Regional Rural Development

A Milestone on the way to structural Change and Transformation

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Elements of Regional Rural Development:

- Regional Development Planning
- Planning Competence and Decentralisation
- Integrating Rural- and Urban-area Functions
- Implementing Regional Development
- Land-use Planning
- Securing Rights of Access to Land and Land Tenure
- Natural Resources Management
FOREWORD

Since the 1970s at the latest, the focus of the development-policy debate has been on poverty and underdevelopment in rural areas. In the case of large donors, such as the World Bank, the regional development banks and the European Union, wide-ranging programmes designed to improve living conditions in rural areas have constituted a major component of their activities for years, if not decades.

Right from the start, German Development Cooperation has also accorded great importance to the advancement of rural areas. In addition to projects geared to promoting agriculture, supporting small enterprises and enhancing the social and technical infrastructure, it was not long before "rural development" projects were being designed and implemented. After amassing wide-ranging experience with multi-sectoral projects in territorially defined areas, the GTZ published its "Guiding Principles for Regional Rural Development" in 1983 which were to determine the shape of a great many projects in the years to come, before being updated at the beginning of the 1990s.

A new forum dedicated to the critical review of project experience has been in existence since 1995 and a joint working group made up of experts from the GTZ and the consulting industry active in this thematic area has since met four to five times each year. The consulting companies are able to bring to the working group "Regional Rural Development and Natural Resources Management" the experience gained in projects funded by many different donors, whilst the GTZ contributes its own many years' practical experience in this field.

Ten consulting companies are presently involved in this specialist working group. And now, after more than twenty meetings, we would like to make our Activity Area accessible to all those interested across the globe. The result is the brochure in front of you, the publication of which reflects the group members' ongoing discussion – nothing more and nothing less. It was not our intention to write a new set of guidelines for regional rural development. But we do want to support a just cause – namely, a successful approach in Development Cooperation which brings together and focuses all the measures being implemented in a given region. And the reason we are doing so is because we, the members of the working group, believe that there is more need for this approach today than ever before, also in Eastern European countries, for example.

The case studies presented in this brochure are not intended to be read as a long list of purported success stories. No, our aim is to bring to the fore the many different facets of regional rural development projects, including the wide variety of ecological and socio-cultural settings.

Working Group
Regional Rural Development and Natural Resources Management

WHY IS REGIONAL RURAL DEVELOPMENT WORTH THE EFFORT

Rural poverty has many faces: outdated production procedures, ever scarcer grazing land, lack of access to drinking water, inadequate education options and poor health care, lack of land titles, legal uncertainty, low participation in decision-making processes – a list that is by no means exhaustive. When trying to develop its economic potential, the rural population with all of its unsolved problems finds itself on the one side with markets, services and key information on the other. And between them a yawning gap that to this day has still not been bridged.

Of course, there are large-scale and even global trends. Rural regions in Africa have become poorer over the past twenty years. Indeed, there are regions whose links with their country's national economy are even more tenuous now than in the late colonial period. In some parts of Asia, the Green Revolution meant that food production rose considerably, with the result that even rural income has increased on average. But not everyone has profited from & boom, and in many places a new class of landless farmers has evolved. In the former Soviet states, the last ten years have seen the rural population confronted with problems they have never known before: social infrastructure is hardly affordable any more, jobs are no longer available for all those who have to feed themselves and their families. And a great many tasks which the state executed for its citizens for decades now have to be transferred to private actors or voluntary user associations.
Some of these problems have been around for years, some have developed more recently. Market liberalisation, for example, has led to increased differentiation of the rural population. Those producers with sufficient resources at their disposal and who are able to react flexibly to market mechanisms are the "winner", whereas the large number of "losers" have to sell at extremely low prices, forcing them increasingly into financial difficulty, debt and food insecurity.

In short, denationalisation has not espoused the kind of spontaneous private-sector development hoped for, resulting more often than not in a serious service gap.

The problems in rural regions are much too complex to allow for a simple patent remedy. And indeed, the "regional rural development" approach has never regarded itself as such.

Let us take a brief look back to see how this approach first came on the scene. As early on as the sixties and early seventies, most Development-Cooperation donors had already launched projects and programmes geared to rural areas. However, most of them were sectoral, the majority focusing on agricultural promotion or the introduction of new production procedures. The hope was that these new procedures would ultimately improve the population's overall situation. But experience showed that a lot of these projects did not go far enough. Other bottlenecks such as poor transport links, poor market access or lack of capital were not eliminated. Projects that consciously targeted progressive farmers, as they were known, were typical of that period, since it was hoped that any innovations here would soon spread to the entire population. And yet, in many cases, all hopes of a trickle-down effect proved to be deceptive. And then, of course, there were rural road-building projects. This was because road construction was regarded as a key investment for entire regions: a lot of road-construction projects failed to stimulate the local and regional economy, and, in many cases, actually turned into dead-ends themselves, because instead of opening up the rural region concerned, they effectively helped the most active members of the population migrate to the cities. In other parts of the world, such as the tropical rain forests, the construction of access roads led to a different kind of problem: the roads became the springboard for uncontrolled settlement, and, finally, initiated a chain of events that culminated in the forests' destruction.

The obvious inadequacy of the sectoral projects led to the generation of integrated programmes, regional rural development projects, whose most prominent feature is often named as their multi-sectoral approach. However, their focus on the people involved in project activities is perhaps even more important. Sectoral approaches only perceive the rural population in a specific role: i.e. the farmers as food producers, the passengers of a mini-bus as road users, the sick as patients or beneficiaries of a health-care station. In reality, though, the aim should be to view people holistically in all their contexts and with all their needs. Village inhabitants, wherever they may live in the world, have many different needs and usually face a series of different problems, the consideration of which is termed as "target-group orientation" in development-policy jargon. Thus, the people and their problems are the starting point; if all of their problems are taken seriously, it does not take long before a multi-sectoral approach is found to redress the situation. The problems of farmers in West Africa, for example, are not due solely to rudimentary agricultural technology, but to a great many different, interrelated factors.

The spatial framework in regional rural development is the "region". In other words, a coherent spatial unit which is located between the local and the national level. Furthermore, functional interrelationships also play an important role (such as regional water-catchment areas or market centres). This regional approach is based on the premise that the situation of a population in a given region is influenced, at least in part, by common ecological and economic features and their similar socio-cultural framework conditions.

Regional rural development projects of this kind have been initiated and implemented in many countries across the globe since the 1970s. Technical-Cooperation projects by the German federal government have been flanked by comparable activities financed by the European Union, the World Bank and regional development banks. A series of German Financial-Cooperation projects, co-financed by the Kreditanstalt fur Wiederaufbau, were also based on a similar approach.
And yet, by no later than the end of the 1980s, a lot of those involved and even some of the big donors, became somewhat disillusioned. Even those comprehensively planned, wide-impact regional rural development projects had failed to live up to all the expectations placed in them. There were problems whenever different interventions in various sectors had to be coordinated particularly well. Indeed, integrated project approaches were frequently brought to their knees by local authorities intent on looking after their own interests. A salient feature of multi-sectoral projects or programmes is the fact that there is not just one executing agency, but a variety of different institutions. A lot of these projects also proved to be weighty and complex, and some of them even developed their own project bureaucracy. Furthermore, in the beginning, regional rural development projects were planned in too much detail. The first stages included an analysis of potential and a regional plan, after which project measures were conducted for years on end in those sectors identified as being of key importance. The plan of operations was "worked through", leaving little room for flexibility or for responding to changes in the framework conditions or to new needs evolving in society.

