



**PARLIAMENT**  
OF THE REPUBLIC OF SOUTH AFRICA

**21 February 2011**

***“HOW CAN THE INTEGRATED GROWTH AND DEVELOPMENT  
PLAN (IGDP) PROMOTE AGRICULTURAL DEVELOPMENT”***

## ***AgriSA Policy Conference, Somerset West***

Programme Director

President Johaan Moller of AgriSA and your entire Leadership

Collective and Membership

Industry Players in the Agriculture Sector of our Economy

Government Officials

Colleagues

Members of the Media present here

Fellow South Africans

On June 26<sup>th</sup> 1955, the Congress of the People declared:

***“The Land Shall be Shared Among Those Who Work It!***

***Restrictions of land ownership on a racial basis shall be ended, and all the land re-divided amongst those who work it to banish famine and land hunger;***



***The state shall help the peasants with implements, seed, tractors and dams to save the soil and assist the tillers;***

***Freedom of movement shall be guaranteed to all who work on the land;***

***All shall have the right to occupy land wherever they choose;***

***People shall not be robbed of their cattle, and forced labour and farm prisons shall be abolished.***

## **1. CONTEXTUAL BACKGROUND**

Agriculture has great potential to assist government in the fight against poverty and unemployment as it plays a critical role in producing food for the country, in the subsistence of the rural poor and in providing jobs for unskilled and semi-skilled citizens of the country. Factors of agricultural production are the basic inputs that are used to produce the goods and services that are derived from agriculture. These important factors are natural resources such as land and water; capital (finance); labour (human capital); entrepreneurship; technology and innovation although technology can sometimes be embodied in capital and entrepreneurship. Without these factors, there can be no effective and sustainable agricultural production.



Poverty, household food insecurity and environmental degradation are key concepts underpinning the discourse within South Africa, and have been recognised by most developing countries as critical development problems that are given highest priority in the development agenda.<sup>1</sup> These have a disproportionate negative impact on poor countries and in particular, communities. The effects of these impacts have far-reaching implications for agricultural and rural development as well as initiatives aimed at improving the production and distribution of food and agricultural products, and enhancing rural livelihoods.<sup>2</sup>

### **1.1 The New Economic Growth Path**

In order to address poverty, inequality and the high unemployment rate *inter alia*, the Cabinet developed the New Economic Growth Path (NGP) in 2010. The NGP's aim is to target the country's limited capital and capacity at activities that maximise the creation of decent work opportunities through macro and micro economic policies in order to create a favourable overall environment and to support more labour-absorbing activities.<sup>3</sup> The main indicators of success will be jobs (the number and quality of jobs created), growth (the rate,

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<sup>1</sup> Food and Agriculture Organisation of the United Nations (undated).

<sup>2</sup> Ibid.

<sup>3</sup> Department of Economic Development (2010).



labour intensity and composition of economic growth), equity (lower income inequality and poverty) and environmental outcomes.

The agricultural value chain has been identified as one of the key job drivers in the NGP. Agriculture in South Africa accounts for approximately 8 per cent of the country's total employment,<sup>4</sup> which is a far lesser supply of labour than in other developing economies and emerging markets, where one in five people work in agriculture.<sup>5</sup> This low figure may be attributed to the decline in the number of commercial farmers, diversification, introduction of advanced technologies and increases in the cost of labour and production inputs.

Creation of decent jobs is one of the main foci of the country's NGP in which the agricultural value chain is one of the job drivers. The NGP's aim for agriculture is to place 300 000 households in smallholder schemes by 2015; create 145 000 jobs in agro-processing by 2020 and upgrade employment in commercial farms.<sup>6</sup> As per the NGP, jobs in agriculture will be in smallholder schemes in industrial products, the export of wine and fruit as well as extension services. Key integrated policies will be developed to link smallholder

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<sup>4</sup> DAFF (2010b)

<sup>5</sup> National Treasury (2010).

