape | R 38 043 000 |
| KwaZulu-Natal | R 37 016 000 |
| Limpopo | R 33 428 000 |
| North West | R 26 875 000 |
| Mpumalanga | R 18 903 000 |
| Free State | R 16 870 000 |
| Western Cape | R 13 765 000 |
| Northern Cape | R 10 518 000 |
| Gauteng | R 4 582 000 |
| Total | R200 000 000 |

7 ADMINISTRATION, MONITORING AND EVALUATION OF CASP

7.1 Planning process

Chapter 7 in the Intergovernmental Fiscal Review report (2003) provided an analysis of provincial spending on agriculture. The joint technical committees ((4x4) and the joint sectoral treasury technical committee (10x10) reviewed policy developments and budgetary trends and developed the norms and standards through various technical committees of the Intergovernmental Technical Committee on Agriculture (ITCA). MinMec approves the policies and norms and standards based on the recommendations made by ITCA.

The norms and standards on off and on-farm infrastructure were developed through four clusters (namely, Cluster 1: Eastern Cape, KwaZulu-Natal and Mpumalanga; Cluster 2: North West, Free State and Northern Cape; Cluster 3: Western Cape and Gauteng; Cluster 4: Limpopo). Each cluster provided information reflecting the totality of needs regarding each of the priority areas over the MTEF period as well as the targets for the base year.

Table 3: Template on off and on farm infrastructure

| Cost Driver | Target | Budget: 03/04 Shortfall in () x 1000 | Budget: 04/05 Shortfall in () x 1000 | Budget: 05/06 Shortfall in () x 1000 | Budget: 06/07 Shortfall in () x 1000 |
|---|------------------|--|--|--|--|
| Individual element within priority area | How many & where | Currently budget amount | Currently budget amount | Currently budget amount | Currently budget amount |
| Fencing | | | | | |
| Water for household food security & food production | | | | | |
| Dipping services | | | | | |
| Stock handling facilities | | | | | |

The disbursement was informed by the information received from the Provinces.

7.2 Monitoring and Evaluation

The programme works on agreed norms and standards. Norms and standards have been finalised on stock water systems, fencing, stock handling facilities, rehabilitation of small-scale irrigation schemes. The technical team is also finalising guidelines on mechanisation (tractor support), starter packs and marketing development.

The projects will be monitored by the PDAs on a continuous basis according to the monitoring and evaluation schedules contained in the business plans. PDAs will then submit quarterly reports on programmes and projects to DoA.

8 PROGRESS TO DATE

8.1 Aligning support services

Through the Intergovernmental Fiscal Review, work is underway to identify the shortfalls, the spending pressures and cost drivers as they relate to information and knowledge management; advisory and regulatory services; training and capacity building; market development; research and extension. A memorandum of understanding will be signed with the SETAs on agriculture on the following template.

Table 4: Template on extension (Training and capacity building)

| Cost Driver | Target | Budget: 03/04 Shortfall in () x 1000 | Budget: 04/05 Shortfall in () x 1000 | Budget: 05/06 Shortfall in () x 1000 | Budget: 06/07 Shortfall in () x 1000 |
|---|--|---|--|---|---|
| Individual element within priority area | How many & where | Currently budget amount | Currently budget amount | Currently budget amount | Currently budget amount |
| Programmes | | | | | |
| Skills development | | | | | |
| Categories of people | Specialists | | | | |
| | Extension workers | | | | |
| | Agricultural development community workers | | | | |
| | Farmer organisations | | | | |
| | Agribusiness | | | | |

8.2 Phasing in basic services

Development of guidelines for fencing, water, dipping and stock handling has been finalised. Provinces are in the process of submitting business plans (with two already received) and the money transferred to Provinces. Work is in progress to finalise guidelines for provision of tractors (mechanisation scheme). The guidelines for starter packs support the Special Programme on Food Security (SPFS) and Integrated Food Security and Nutrition Programme (IFSNP) will be finalised within this quarter. The development of marketing and business development guidelines is underway.

8.3 Financing mechanisms

A working group on agricultural development finance has been established and it comprises of the following stakeholders: all commercial banks dealing with agricultural financing, development finance institutions (Landbank, Khula, DBSA), Provincial DFIs (Vimba, Mpumalanga Agricultural Development Corporation), Agricultural Cooperatives, Financial services cooperatives, NAFU, AgriSA, South Africa Sugar

Association and PDAs. The aim is to assist DoA to formulate policy for agricultural financing, draft framework for national legislation, design Agriculture Credit Scheme together with Provincial line departments aimed at broadening access to finance in the agricultural sector and will assist in the control and monitoring of financial instruments to ensure their effective use and that no unfair competition is practised.

9 CONCLUDING REMARKS

Working within the Intergovernmental Fiscal Review has assisted the programme to identify priorities, spending pressures and cost drivers. However, lack of consistency in the Provincial budget structures has slowed down the process of examining provincial spending and budget trends. Through the CFOs' forum, a programme structure has been approved and this will enable the team to speed up the process of identifying spending pressures. Furthermore, within the Provinces, the agricultural sector is combined with Departments of Environmental Affairs and Tourism and Land Affairs making the budgetary estimations even more difficult.

Within the next quarter, guidelines and budget for the mechanisation scheme and the starter pack (agricultural inputs) will be finalised. The department has various pilot projects on food security and tractor support and is now ready to scale up at national level. This will require major resources within the next quarter.

The targeted areas include the nodes, the agricultural development zones. There will be a need to fast track delivery in these areas and this will impact on the budget and delivery systems, including working with municipalities and local government structures.

10 ENQUIRIES

For further information on maps indicating the nodes and agricultural development zones as well as norms and standards on off farm and on farm:

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