The "regional rural development" concept thus fell into disrepute. And some donors even abandoned it. Sectoral projects were on the up and up. Less complex, more compact, easier to steer, more manageable in institutional terms – this is how the people who work with them extol the advantages of sectorally-oriented projects. And indeed, none of these pragmatic arguments can be denied; but, nevertheless, integrated approaches have become more popular again over the past ten years.

The challenges of the nineties and the century about to unfold cannot be dealt with adequately by purely sectorally-oriented projects, as can be demonstrated quite clearly by two developments:

1. In the course of decentralisation in a lot of countries over the past ten years, districts and communities have been given the task of planning multi-sectoral development measures for their region. They have taken on responsibility for investment decisions in a great many different areas, something for which they are not, as a rule, suitably prepared. They can, however, be helped to acquit themselves of their tasks competently, if they are supported and promoted by integrated regional rural development projects.

2. At the latest since the Rio Earth Summit in 1992, it is now globally accepted that the long-term conservation of natural resources cannot be achieved through conventional nature protection alone. Most of the participating states committed themselves to implementing the international environmental conventions (biodiversity, climate, desertification control) and Agenda 21. This goes hand in hand with the formulation and design of concrete agreements. "Natural resources management" means that a great many actors take on responsibility for the careful and sustainable use of natural resources. Modern projects on natural resources management combine interventions in different sectors and work with target groups at several levels in an attempt to achieve a regional balance between the often conflicting interests of ecology and short-term economic goals. This is why regional rural development and natural resources management are so closely related to each other.

Regional rural development does not stand alone. Indeed, support strategies also set themselves targets outside the particular region, such as, for example, advisory services geared to regional structural policy and to legislation on national-level decentralisation.

**BASIC PRINCIPLES OF REGIONAL RURAL DEVELOPMENT**

Regional rural development projects can differ greatly, as can be seen in the nine project examples presented in the second half of this brochure. Just as the ecological and socio-cultural conditions...
vary in every single case, so do the packages of site-appropriate measures and the approach in every single project. Nevertheless, discussions on this theme over the years have allowed us to filter out some basic principles that apply to all projects.

1. The framework is in every case a limited spatial or territorial unit, the region, which is understood as a networked system consisting of the local inhabitants, the given natural resources and the available material infrastructure.

2. Any kind of intervention has to be based on precise knowledge of the specific development potential and development constraints in the region.

3. Project work is oriented to the people, which means all measures are based on a holistic understanding of the life-sustaining needs and requirements of individuals, families and social groups within the region.

4. The real actors within the project are the "target groups" themselves. External advisors merely have a support function, and can at most act as catalysts for development.

5. With the help of external consultants, the key actors jointly develop the targets for their region.

6. Regional rural development projects are process oriented, in other words, they are not planned in a fixed and rigid manner from start to finish. The project is regarded as an open system in which flexible adaptation in line with new insights and altered internal and external conditions is desired. The project can also be understood as a joint learning process for all those concerned.

7. Regional rural development projects aim to achieve well-balanced development and to overcome pronounced inequalities or disparities - in several ways: social equality goes hand in hand with economic and ecological sustainability.

8. Regional rural development projects help to set up transparent administrative structures at local and district level that are in touch with the people they serve.

9. Regional rural development projects also advise actors outside the existing political and administrative system on how to competently take on responsibility for the concerns and needs of their fellow citizens (e.g. by supporting privatisation processes).

**KEY ELEMENTS OF REGIONAL RURAL DEVELOPMENT**

Every project is different, because every situation analysis leads to a specific mix of different interventions and project elements. There is, however, still a series of core elements which recur in many different projects. The main tools used in different fields are presented in Fig. 1. Some of the more important elements are described in detail below.

To make it easier for the reader to establish a link between theory and practice, the individual elements of regional rural development (RRD) have been assigned specific colours which are also used in the nine examples of hands-on project activities.

**1. Regional Development Planning**

A great many actors with an immeasurable number of individual inputs are involved in the development of a territorially definable region.
Not everything that happens in the region can really be planned for. Indeed, not all events that lead to changes should or can be subject to supra-ordinate planning. In the past, a lot of the conventional approaches in regional planning were either too demanding or too rigid, and failed to fully accommodate the local conditions or the opportunities open to the local actors. Planning in a regional context means identifying specific regional potentials, specifying goals (what is to be achieved?) and strategies (how should it be achieved?). Further more, planning ultimately means agreeing on implementation priorities, not just for individual sectors, but multi-sectorally – an essential basis for any type of regional rural development.

In recent times, a great deal of experience has been gained with newer, more flexible regional planning approaches, whereby planning is understood as a communicative process involving representatives of all actors. A key stage is the joint identification of potentials and development bottlenecks within the region. This analysis can serve as the springboard for joint work on alternative development scenarios. By closely coordinating their activities, the actors are also able to develop short- and medium-term packages of measures that can help achieve jointly identified regional development targets.

One particular approach that has been applied in some Technical-Cooperation projects is known as "regionally-oriented programme planning". This is a step-by-step process, in the course of which the main actors in the region initially identify key potentials and problems and then go on to develop appropriate packages of strategic measures. Workshops which bring together important actors and representatives of public administration and the private sector to discuss alternative development scenarios have proved their worth in a series of projects. This too is a way of making the actors in the region aware of the fact that the future is, in principle, an open book, and that it is up to them to harness the region's potential and to set their own targets for the future which they have to pursue assiduously.

2. Planning Competence and Decentralisation

To plan and implement regional rural development activities, you need an organisational and institutional framework that is geared to development. At the administration level, new communication and management structures need to be introduced. Planning procedures that involve the target group, transparent decision-making processes, democratic participation – all these are elements of an administrative culture that regional rural development can help support. It is equally important though to know how to efficiently manage limited financial and human resources.

This aspect of regional rural development projects has become even more important in recent years than it was initially. In many countries, decentralisation programmes have led to the transfer of new authority to district and local level. However, the institutions charged with executing local and regional autonomy are often poorly prepared for the job. New partnerships and alliances have to be formed between state, local and private-sector actors. The regional level is also the intermediate level at which national targets have to be brought into line with the objectives and aspirations of the population in the region.

However, not only regional
concerns have to be steered by select committees. In times of globalisation and the continued existence of the unitary state, rural target groups have to learn how to actively handle externally-induced framework conditions. They have to demand that promotion programmes be geared to the given regional conditions. In the case of sector-investment programmes, the district assemblies, and not just the sector ministries, should decide on how money will be spent. It is here that the regional rural development concept comes into its own, since it is especially suited to integrating sector-investment concepts into the regional context, as shown in Figure 2.

3. Integrating Rural- and Urban-area Functions

Development Cooperation has for too long approached and treated problems in rural and urban areas as separate entities. At the implementation level, urban management projects, as they are known, are frequently found side by side, but completely unrelated, to projects designed to strengthen potential in rural areas. Such a situation hardly reflects the way things are in reality or caters for the population's needs. After all, there is, in truth, a series of self-evident, as well as not so readily discernible, relationships between cities and rural areas: migration relationships, commuter relationships and economic exchange relationships, to name but a few. Cities act as innovation and distribution centres in rural areas and have an important service function for the rural areas surrounding them. Inversely, a lot of cities get by on the resources that they win from their rural hinterlands, either via migration or capital transfers. In many developing countries, but also countries in Eastern Europe, urban-rural relationships are not only to be seen as a form of interaction between different economic actors, but can be understood as a combination of individual survival strategies at several locations.