<sup>6</sup> NGP (2010).



schemes to land reform and provide integrated support (economic and social programmes), address high input costs, support farm worker organisations, support growth in commercial sector by addressing price fluctuations in maize and wheat (staple food).

The objective of this paper is to give a brief analysis of the Department of Agriculture, Forestry and Fisheries (DAFF)'s Integrated Growth and Development Plan – Draft (IGDP) and how it can promote agricultural and rural development in South Africa.

## **2. AN OVERVIEW OF THE IGDP FRAMEWORK'S FOCUS AREAS<sup>7</sup>**

In March 2010, following the adoption of 12 Key Outcomes of the Medium Term Strategic Framework (MTSF) by a Cabinet Lekgotla, the DAFF developed the Draft Integrated Growth and Development Plan - Draft (IGDP), which is a 20-year plan (2011-2031).<sup>8</sup>

*“The primary purpose of the IGDP is to achieve the transformation and restructuring of the Agriculture, Forestry and Fisheries sectors that are currently dominated by a small number of large companies,*

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<sup>7</sup> Unless otherwise indicated, most of the information in this section was sourced from DAFF (2010b).

<sup>8</sup> DAFF (2010a).



*and to ensure that constraints experienced in the areas of input supply, production and marketing are addressed cost-effectively and in a timely manner... ..IGDP.”<sup>9</sup>*

The Agriculture, Forestry and Fisheries sectors indirectly contribute and/or support 5 Key Outcomes while directly contributing to 3 Key Outcomes of the MTSF.<sup>10</sup> These 3 Key Outcomes are:

- *Outcome 4:* Decent employment through inclusive economic growth.
- *Outcome 7:* Vibrant, equitable, sustainable rural communities contributing towards food security for all.
- *Outcome 10:* Protect and enhance the country’s environmental assets and natural resources.

In addition to the above outcomes, the IGDP also addresses the issue of governance.

## ***2.1 Decent Employment through Inclusive Economic Growth***

The DAFF, through the IGDP, plans to collaborate with other relevant government departments, state-owned enterprises (SOEs), development agencies and industry to create jobs through a number

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<sup>9</sup> DAFF (2010b).

<sup>10</sup> Ibid.



of strategies and policy instruments that will be aimed at smallholder farmers. The Department's focus in this regard will be an assessment of infrastructural needs, the rehabilitation and building of infrastructure where it is needed; as well as facilitating and ensuring market access for the smallholder and subsistence farmers. Through these measures, the DAFF expects to increase growth in sales by smallholder producers and improve market access in rural areas.

## ***2.2 Equitable Growth, Rural Development and Sustainable Food Security***

To address equity and transformation in the sector, the DAFF, collaborating with the Department of Trade and Industry (DTI) and the agricultural industry, plans to assess and refine the AgriBEE Charter to address its shortcomings including its publication in terms of Section 9 of the BBEE Act, 2003 (No. 53 of 2003), as well as fully implementing it by the middle of next year (June 2012). The IGDP further proposes a number of new strategies and policies; and an assessment and implementation of existing ones to address and strengthen integration, growth, export potential and competitiveness of the sector focusing more on commodity-specific planning and production. These include finalisation of the National Food



Production and Food Security Policies by the end of this year to optimise production and productivity by all agricultural producers.

To ensure growth in the sector and integration of smallholder farmers into mainstream markets, the IGDP proposes the implementation in 5 years' time, of an Agricultural Input Coupon Programme to subsidise the most expensive agricultural inputs (including mechanisation) for production systems that contribute the most to food security. In addition, the IGDP proposes incentivising the establishment of public-private partnerships (PPP) to improve access to information, training and capacity building, mentorship and entrepreneurial development.

Further, the IGDP also proposes the implementation of an Agricultural Academy Programme and Development Services Centres, which will prioritise skills development and decentralise support services, respectively. The Programmes are expected to be fully implemented by 2016. In addition, a research and innovation policy; improved funding mechanisms and the implementation of an innovation system that will enable research and development that targets the industry and farmers' technical and market-related requirements are proposed. Identification of new market



opportunities and implementation of appropriate means to access and secure markets will be ongoing activities.