Figure 2: Regional integration of sector-investment programmes (SIP) via regional rural development

This is why regional rural development projects work hard to promote the complementary functions of cities and the rural areas surrounding them. It is ultimately a question of learning to understand the special type of small-scale and also informal economic circuits between urban and rural areas, so as to be able to offer targeted promotion inputs.

4. Implementing Regional Development
Based on the set of activities that has been prioritised and accorded a high status in regional development planning, every single regional rural development project will implement a package of measures tailor-made to suit the situation. Strictly speaking, these are pilot measures which are designed to jointly test site-appropriate problem solutions, presuming, that is, the project's primary function, i.e. that of a catalyst, is taken seriously.

In principle, key phases of the project cycle should be conducted jointly, i.e. by the major actors and the external consultants: framework planning, implementation, monitoring, evaluation and upgrading of the framework plans. Key elements of implementation could include, for example, measures designed to improve market access or access to small loans, general economic and trade promotion, improved access to social services and social infrastructure or special programmes designed to upgrade living conditions amongst marginalised population groups. In this context, it is important to orient activities to the region's potentials and its strengths, so as to ensure that the developments initiated are sustainable in the long term.

5. Land-use Planning

There is no doubt that land-use planning is a prime instrument in regional rural development, because it allows it to link up with natural resources management and thus paves the way for sustainable development.

In regional rural development projects, physical planning is supplemented by a participatory decision-making process, and some-times even replaced by it. Purely physical planning ideally works on the assumption that by optimising the planning instruments, whilst concomitantly rationalising planning organisation and the planning process, the result will be optimal problem solutions. In regional rural development projects, however, the focus is on generating a social basis for resolving problems and conflicts. Land-use planning thus becomes a political process in which the power constellations are of decisive importance for the end result. Mechanisms allowing conflicts to be worked through or a consensus found are major influencing factors. Land-use planning should make use of modern technologies, such as geographic information systems, for example. And yet, the reverse side of the same coin, i.e. the process of conflict mediation, must not be neglected. In this sense, land-use planning is not a one-off measure, but an iterative process based on dialogue between all those involved, whose common objective is to determine sustainable forms of land-usage in rural areas.


Land-use planning is closely tied up with the legal aspect of land availability. Only the owner whose children can inherit an economic basis has a true interest in sustainable land use.

In many societies, however, the rights of land ownership in rural areas have still to be sorted out. Modern, vested titles documented in land-title registers often supersede traditional rights of access. Now and then, confusion reigns with a whole bunch of different legal titles existing for one and the same piece of land. And yet, permanently secure legal titles are essentially the main precondition for sustainable management and long-term investment by the farmers concerned. Moreover, only those farmers who can produce legally valid titles can access a bank loan. This is why land-law programmes constitute a central component of a great many regional rural development projects in those areas where legal titles have still not been clarified. State-of-the-art technical assistance for cadastral-type registration is certainly a key aspect, but not the only prerequisite for the successful handling of this task. Indeed, as with land-use planning, it is also a question of having the right feeling for the situation and being understanding of the arguments put forward by the different parties involved, in other words, ultimately, it is a matter of mediation too.

7. Natural Resources Management

The sustainable management of natural resources should really be a fundamental concern of all regional rural development projects, and is one which can be catered for by appropriate land-use planning, for example. Furthermore, there are also projects which focus on protecting endangered natural biotopes for reasons of national or global interest. Such projects include those geared to conserving parts of the tropical rain forests or to the long-term preservation of endangered landscapes, flora and fauna or even desertification control. Experience has been gained here with zoning concepts, permitting the selective use of renewable resources by the local inhabitants in those areas worthy of protection. An appropriate, staggered system of usage, ranging from a core conservation zone, a buffer zone with mixed usage and a border zone, in which exploitation by the population is stabilised as far as possible, is intended to help achieve the conservation objectives in a joint process involving the population.

We hope that we have managed to convey to you that regional rural development is more than just the
implementation of measures in a manageable local context. Indeed, the regional rural development approach comes into effect at three levels: It helps

- improve living conditions on site in rural areas,
- design structural change at regional level and
- shape structural policy and the hands-on implementation of international conventions at national level.

In this context, it is the partner countries themselves that set the objectives for regional development – in the best-case scenario, local, regional and national-level bodies are all involved. The regional rural development concept as a Development-Cooperation approach helps the actors in the partner countries formulate and achieve their regional development goals.

The framework conditions for rural development have – as described above – changed over the past ten years. Everywhere in the world, global networking is shaping the development opportunities of rural populations. Whilst certain regions actively seize and exploit these chances, the standard of living in other, more backward regions is at risk of falling even further behind. This is why it is even more important than ever before to redress the situation by strengthening the region and its governance functions. In short, the concept of regional rural development is more relevant than ever!

Examples of Project Implementation

INDIAN PEOPLES TAKE THEIR FUTURE INTO THEIR OWN HANDS HOW PARTICIPATION BY LOCAL CITIZENS, ADMINISTRATIVE DECENTRALISATION AND LAND-USE PLANNING HAVE HELPED

Background

At the beginning of the '90s, the Bolivian government geared its policy to three focal points: regional development planning was to ensure that future human settlements were in keeping with the country's economic potential and also upheld the objectives of natural-resource conservation (sustainable development policy). Furthermore, the population was to become more strongly involved in the political decision-making process in the country (policy of popular participation). Finally, administration was decentralised and, at the same time, tax income distributed in line with a population code to the lowest administrative level, the municipios (decentralisation policy).

Project Strategy

German Development Cooperation (DC) has supported this policy of Sustainable Development, Popular Participation and Decentralisation in Bolivia, inter alia, in a project for native Indian peoples. The habitats of the six Indian peoples living in some 465 villages in the department of Santa Cruz were increasingly being restricted by land seizure, clearance, settlement and mechanised agriculture. A sectoral project approach would not have gone far enough here, since the problems in these areas were too many and too complex: no data was available on ongoing and potential land use, land titles had not been secured, there was no legal basis for controlling sustainable land-use, the Indian territories had not been included in any binding regional policy, they did not have their own territorial authority, nor did they receive any direct tax allocations from the state, and were always at a disadvantage when it came to public services (schools, health care, roads).

German Development Cooperation worked with the Indians at different levels concomitantly: Within the scope of Financial Co-operation (FC), the Indians' living conditions and their future prospects were analysed. Taking this as a basis, development concepts for the village communities were then drafted together with the peoples' representatives.

The farming and forest lands as well as the protected and expansion areas belonging to the Indian communities were then incorporated into the new (and Bolivia's first-ever) land-use plan for the department, which became legally binding as of 1995. Thus, from a regional-planning point of view, the Indians' habitats had been secured, but this was not the case in reality in their communities where there were still a lot of uncertainties, such as, for example,
Community boundaries were not defined clearly enough, or not at all.

The communities either had no land titles or none for all the areas currently in use or with a potential for use.

Several valid land titles overlapped and there were disputes over borders and ownership.

Concrete Help for Self-help: Results

In the course of the project, 12 Indian grassroots organisations were able to secure their land, legally and physically, over a period of 3 years. The Indians themselves surveyed their land, resolved border disputes, applied for land titles and dug border ditches. Support from the Financial-Cooperation project predominantly consisted of information events on land-law issues, training about 80 Indian surveying assistants, financing legal aid and state-certified topographers, helping people apply for land titles and providing surveying equipment and apparatus. Thus, almost 300 disputes were resolved, more than 200 applications submitted for land titles and 178 new titles recorded in the land register. By setting up 4,250 km of border ditches, more than 500,000 ha communal land was secured for 297 villages (64% of the existing 465 villages).

Secure boundaries also meant that in 1996 and 1997 the framework conditions were in place to generate three new Indian districts, all of which are now administered exclusively by the Indians themselves. These were all completely new moves in Bolivia's administrative reform process and constituted key political elements in the decentralisation policy. The latter ensured that, given their new administrative autonomy, the new districts also received their own funds.

More Responsibility Through Structural Reform

The development outlined above has sustainably improved the living conditions of the traditionally poorer and underprivileged population and also permanently enhanced the legal status of land use in all three administrative districts. The decentralisation and administrative reform facilitated by the project has put the Indians in a position to once again take on responsibility for their future themselves.

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<td><strong>Title</strong></td>
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<td></td>
<td>TC Project: Regional Rural Development in the Department of Santa Cruz</td>
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<td><strong>Objective</strong></td>
<td>TC Project: Protection and sustainable usage of natural resources</td>
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<td></td>
<td>TC Project: The rural inhabitants in the department Santa Cruz are empowered to permanently improve their living conditions via the...</td>
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VILLAGE COMMUNITIES SEIZE THE CHANCES OFFERED THEM BY THE STATE'S DECENTRALISATION POLICY

Context

In 1991, the Philippines witnessed the introduction of the Local Government Code, and thus the decentralisation of its public administration, whereby responsibility for local development planning and implementation was transferred to the district and community level. At the same time, the districts were empowered and encouraged to gain direct access to national and international aid and sources of finance. The large majority of the villages and cities, however, found themselves more or less totally unprepared and lacking in experience for such a task. It was not only planning skills that were lacking; the major obstacle was the fact that the Code called for all plans to be produced in participation with the local population, a demand that by far exceeded the local planning staff's capacity. Furthermore, integration of the local development plans into a framework plan at provincial level also proved to be extremely difficult.

This project constitutes one of the first attempts to strengthen participatory development planning and implementation at the district and community level. The basic idea underlying the concept was to develop a set of tools, along with aids facilitating their application, and a training system, that were to be introduced and tested in pilot regions. A total of 236 village communities and 41 districts in six provinces with varying poverty characteristics were supported in the course of the project.

Work Components and Actors

Generating regional training and consultancy capacity: To this end, a training institution, mostly an NGO or a state education organisation, was contracted in each of the five regions. These institutions helped produce the training manuals and materials and also provided instructors to train the planning moderators. The idea of involving and strengthening these training establishments was that an institution could be set up in each pilot region that would, in future, be in a position to offer the communities competent advice and training in planning and implementation methods and procedures.

Strengthening local planning capacity: This is all about training local planning experts and moderators. In all, some 417 people were trained in 31 districts. There were several reasons for training this group of individuals of central importance to the project:

- They provide professional support in the development of district plans.
- They train and advise the members of village planning committees.
- They are able to moderate key planning meetings.
- They are the links to supra-ordinate planning levels.

A comprehensive manual was prepared for participatory planning processes containing a series of important tools (model plan, sustainable use of the natural resources available and thus take on responsibility for their future themselves.

| Target group | The rural population in the department Santa Cruz (c.500,000 persons), with a specific focus on small farmers and Indians, but also other users of natural resources, including entrepreneurs. |
| Executing Agency | State-owned regional development company CORDECRUZ; following its dissolution, the prefecture |
| Financed by | BMZ (FC via KFW) |
Training in project development: District planning experts and village planners were empowered to elaborate the projects identified within the scope of local development planning in such a way that they could be used as the basis for applications for funding from national and international financiers. Of the 162 projects applied for, some 115 had received funding commitments by the time the project had run its course.

Looking Back and Assessing: Participatory Development Planning Has Good Prospects

The project activities’ village-level focus came about as result of a learning process during the orientation phase. Indeed, it brought with it considerable advantages for improving district development planning:

- District-level personnel initially learned how to apply participatory planning approaches under the comparably simple development conditions at village level.
- It was easier to clarify the respective roles of the districts and villages and to distribute tasks between them.
- Valuable insights were gained into the need to integrate village and district development plans.

In the final phase of the project, the experience gained at village level was brought into a framework concept for district-level planning. Initial training for staff from 41 administrative districts in special issues relating to district development constituted part of this start-up assistance. Happily, the Agricultural Ministry decided, following completion of the project, to continue its support at district level with the local project personnel available. Thus, it can be claimed that, in the course of the project, the decision-makers came to value local-level participatory development planning a whole lot more.

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<td>Target groups</td>
<td>Planning and development personnel from 213 villages and 30 districts in 6 provinces</td>
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<td>Executing Agency</td>
<td>Department of Agriculture</td>
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<td>Duration</td>
<td>1994 - 1999</td>
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RURAL COMMUNITIES MOBILISE THEIR OWN RESOURCES AND BECOME DEVELOPMENT ACTORS
Context

Owing to the ongoing growth in population and an economy that has been stagnating for many years now, as well as a lack of investment, the rural population in Kenya is falling into ever greater poverty, especially in the north of the country and the coastal region, the "Arid Lands" as they are known. Basic supplies – water, food, education, tracks and roads, – and the income status of the rural inhabitants are equally dismal.

Nowadays, the traditional lifestyles and work patterns of the partly semi-nomadic population in the Arid Lands are no longer viable. Furthermore, their traditional, internal structures of self-help and conflict management are no longer sufficient when it comes to effectively representing the communities' interests in a broader context.

Project Approach

Against this background, a series of regional rural development projects have been implemented with the help of German Technical Cooperation (TC) since the start of the 1990s which aim, in direct cooperation with the rural communities, to identify and pursue development possibilities from "below". These projects target the rural communities' capacity for organising themselves, advising them on how to mobilise themselves to voice their concerns and articulate their priorities. Long-term success can only be achieved, however, if the activities are implemented on a broad scale.

The first step involves the generation of an efficient team of local, specially trained social workers and organisational consultants. As soon as these teams have established themselves in rural areas, and a minimum number of village communities has been integrated into the project, neighbouring communities are also taken on board. However, they are not supervised entirely by project staff, but are supported by exchanges of experience and visits to their neighbouring communities. Thus, a broad-scale mobilisation process is systematically set in motion. It is then up to the project to maintain the quality of the process and to organise its systematic expansion. The communities are to be empowered to stand up for themselves, and to negotiate and express their needs with confidence, thus going from passive recipients to active players in the development process.

Management Capacity

To enable the communities to continue to function following project completion, they need trained management staff as well as decision-making and working structures. And it is here that the project focuses its activities. A particular problem in this respect is that it is very difficult to make transparent the dynamics generated by strengthening management and decision-making structures, although this is more important from the point of view of sustainability than any strikingly obvious infrastructure measures.

Financial Support

As soon as the communities have organised themselves, it becomes much easier to mobilise external financial support from social development funds or national promotion programmes, for example, which are earmarked for direct cooperation with communities. These funds, i.e. the Technical-Cooperation open fund for small-scale measures, are used to finance subsidies for community projects.