### ***2.3 Environmental and Natural Resource Sustainability***

In terms of environmentally sustainable production systems and sustainable natural resource management, the IGDP proposes a review and improvement of regulations and policies responsible for the management of land and agricultural resources. The IGDP further proposes the development and effective implementation of an early warning system for natural disasters; comprehensive risk mitigation and management system as well as a climate change strategy.

### ***2.4 Governance***

The IGDP recognises the negative impact that weak governance systems have had on the implementation or non-implementation of existing strategies and policies. In this regard, the IGDP while reviewing current governance structures proposes to enhance governance systems to improve service delivery and strengthen regulatory frameworks in the sector by developing and implementing



spatial decision support and knowledge management systems; establish an intergovernmental structure; a monitoring and evaluation system and a review of current legislation. Through these interventions, the IGDP expects to develop a growth and development framework for the sector.

### **3. KEY CHALLENGES, ISSUES OF CONSIDERATION AND RECOMMENDATIONS**

Notwithstanding the planned activities and interventions as stated in the IGDP Framework, the IGDP makes mention of a Spatial Implementation Plan, which has not been published yet and which it is hoped will give clear and concise details on how the IGDP interventions will be carried out, by whom, when and with what resources. In its current draft form, the IGDP does not give much detail but only makes proposals and it is therefore, not clear how it will promote Agricultural and Rural Development as expected from the NGP. Following are some but not all key issues which are found to be lacking or not well addressed in the draft IGDP.

#### ***3.1 Intergovernmental Relations, Collaboration and Implementation***



The IGDP is commended for acknowledging the importance and a crucial role that will be played by a representative group of key stakeholders and role players from other government departments, industry, civil society and labour within the agricultural sector, which will form a Ministerial Advisory Committee. This Committee will be supported by the IGDP Working Group (IGDP-WG) which will provide management, administration and research support. However, it is not clear if a consultative process was followed in the drafting of the IGDP or if one is in place to ensure buy-in and commitment from other key role players and partners as indicated in the IGDP framework, particularly the agricultural industry, which is expected to create jobs.

Despite a constitutional mandate of the Intergovernmental Relations Framework Act, 2005 (No.13 of 2005), in practice, very few (if any) organs of the State adhere to the provisions of the Act, hence there are so many failed government programmes due to lack of well-coordinated and integrated efforts to ensure maximum benefits and returns. In terms of agricultural and rural development, failed land reform projects are a classic example of this challenge. This issue is acknowledged in the IGDP and certain integrated strategies and policies are proposed but without the IGDP Spatial Implementation Plan, the level of involvement and full commitment of other key



stakeholders and partners is not clear, including how the Presidency's National Planning Commission is expected to assist in this regard. It is hoped that engagements with key stakeholders and partners as stated in the IGDP framework, are ongoing to ensure effective implementation of the IGDP activities through its yet to be published Spatial Implementation Plan.

For example, the IGDP mentions the development of research and innovation policies and systems as well as improved funding mechanisms for such, yet in some instances, among its key stakeholders and partners, it does not include research institutions, industry, academic institutions, which actually carry out the bulk of agricultural research in the country, as well as the Department of Science and Technology (DST). The DST's vision is to create a prosperous society through equitable benefits derived from science and technology by developing, coordinating and managing a national system of innovation that will bring about maximum utilisation of human capital, sustainable economic growth and improved quality of life.<sup>11</sup> The DST, through the National Research Foundation (NRF), funds most of the research that takes place in academic institutions; and also has a Research and Development (R&D) Tax Incentives Programme that encourages the private sector to invest in research

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<sup>11</sup> DST (undated).



and development activities. This then makes it one of the key partners in terms of research and innovation.