Service Management

In addition to financial support, rural communities also need external technical assistance, for well construction or for production engineering, for instance. Support of this kind is based on a network of skilled private and state service-providers with whom the communities cooperate independently by commissioning...
inputs. Indeed, wells not only have to be built, but the people trained to provide services in this field, i.e. well maintenance and repair services.

**Decentralisation**

State administration and thus state services are decentralised on paper in Kenya, but this does not work in practice; mostly because of the inadequate allocation of funds to the district administrations. It is accepted even at the highest political level that true development from below is not possible without increased decentralisation and a more dynamic service structure. However, national attempts at decentralisation have generally come to nothing, because of the overwhelming resistance by the prevailing bureaucracy. In contrast, at district level, people are very willing to take on more responsibility.

The project is helping generate functional district structures that will facilitate greater decentralisation and mobilise self-initiative and responsibility. Broad-scale rural development, however, is only feasible, if the national framework conditions are altered accordingly.

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<thead>
<tr>
<th>Country</th>
<th>Kenya</th>
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<tbody>
<tr>
<td><strong>Title</strong></td>
<td>Samburu District Development Programme - SDDP</td>
</tr>
<tr>
<td><strong>Objective</strong></td>
<td>Promoting the district population’s self-help capacity, whilst taking account of the ecological framework conditions</td>
</tr>
<tr>
<td><strong>Target group</strong></td>
<td>The rural population in the district which earns its living from extensive pasture farming, as well as community members</td>
</tr>
<tr>
<td><strong>Executing Agency</strong></td>
<td>Agriculture Ministry</td>
</tr>
<tr>
<td><strong>Duration</strong></td>
<td>1992-2001</td>
</tr>
<tr>
<td><strong>Financed by</strong></td>
<td>BMZ</td>
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**REGIONAL ECONOMIC DEVELOPMENT THROUGH INCOME - GENERATING MEASURE**

**Context**

The Kandy District in the central highlands is one of the most densely populated regions in Sri Lanka. Given its mountainous topography, agriculture is narrowly confined. In addition to traditional rice-growing in the valleys, the higher areas are characterised by tea plantations. In smaller areas in the district, the cultivation of market vegetables is also of importance, although this does promote soil erosion on steep slopes.

The project aims to improve the economic framework conditions in the long term and promote employment and income-generating options, especially for poorer population groups. The initial phases of the project focused primarily on promoting, both directly and indirectly, poorer rural population groups with inputs geared to social and economic infrastructure (drinking-water plants, expansion of paths and roads, rehabilitation of irrigation plants) and with income-generating measures in agriculture. To this end, five areas were selected in the district, whose weak structure, relative seclusion and developmental retardation set them apart from the rest of the region.

In the period from 1987 to 1996, more than 400 micro projects were promoted in this way. In spite of the measures’ visible success, a sufficiently broad-scale effect in terms of employment and income remained elusive, so that, in time, the promotion of direct income-generating projects, above all in the fields of handicrafts and trades, took on ever greater importance, whereby the village-development approach was increasingly complemented by support for small and medium-sized enterprises.

Since 1995, the project has consistently geared its promotion inputs to regional trade and industry. State and private service-providers are promoted such that their services for micro-, small and medium-sized companies are more effective and can be offered decentrally. This is expected to enhance the region’s economic development in a whole series of sectors, and also the local job market.

**Key Features of the New Approach**
- Support for organisations relevant to economic development and their members,

- Promotion of production and marketing in various economic sectors, with attendant development of commercial associations and interest groups,

- Strengthening of regional growth centres,

- Harmonising measures and interventions at the policy and state-administration levels and in civil society.

A special feature of the ongoing phase is the cooperation with establishments such as Chambers of Commerce, trade associations and the commercial banking sector. A key role in this connection is accorded to the generation of a private-sector service center (Central Province Enterprise Promotion Center). With the help of decentralised structures, this center also provides companies in rural areas with training offers (above all in company management and planning), and with sectorally relevant information and financial advisory services.

The Importance of Planning Data

A digital data base has taken on increasing importance when it comes to making use of spatial planning data for the purpose of regional economic promotion. The project and the provincial planning authority had originally set it up to support the public planning sector. However, when used in combination with a geographical information system, the data base facilitates access to socioeconomic information on companies and thus permits the evaluation of future developments. The data are increasingly being used by private enterprises to determine market potential, for example, or to specify marketing areas.

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<thead>
<tr>
<th>Country</th>
<th>Sri Lanka</th>
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<tbody>
<tr>
<td>Title</td>
<td>Regional Rural Development Kandy</td>
</tr>
<tr>
<td>Objective</td>
<td>Long-term improvement of the economic framework conditions; Promoting employment and income-generating options, especially for poorer population groups</td>
</tr>
<tr>
<td>Target groups</td>
<td>Five areas in the Kandy district</td>
</tr>
<tr>
<td>Executing Agency</td>
<td>Ministry of Plan Implementation and Parliamentary Affairs (MOP), Colombo</td>
</tr>
<tr>
<td>Duration</td>
<td>1987-2000</td>
</tr>
<tr>
<td>Financed by</td>
<td>BMZ</td>
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 HOW A TECHNICAL COOPERATION PROJECT IS ACTIVELY SUPPORTING THE PEACE PROCESS

Background

The province El Quiche in the mountainous north west of Guatemala is suffering the most from the consequences of the 36-year long internal armed conflict. Extreme poverty, malnutrition and the complete
decimation of civil organisational structures as well as a pronounced mistrust by the population any state institutions are typical of this region. 90% of the rural population belong to the ethnic group known as Mayas-Kiche, who live at marginal locations, surviving predominantly off subsistence farming and seasonal migration by the menfolk especially

The project is situated in one of the peace zones, i.e. in one of areas that was most severely hit by the civil war and whose development has been accorded top priority by the Guatemalan government.

The inputs target the poor rural population, but especially the women, in the approx. 9,000 families (about 65,000 people), because they have been most badly affected by the process of impoverishment. Moreover, due to the men's migration in search of work, they are also very often the key implementers of self-help-oriented measures. The integrated project concept also focuses on the administrations and planning authorities in the five municipalities and the departmental development council.

What is the project doing?

The project is trying first and foremost to provide practically-oriented extension inputs that will improve and diversify agricultural production, to achieve the rational and sustainable use of natural resources, and also to enhance the marketing of various products both from the agricultural and non-agricultural sector. Furthermore, it is aimed to improve the social framework conditions for the rural population.

The framework conditions in particular art to be upgraded by strengthening local self-government, whereby the target group's management capacity is to be improved, thus empowering it to better articulate its needs.

How does the project work?

PRODEQ's work centres on helping people to help themselves. The project is mainly designed to help small farmers organise themselves and join together in legalised groups and also to voice their wishes, needs and interests themselves and implement them on their own too.

Decentralised extension structures with multi-disciplinary extension teams in five districts and village extension officers who are well acquainted with the Maya's specific cultural background ensure that there is sufficient proximity to the target group.

In this way, it is aimed to provide help for self-help that is geared to a long-term holistic concept that takes account of as many sub-problems in a given region as possible, including health, education and infrastructure, whilst enhancing production capacity and promoting small-farmer organisation structures and interest groups.

What has the project achieved to date?

With PRODEQ's help, more than 60 self-help groups have been established and legalised, thus enabling them to increasingly represent their own interests themselves. This has led to greater participation by these groups in local decision-making. Group networking has strengthened civil society, a fact which is of particularly great importance in that it has helped secure the peace process in El Quiche.

Various measures have promoted planning and management capacity in the communities, thereby enhancing the services they offer to the civilian population.
Better production and storage techniques (e.g. the introduction of metal silos that are produced in the region too) has helped raise yields, and thus income, from maize and beans quite considerably. The introduction and dissemination of fruit trees has given the families additional sources of income.

Although the possibilities for generating work places outside agriculture are very limited, approx. 100 jobs have been created as a result of SME promotion (e. g. maize grinders, ceramics, cultivation and sales of medicinal plants).

Consultancy inputs in the field of health and nutrition focus on preventive measures. PRODEQ's educational materials detailing the basis of good health and nutrition are used by representatives of over 20 institutions, thus reaching some 4,500 families. 820 teachers at village schools have undergone training in the application of these materials and now teach basic hygiene to some 10,000 pupils or more. Setting up and maintaining water cisterns for domestic use has resulted in a 20% drop in intestinal infections in 600 families.

Thanks to the application of suitable measures, 10% of infants at risk of malnutrition have attained normal nutritional standards.

1,600 families have installed improved ovens equipped with adequate smoke-extraction systems that have led to a reduction in the number of respiratory-tract complaints. Furthermore, now that the improved ovens are in use, fuel needs have dropped by some 50%, which, in turn, cuts down on deforestation.

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<thead>
<tr>
<th>Country</th>
<th>Guatemala</th>
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<tbody>
<tr>
<td>Title</td>
<td>Regional Rural Development in the Development El Quiche-PRODEQ</td>
</tr>
<tr>
<td>Objective</td>
<td>The poor, marginalised, rural population in the Development of El Quiche has improved its capacity to sustainably resolve its problems</td>
</tr>
<tr>
<td>Target groups</td>
<td>The poor and marginalised, rural population in 55 villages, above all women</td>
</tr>
<tr>
<td>Executing Agency</td>
<td>Secretariat of the Executive Coordination of the Presidential Office-SCEP- and various implementing organisations</td>
</tr>
<tr>
<td>Duration</td>
<td>1996-2004</td>
</tr>
<tr>
<td>Financed by</td>
<td>BMZ</td>
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REGIONAL RURAL DEVELOPMENT IN THE CONTEXT OF DESERTIFICATION CONTROL

What is desertification?
The situation of Argentina's poorer population groups has hardly improved at all in the past, and that in spite of a more positive macro-economic development status. The majority of small rural producers is suffering from a lack of access to external services and markets. Overexploitation of natural resources and impoverishment are the result. With the help of Technical Cooperation, and more specifically regional rural development projects, the rural population's living conditions in Argentina are to be sustainably improved, whereby the main challenge is as follows: some 75% of Argentina's surface area is arid or semi-arid and exhibits varying degrees of desertification (cf. Figure 4).

Regional Rural Development and Desertification Control in Patagonia

Patagonia, located in the south of Argentina, counts as one of the driest eco-regions in the world. Agriculture that is virtually exclusively geared to sheep rearing has, especially since the 1950s, led to the irreversible destruction of most of the land. By introducing diversified production systems as part of an Argentine-German cooperation project, an attempt is being made to counteract any further destruction of the natural resource basis.

Using the regional rural development approach, the project has established a regional decision-making support system (Sistema Regional de Soporte de Decisiones - SSD) which enhances land usage via the assessment of satellite images. SSD is used in the severely degraded natural pastures in Patagonia to inventorise damage caused by desertification, to record existing development potential and to plan the sustainable use of natural resources. Taking this as a basis, models for sustainable development are elaborated together with producers, project extension officers and experts specialised in evaluating satellite pictures. In this way, SSD is helping generate a basis on which to plan the urgently needed diversification of Patagonia's production systems.

Regional Rural Development in the Provinces of La Rioja and Catamarca

The main reason for the increasing degradation of natural resources in the La Rioja and Catamarca plains is their inappropriate use by humans, i.e. overgrazing, logging and fires. Within the scope of the regional rural development approach, the Los Llanos project in La Rioja chose a multi-staged procedure; to this end, it developed the tool known as regionally-oriented programme planning (ROPP) which, as part of a participatory process, lays down the strategic guidelines for regional development in thinly populated dry areas. On the basis of ROPP and with the help of innovative problem solutions in the field of desertification control (e.g. improved water-retaining basins, solar-energy plants, improved pasture management, sowing of buffel grass for better ground cover), concrete steps have been initiated that will improve land use.

In addition to the prevailing natural conditions, social criteria also play an important role in programme planning, since they enable the implementation of realistic situation analyses. They also permit the elaboration of specific development targets and strategic plans (5 - 10 year plans) for the various zones which take account of the local population's traditional know-how and allow for the clear distribution of roles between the groups and institutions involved.

Argentina's Action Programme on National Desertification Control

Figure 3: (Source: Aparicio Difiererei 1959, Duran 1985)
at the end of 1998. This supra-ordinate programme under the name of “Sustainable Development of Arid Zones in Argentina Through Desertification Control” goes a long way in helping to implement the international convention on desertification control.

In addition to the effective coordination and enhanced coherence of national and externally-supported activities, the project also promotes the vertical networking of local, provincial and national levels: in selected, representative villages and communities, problems and needs are analysed together with the population and resource-management activities planned and implemented. At province level, specific development activities for the provinces are planned on the basis of village experience. And, finally, the experience, insights and planning deliberations gained here all flow into the formulation of a national resource policy.

In the future, it is planned to achieve greater interfacing at the regional level, i.e. a common approach by various states in South America, in order to harness the important synergy effects above and beyond national boundaries. Cooperation between the northern provinces of Argentina (Catamarca and La Rioja) with Chile (Atacama) has already produced some initial success.

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<thead>
<tr>
<th>Country</th>
<th>Argentina</th>
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<tbody>
<tr>
<td>Title</td>
<td>Desertification Control in Patagonia</td>
</tr>
<tr>
<td>Objective</td>
<td>Establishing an ecological monitoring system to control desertification in Patagonia</td>
</tr>
<tr>
<td>Target group</td>
<td>Rural population; INTA, consulting institutions</td>
</tr>
<tr>
<td>Executing agency</td>
<td>INTA, Bariloche</td>
</tr>
<tr>
<td>Duration</td>
<td>1994 -2002</td>
</tr>
<tr>
<td>Financed by</td>
<td>BMZ</td>
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<tr>
<td>Title</td>
<td>Regional Rural Development in the Provinces La Rioja and Catamarca</td>
</tr>
<tr>
<td>Objective</td>
<td>State and non-governmental organisations (GOs and NGOs) plan and implement regional rural development measures</td>
</tr>
<tr>
<td>Target group</td>
<td>Rural population; GO and NGO staff</td>
</tr>
<tr>
<td>Executing agency</td>
<td>Direccion de Medio Ambiente y Desarrollo Sustenabe de la Provincia de La Rioja</td>
</tr>
<tr>
<td>Duration</td>
<td>1997- 2000</td>
</tr>
<tr>
<td>Financed by</td>
<td>BMZ</td>
</tr>
<tr>
<td>Title</td>
<td>Sustainable Development of Arid and Semi-arid Zones Through Desertification Control</td>
</tr>
<tr>
<td>Objective</td>
<td>See above</td>
</tr>
<tr>
<td>Target group</td>
<td>Rural population in arid and semiarid zones, institutions active in this</td>
</tr>
</tbody>
</table>
In the community of Willowvale, some 130,000 people live scattered in 160 hamlets. During apartheid, this region was known for its migrant workers, often leaving just the women, children and elderly behind. Thus, correspondingly little has been done to develop the local economy and improve regional use of resources. 