### ***3.2 Smallholder Farmers/Producers and Creation of Decent Jobs***

It will be very important for the DAFF to give clear and broad definitions of a ‘smallholder farmer’ and a ‘decent job’ in terms of agriculture. The IGDP and unfortunately the country’s NGP do not define a ‘decent job’ but the IGDP defines a ‘smallholder farmer’ as the “producer that operates at a smaller scale (limited capital and/or limited access to capital inputs).” It seems there is no common definition of a smallholder farmer although in some SADC countries the definition is based on the size of land that is owned and/or cultivated (for example in Zambia, this is less than 2 hectares).<sup>12</sup>

A study done by Vink and van Rooyen (2009) that was commissioned by the Development Bank of Southern Africa (DBSA) classified South African farmers into typologies based on land ownership and/or access, size of the land holding, income derived from the farming activity, market participation, constraints and

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<sup>12</sup> Williams et al (2008).



required support.<sup>13</sup> Based on their work, three types of farmers with different farming constraints and support requirements are found in rural areas. These are commercial farmers in communal areas, with a turnover of more than R300 000 per year; ‘emerging’ commercial farmers in communal areas with a turnover of less than R300 000 per year; and lastly, subsistence or small scale communal farmers.<sup>14</sup> The latter group generally farm to supplement their household requirements<sup>15</sup> and their main source of income is from social grants (pensions and child support grants). The majority of these producers are located in the former homelands and remote areas of the country; and rely on multiple livelihood strategies.

Given the IGDP definition of a smallholder farmer, it is not clear how different smallholder farmers are to small-scale farmers as described in Vink and van Rooyen’s farmer typology, and how these farmers can create decent employment as they are mostly poor and hardly create much employment for non-family members.<sup>16</sup> In addition to infrastructural needs, food insecurity in rural areas and for smallholder farmers as per the Vink and van Rooyen definition, cannot be addressed by agriculture alone as these farmers are also constrained by insecure land tenure, diseases and adverse climatic

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<sup>13</sup> Vink and van Rooyen (2009).

<sup>14</sup> Ibid.

<sup>15</sup> In the IGDP, these farmers are defined as subsistence farmers.

<sup>16</sup> Vink and van Rooyen (2009).



conditions, access to information on managing the latter, access to credit for production inputs, labour, access to market information, non-existent or declining research support and provision of extension services.<sup>17</sup> In this regard, integrated economic activities with the Department of Rural Development and Land Reform (DRDLR) will be very crucial as it provides most of the infrastructural support in rural areas including land, through the Comprehensive Rural Development Programme (CRDP).

Vink and van Rooyen suggested that as Agricultural production makes an important but very small contribution to the livelihoods of small-scale communal farmers, they require livelihood support strategies (e.g. social grants, which are already in place) rather than farmer support strategies as they are constrained by both cash and labour to be able to increase production. For these farmers to benefit in the long run, Vink and van Rooyen suggested that state support should consist of comprehensive farmer support programmes that include access to land, markets, farming requisites, extension support, etc.<sup>18</sup>

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<sup>17</sup> Ibid.

<sup>18</sup> Ibid.



The focus on infrastructure development (in both the NGP and the IGDP), is commendable as it is one of the most important aspects regarding economic growth for Agriculture and Rural Development. However, its job creation activities are usually short-term in nature. Therefore, through collaborative initiatives, the IGDP cannot overemphasise the promotion of entrepreneurial activities (self-employment) through for example, agro-processing, value-addition and agro-tourism, as tourism is a large and growing provider of employment in rural areas. Economically successful entrepreneurs, even at a small scale, will eventually create sustainable employment.

In South Africa, the state is the largest employer while in most progressive economies; the private sector creates jobs while the state ensures an environment that is conducive for the private sector to invest and conduct business, thus ensuring economic growth and sustainable employment. For example, in terms of job creation in Agriculture, the NGP also highlighted the export of fruit and wine. These industries are highly competitive and technical, with export markets that require high quality standards and strict phytosanitary measures. Therefore, collaborations, PPPs and mentorship for entrant farmers are very important. In this regard, the IGDP Spatial Implementation Plan should clearly outline how smallholder farmers



and existing commercial farmers in these industries will be supported to ensure growth and sustainable employment creation.