Whilst the population expected living conditions to improve rapidly following the investiture of the new government in 1994, the government itself had its hands full setting up the requisite new institutional structures. New provinces and communities had to be formed following the demise of the apartheid era. However, the provincial administrations as the main providers of public services are not in a position to plan and implement locally appropriate and needs-oriented measures for the many communities under their authority. Delays and misguided investments are the result.

Thus, promoting decentralisation in South Africa is the key to rural development. Only when rural communities such as Willowvale are empowered to make fast and needs-oriented decisions on local development measures and only when these decisions are then implemented quickly and efficiently in cooperation with the responsible sectoral authorities at province level will it be at all possible to make living conditions for the rural population sufficiently bearable.

In Willowvale today, nobody believes that funds would be spent properly, i.e. in compliance with true needs, if the local council were to take decisions without first consulting representatives of all the settlement units and social groups. However, this kind of involvement is easier to tout than to realise, especially in view of the fact that 130,000 people are living in scattered settlements with virtually no form of Organisation. The challenge is thus to identify participatory procedures that can be applied with a small staff contingent and that lead to quick decisions, and thus do not overstretch the patience of the population groups awaiting changes in their situation, whilst still managing to be sufficiently representative. The project "Community-based Development Planning in the Eastern Cape Region (CBDP) is a key player in the process of identifying the kind of participatory procedures that need to be institutionalised in local development planning.

Intervention at province level is just as important for rural development in communities such as Willowvale. A large portion of the funds used to implement measures are controlled by province-level sector authorities. The idea of promoting decentralisation is also to ensure that the specialist ministries at provincial level plan their activities in line with local development plans. The big challenge is therefore one of linking up sectoral, vertical planning with multi-sectoral, local and regional plans. The CBDP project is working hard to achieve just such harmonisation.

The decisive impetus for rural development and decentralisation, however, still originates at the national level. This is where community planning law is decided, the contents of which determine whether the requisite clarification of roles and responsibilities actually takes place. It is expected that assistance be provided from here in the form of simple, practicable planning instruments and corresponding training.

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<thead>
<tr>
<th>Executing agency</th>
<th>Secretaria de Recursos Naturales y Desarrollo Sustenoble</th>
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<tbody>
<tr>
<td>Duration</td>
<td>1998 - 2001</td>
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**PROMOTING DECENTRALISATION IN SOUTH AFRICA – A TASK FOR REGIONAL RURAL DEVELOPMENT**

Women usually approach discussions on village development measures from a different angle to their male counterparts.
programmes. And it is here that principles and guidelines for rural and decentralised development have to be agreed on. The project “Decentralised Development Planning” is supporting the Ministry for Province and Community Affairs in its efforts, which are based on experience in 20 pilot communities, to generate the political, legal and institutional framework conditions necessary for decentralised development.

These interventions at target-group, community, province and national level have to complement each other and be suitably coordinated, if they are to be successful. Thus, it is invaluable, for example when drafting legal texts and developing instruments designed to promote participation by local citizens in decision-making, to learn first hand about the success and difficulties, the options and limits of participation in communities such as Willowvale. The residents in Willowvale would no doubt be extremely surprised if they knew just how often their “case” has been cited in national expert debates.

The two projects presented here focus on supporting the institutional dimension of the development process, a fact that is to be explained by South Africa’s historical situation, in which successful institutional changes are the basis for any real improvements. However, these interventions need to be complemented by development approaches whose prime aim is to raise income by improving the use of regional resources. Without this kind of technical and economical input, a well-coordinated and decentralised administrative system that operates smoothly at all levels will not be enough to prevent Willowvale’s younger generation from turning its back on the country-side.

<table>
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<tr>
<th>Country</th>
<th>South Africa</th>
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<tbody>
<tr>
<td><strong>Title</strong></td>
<td>Community-based Development Planning in Eastern Cape Province (CBDP)</td>
</tr>
<tr>
<td><strong>Objective</strong></td>
<td>Implementing rural development measures in Eastern Cape</td>
</tr>
<tr>
<td><strong>Target groups</strong></td>
<td>Rural population in Eastern Cape Province, taking special account of marginalised groups</td>
</tr>
<tr>
<td><strong>Executing agency</strong></td>
<td>Office of the Premier, Bisho</td>
</tr>
<tr>
<td><strong>Duration</strong></td>
<td>1997 - 2001</td>
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<td><strong>Financed by</strong></td>
<td>BMZ</td>
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</table>

| **Title** | Decentralised Development Planning |
| **Objective** | Participatory, integrated development planning at the community, province and national level |
| **Target groups** | The population groups in rural regions that were particularly neglected under the apartheid system. |
| **Executing agency** | Department for Constitutional Development, Pretoria |
| **Duration** | 1998 - 2004 |
| **Financed by** | BMZ |
RAINFOREST PROTECTION AND REGIONAL DEVELOPMENT—WORKING TOGETHER TOWARDS SEPARATE GOALS?

The PROSELVA programme is a direct descendant of an integrated regional development plan produced in 1991/92 with KfW support for the most northern and largest province in Guatemala, the Departamento del Peten.

1993 saw the elaboration of an emergency programme designed to conserve the rapidly dwindling forest stocks in the south of the region which included the implementation of certain aspects of the development plan around the forest area concerned. At the end of 1995, nine protected areas had been declared under law (core and buffer zones together total some 411,000 ha).

The emergency programme "PROSELVA" aimed to generate a protective belt to conserve the remaining, unbroken forest stands in South Peten by means of micro-regional development in the buffer zones in cooperation with the population.

Project-executing agency is the state planning secretariat, but the individual authorities responsible for nature conservation, forestry and land legalisation have been all incorporated into this multi-sectoral project that spans the difficult themes of economics and ecology.

From the word go, it was planned to commission non-governmental organisations with the conservation tasks (administration and management of the nature reserves) as well as with the promotion of agricultural development, so as to compensate for the known weaknesses of the state executing agency.

The fact that this could only be achieved in 1999, more than three years after the project was first launched, is symptomatic of the start-up difficulties besetting cooperation between authorities and the slow pace at which their administrations function. But it is also due to the fact that no suitable national organisations were available at first.

An additional challenge facing the programme is that it has to deal with a very dynamic socioeconomic environment, which is characterised in particular by the peace agreements signed at the end of 1996 which put an end to a 30-year "internal conflict", i.e. war between army and guerrillas. The peace process raised expectations amongst disadvantaged population groups of improved access to land, ultimately leading to individual cases of illegal land seizure at the expense of the protected areas.

For this reason, the legalisation of land-tenure relationships is accorded a major role and is in fact seen as the pre-condition for improving agricultural production (subsistence agriculture and cattle ranching) and minimising uncontrolled settlement. Only when the land is used more effectively and the adjoining communities identify themselves with it 100% will it be at all possible to prevent the forest boundary from being pushed back even further (cf. Figure 4).

In reality, the project is targeting three different aspects at the same time, in order to involve the population in the conservation project and to stop the natural and archaeological resources from being plundered. In addition to surveying the plots of land farmed by individual families and documenting these in the land-title register, model agricultural projects are demonstrating alternatives for productive areas, such as, for example, the cultivation of bean species for green manuring to maintain soil fertility and increase yields. Yet another project has picked up on the concept of home gardens that was widely spread amongst the Mayas to improve families’ nutritional status.

The nature-conservation authority is working together with other state bodies to resolve conflicts of use in the protected areas through a process of dialogue with the indigenous population which had, in part, already been living within or on the edge of the nature reserve before its status was legally designated. Some inhabitants, however, first settled after the area had been declared a sanctuary, either due to need or ignorance, or in order to lend some emphasis to their demands for land. There is usually no other option but to resettle these people. In some cases though – by means of simplified land consolidation – it was possible to transfer plots from the core zone to the buffer zones.

In the course of this process, the institutions involved have recognised the key importance of user-friendly forest-management regulations in order to put a stop to illegal logging. The original project concept did not take sufficient account of this aspect, which meant that corrections had to be carried out during
implementation. Forest and nature-conservation authorities are now working together to develop participatory procedures facilitating the simplified preparation and approval of forest-use plans for small farmers.

In spite of all the teething problems, the project's cumulative impact, i.e. legalisation of land ownership, the ongoing productive measures and active dialogue between the authorities, implementing organisations and population, has shown that the local inhabitants' interests certainly can be reconciled with the notion of protected areas.

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<th>Country</th>
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<tr>
<td>Title</td>
<td>Emergency programme on Tropical Forest Protection in Peten – PROSELVA</td>
</tr>
<tr>
<td>Objective</td>
<td>Conservation of the remaining primary rain forest in South Peten by assigning protected areas; Buffer and border-zone development; Strengthening the implementation capacity of the authorities involved</td>
</tr>
<tr>
<td>Target group</td>
<td>Small-farmer populations in the buffer zones in the nature-conservation areas</td>
</tr>
<tr>
<td>Executing Agency</td>
<td>Secretaria de programacion y Planificacion de la presidencia de la Republica de Guatemala - SEGEPLAN</td>
</tr>
<tr>
<td>Duration</td>
<td>1995 - 2000</td>
</tr>
<tr>
<td>Financed by</td>
<td>BMZ (via KfW)</td>
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Do Russian Villages Have a Future?

LOCAL SELF-GOVERNMENT, ECONOMICALLY-SOUND LAND-USE PLANNING, TRADE PROMOTION AND PUBLIC PARTICIPATION AS AN INTEGRATED DEVELOPMENT CONCEPT FOR THE REVIVAL OF RUSSIAN COMMUNITIES

Alexandra Michailowna Sawatejewa, Mayoress of the community Alexino in the rural district of Pereslawl, will not settle for the official assessment of villages in her community made in the '80's: "No future prospects"

More than 90% of the inhabitants are over 60 and live off their a, small domestic gardens. Younger people use the idyllically situated wooden homes they inherited or purchased merely as "datschas" (week-end retreats). The large agricultural farming enterprises in the surrounding area are dilapidated or employ far fewer people than ten years ago. Russia's rural population has not only seen its standard of living decline, but has witnessed the spread of poverty too

Alexandra Michailowna is fighting back. She builds wells in these "villages without any prospects" and if the district administration does not provide enough funds for them, she sells potatoes grown on community land or collects donations from the people affected. She debates with the director of the teaching and research farm "Drushba" on the possibility of having the boiler house and other community services transferred to the community and penalises environmental polluters for setting up a waste dump right in the middle of Dubki village. Alexandra Michailowna meets with delegations from Germany, from whom she not only hopes to receive some good tips but also investment. And she does not report just the multitude of problems the communities are facing to the Russian Agricultural Minister, but how, together with community members, she is planning her community's development and identifies the kind of support that has to come from Moscow.

There is surely more than one Alexandra Michailowna in Russia, but "ours" can rely on a Centre for Information, Communication and Development (CICD), which supports her activities and provides advice, and that is undoubtedly to be found only in Pereslawl.

Russia's political, economic and social transformation process has been underway for several years, if not without certain set-backs and difficulties. Decentralising the administration is proving particularly tedious. Political instability and the fact that delegating responsibility to the regions is regarded more as a loss of power than anything else are making decentralisation hard going. At the regional level, there is seldom a central authority in charge of regional rural development. The communities are neither systematically
promoted in their efforts nor advised.

The project "Community-oriented Development in the Rural District Pereslawl" is supporting the local authorities, also by passing on regional rural development planning experience and methods. In so doing, it is generating the framework conditions required for ecologically sustainable, economically efficient and socially just development. At the same time, the experience gained is being evaluated, with a view to producing general guidelines for sustainable rural development in Russia.

Figure 5: A "bottom-up approach to learning"

Since it comes under the district administration, the "CICD" founded in Pereslawl has assumed a key position. It has the potential to bring about innovation not only at district but also at higher levels.

With seminars, workshops, excursions and upgrading, CICD helps disseminate knowledge and generate service skills at the district's agricultural administration whilst in cooperation with entrepreneurs and farmers alike - supporting the development of tourism in the national park Lake Pleschejewo. Furthermore, it is assisting in the elaboration of regional and community-oriented development plans.

Initial Success in the Elaboration of a Regional Development Concept:

Amidst broad-scope participation, models have been elaborated for land use management, processing and marketing, income and employment opportunities outside agriculture, tourism, village development and infrastructure as well as environmental protection and nature and landscape conservation. Local working groups are now involved in the process of Planning these models in detail and implementing pilot measures.

The tourism working group is especially active and is now paving the way for a "non-commercial partnership for the sustainable development of tourism"

The promotion options open to individual investment projects in agriculture (vegetable and flax growing) and
the processing industry (tobacco, flax, corn, potatoes) are now being looked into.

The district administration has helped shape the community development plans and the Agricultural Ministry has acknowledged them as an important basis for the elaboration of framework recommendations for planning in rural areas in the Russian Federation.

There are a great many requests and suggestions for cooperation in other provinces. Pereslawl is setting an example, thus fulfilling a longtime wish of the district administrator Schoparow who at the start of Technical Cooperation expressed his vision that "my district become famous throughout Russia and beyond.

We will welcome visitors from all four comers of the globe, some of whom will be serious cooperation partners and help us exploit our region's great economic, cultural and historical as well as natural potential such that not one of the villages in the district will ever again be described as "without future prospects".

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<tr>
<th>Country</th>
<th>Russia</th>
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<tr>
<td><strong>Title</strong></td>
<td>Community-oriented Development Planning at District level</td>
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| **Objective** | - Development concept for Pereslawl district  
- Recommendations for sustainable development in the Russian Federation by advising on inter-ministerial cooperation in respect of government statutes on sustainable development.  
- Establishment of model, federal structures for regional rural development |
| **Target groups** | - Actors in the regional planning process  
- Entrepreneurs, farmers, skilled craftsman and women  
- District and local administrative  
- Scientists  
- National decision-makers at the administrative level |
| **Executing Agency** | District administrator's office Pereslawl and Timirjasew-Academy Moscow |
| **Duration** | 1997-2001 |
| **Financed by** | GTZ (GTZ - financed measure up till 10/2000) |

**Abbreviations**

- BMZ Federal German Ministry for Economic Cooperation and Development
- CBDP Community-based Development Planning in the Eastern Cape Region
- CCD Convention to Combat Desertification
- CIID Centre for Information, Communication and Development
- DC Development Cooperation
- EU European Union
- FC German Financial Cooperation
- GTZ Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH
- INTA Instituto Nacional de Tecnología Agropecuaria