### ***3.3 Extension Services, Research and Institutional Capacity***

Given the well-known challenges in extension and the fact that most project failures in Agriculture and Land Reform have been attributed to lack of extension services or lack of skills within extension, the IGDP does not prioritise the review of the extension service in its entirety but mentions skills development and skills transfer for extension officers. Interestingly, in terms of jobs in Agriculture, the NGP has mentioned extension services, which can be assumed to be referring to an appointment of additional extension personnel. While there is a need for additional personnel in most provinces, without a thorough expert review of the entire extension service, additional staff alone will not solve the current challenges in extension but will put an additional budgetary strain for a system that is failing.

For example, a review by Williams and co-authors (2008) found that many extension officers have become administrators and project managers who spend 90% of their time in offices doing



administrative work and receiving equipment; and some farmers have acknowledged that they have better technical skills than most extension officers.<sup>19</sup> Within extension there is a general lack of social, business, technological and specialised technical skills. Notwithstanding some of the challenges mentioned, extension will still need to play a central role in the delivery of services and support to smallholder and subsistence farmers. In another study carried out in Nkonkobe Municipality, extension and information on markets *inter alia*, have been found to be the most important factors influencing market access for smallholder farmers.<sup>20</sup> To further emphasize the role of extension in information dissemination and in raising awareness, the study also found that in the absence of adequate information about marketing and profitable opportunities, factors such as infrastructure and distance to markets became meaningless.

The review of the extension service as it is being proposed should include *inter alia*:

- Redefining the extension mandate in order to effectively address the current challenges while meeting the diverse needs of different classes of farmers.

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<sup>19</sup> Williams et al. (2008).

<sup>20</sup> Pote and Obi (2007).



- Assessing and redefining the qualifications and skills that are required to address these challenges. For example, conservation Agriculture, mitigation and adaptation to climatic changes and interpretation of research results.
- Engagement with Agricultural training and academic institutions as well as industry regarding extension curriculum.
- Ensuring clear mandates and roles for the different Agricultural education and training institutions in order to effectively address the current challenges and needs of a province or production zone in which the institutions are based.
- Ensure linkages and collaborations between Agricultural Colleges and nearest Universities and other training centres.

Having given up on extension, the majority of commercial farmers pay for private sector extension services but the resource-constrained smallholder farmers are highly dependent on the ineffective public sector for extension support. Therefore, given the IGDP's focus on smallholder farmers, the role of extension and its effectiveness is very crucial for the development and growth of the sector.



Research and innovation, to effectively address food insecurity and the challenges of the 21<sup>st</sup> century farmer, whether it is a smallholder or commercial farmer, cannot be overemphasised. Research must be prioritised, appropriately funded and supported to generate commodity and area-specific information on production and productivity, economic performance, market access, export opportunities, diseases and sector risk profiles. Policy decisions must be driven by, and linked to scientifically-based research. Brazil, which is a developing country, today is one of the world's most productive Agricultural regions, on par with the United States of America's Midwest and is said to be the first country to have caught up with the traditional “big five” grain exporters (USA, Canada, Australia, Argentina and the European Union).<sup>21</sup>

The key to Brazil's Agricultural success story is said to lie in the quality of its research, which has enabled the country to eradicate hunger within a decade. EMBRAPA (short for *Empresa Brasileira de Pesquisa Agropecuária*), the Brazilian Ministry of Agriculture, Livestock and Food Supply's research arm, which stands for Brazilian Agricultural Research Corporation, is heralded as a worldwide leader in Agricultural innovation, responsible for more than 9,000 technological advances. Those advances have helped reduce

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<sup>21</sup> The Economist (2010).



costs, increase production, protect natural resources and improve Brazil's self-sufficiency. The EMBRAPA model focused on products of economic importance, thematic areas and eco-regional resources that were translated into decentralised and specialised centres. Adequate research infrastructure (such as laboratory facilities) was provided with the objective of maximising applied research results and overall efficiency.<sup>22</sup> Brazil has also made huge strides in the development of Agribusiness and export markets, and is the world's fifth largest producer of packaged foods.

### ***3.4 Climate Change and Disaster Risk Management***

In recent weeks and months, the sector has been put under strain by natural disasters associated with extreme climatic events, i.e. floods, which wiped out harvests, killed livestock and damaged farming infrastructure, and in some areas, droughts that are usually accompanied by increased incidences of veld fires and water scarcity. These disasters are very costly and threaten food security, jobs and the stability of the sector. While climate change in the country is under the ambit of the Department of Water and Environmental Affairs (DWEA), like rural development, it is an issue that cuts across different sectors and should be dealt with in an

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<sup>22</sup> Contini and Martha Jr. (2010).



integrated manner. In developing a Climate Change Strategy, the Department must involve different stakeholders including the industry, which is already experiencing the negative impacts of climate change and some farmers might have devised adaptation strategies; and other departments such as Energy (Agricultural operations are energy-dependent and Agriculture can contribute in the production of renewable energy), DRDLR, Water Affairs, Public Works, as well as provincial and local governments. In developing the Climate Change Strategy, the Department must ensure that it shifts from crisis management to risk management through, for example, awareness raising campaigns and early warning systems for Climate Change and disaster risks including disease outbreaks.

As South Africa hosts UN COP 17 in December 2011, we need to be combat ready, able to show case our abilities of Climate Change mitigation and adaption in the Agriculture sector.

We must be aware that, Agriculture is most affected by the Climatic Changing weather patterns, to a point that, this directly affects food security in our country and the world over.



We are therefore called upon, as an industry, to develop strategies towards mitigating and adaptation to these changing climatic conditions.

#### **4. THE ROLE OF THE PORTFOLIO COMMITTEE ON AGRICULTURE, FORESTRY AND FISHERIES IN THE IGDP**

The Portfolio Committee on Agriculture, Forestry and Fisheries (PC on AFF), as the structure that performs oversight over the activities of, and through its role as an overseer of the work of the Ministry or Department of Agriculture, Forestry and Fisheries, will play a very crucial role in mandating the IGDP and in monitoring its implementation. For example, the Portfolio Committee should:

- Hold the Department to account by ensuring that it provides Parliament with regular reports and updates on the implementation of the IGDP.
- Ensure that the Department meets its IGDP implementation deadlines – policies and establishment of governance structures.
- Monitor the IGDP expenditure and ensure that its activities provide value for money.



- Encourage and promote intergovernmental relations and integrated approaches through the IGDP, in tackling key issues such as food security, job creation and climate change.
- Hold the Department to account regarding the review and alignment of existing legislation and policies that govern the sector.
- Ensure that the IGDP is in line with other state policies such as *inter alia* the NGP, the IPAP2 and the CRDP.
- Act as a catalyst in bringing the issue of prioritising agricultural funding as per the Maputo Declaration on Agriculture and Food Security to the forefront of the parliamentary agenda.
- Encourage the government and the Department to commit considerably more resources to research and extension services.
- Encourage the Department to strengthen and prioritise its disaster risk management programmes.

## 5. CONCLUSION

55 years later, a new Democratic South African government declared:

***“The Land Shall be Shared Among Those Who Work It!”***



***Restrictions of land ownership on a racial basis has ended, and all the land is being re-divided amongst those who work it to banish famine and land hunger;***

***The state continues to help those who till the land with implements, seed, tractors and dams to save the soil and assist the tillers;***

***Freedom of movement is guaranteed to all who work on the land;***

***All the right to occupy land wherever they choose;***

***People are not robbed of their cattle, and forced labour and farm prisons is abolished.***

The IGDP Draft is a good starting point for revitalising the sector in this regards, that it adequately highlights the key issues that will ensure the transformation and growth of the Agricultural sector, and also raises some of the challenges. However, its effectiveness will be determined by the strength of its implementation plan and availability of pre-support and post-support means. Participation and involvement of key stakeholders and partners in the development of the implementation plan will ensure its ownership by all interested and affected parties.

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