# Using the integrated rural mobility and access (IRMA) approach in prospering rural South Africa

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### **ABSTRACT**

This paper presents an examination and analysis of rural development struggles facing contemporary South Africa. An analytical transportation approach is used to tease out current theory, practice and obstacles rural development to sustainability. A case study and examples from a typical deep. isolated fragmented rural community are presented, portraying the potential and impact of low-cost transport access and technology interventions mobility stimulating rural prosperity. Sustainable rural settlements implications of current rural development approaches outlined. The potential and impact of the integrated rural mobility and access approach (IRMA) in unlocking sociospatial economic livelihood and opportunities are discussed. In this regard, rural prosperity is viewed as being more than just a simple increase in output or economic growth. The recommendations challenge the principles and values of orthodox rural development approaches. this paper unravels uniqueness of rural spaces, places, people and cultures with a view to understanding more meaningfully the context and content of rural development drivers as a precursor to the generation of appropriate and targeted interventions.

# **Key Words**

Rural development, sustainability, lowcost technology, transport access and mobility, South Africa, poverty, prosperity

### 1.0 INTRODUCTION

While not intractable, access and mobility are arguably the most stubborn challenges to improved service delivery in rural South Africa. For example, whereas demand for pedestrian bridges, access roads and services is insatiable in rural areas of KwaZulu-Natal, Limpopo, Mpumalanga and the Eastern Cape, infrastructure and services backlogs still remain massive nationally (Mashiri et al, 2003; DoT, 2007).

Rural service delivery has thus been severely compromised.

analysing and generating Examining, appropriate interventions to engender rural development in contemporary South Africa remains a growing challenge. Clearly, an analytical transportation approach in unpacking current theory and practice relating to sustainable rural development could assist in understanding and teasing out these issues. In this paper, it is argued that rural prosperity is more than just an increase in output or economic growth. An instrument with the potential to unlock sustainable socioeconomic and spatial livelihood opportunities - the integrated rural mobility access approach (IRMA) presented (Naude et al, 2005).

# 1.1 Rural Poverty and Deprivation

Affordable and reliable transport is critical in enabling access to basic services and resources. Effective and efficient transport infrastructure and services act as stimuli for growth and development as well as uplifting livelihoods through opening a range of socio-economic opportunities to individuals and communities alike. However, geographical isolation, long distances, levels, poor poverty and limited infrastructure transport services inhibit access to services and resources, particularly for children, youths, disabled people and the aged in rural and peri-urban areas (Mashiri et al, 2008a,b). Between 40% and 55% of South Africa's population can be classified as living in poverty while 25% of the population can be categorised as ultra-poor (May, 2006). The incidence of poverty is closely related to unemployment, underemployment, and unremunerative forms of employment.

In rural development literature, key vehicles in the fight to reduce rural poverty are considered to be agriculture, infrastructure and services, social facilities, institutional regimes, and indigenous knowledge systems. In most developing countries, agriculture, agriculture-related

activities, infrastructure and eco-tourism provide most of the employment in rural areas. This may mean "that increasing agricultural growth, infrastructure and services programmes and projects may have a large positive impact on poverty" (Mashiri et al, 2008a). While it is widely assumed that investment in transport infrastructure and services contributes to economic growth, there is a shared concern about the limited knowledge base transport infrastructure linkina and services to poverty reduction and rural prosperity.

This paper showcases a rural area where government has intervened proactively. The example is drawn from Department of Roads and Transport, in Mpumalanga, making references aspects that reflect the spirit and purpose Expanded Public of the Works Programme.

#### 1.2 Definition of Terms

Rural prosperity has to do with economic growth, increase in individual, household communal disposable income. reduction of inequalities, appropriate use knowledge local and content, institutional alignment and strengthening, engagement and dialogue and ultimately pushing back the frontiers of poverty. Achievina rural prosperity multidimensional and multidisciplinary activity. It demands approaches that address the whole spectrum of the poverty domain.

The IRMA approach is defined as endeavours to find innovative and sustainable solutions to challenges relating to accessing socio-economic opportunities by communities through the provision of appropriate and integrated rural transportation infrastructure and services, complete with adequate funding streams for maintenance and development (Mashiri et al, 2008a).

Poverty is defined as "the denial of opportunities and choices most basic to human development to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self-esteem and respect from others" (UNDP, 1998).

Rural livelihoods are defined as increasing production, employment and income of the individual, household and community. In addition, it joins the concepts of economic development, reduced vulnerability, and environmental sustainability, whilst building on the strengths of the rural poor (Craney, 1999). This paper considers both perspectives of livelihoods in discussing how access and mobility can be catalytic instruments in advancing rural prosperity.

Having defined key terms and concepts that are used throughout this paper, the next section explains the structure and organisation of the paper.

### 1.3 Organisation of Paper

Section one presented the background information and introduction to the thematic focus of the paper. Key concepts and definitions informing the discussion have been unpacked. The remainder of the paper is organised as follows. The second section presents theoretical aspects linking rural access and mobility with poverty alleviation. Section three examines the role and potential scope played by the integrated rural access and mobility concept/approach in tackling headline issues in rural development, with a view to increasing access to, and by extension, exploitation of socio-economic opportunities. This is analysed in the context of rural environments and broader national space economy issues including the scope for improving rural livelihoods in Africa. This section South showcases the case study, providing fillers on how IRMA can be used in contributing towards rural prosperity in developing rural areas in South Africa and elsewhere. Section four offers concluding remarks, while section five presents the major recommendations of the study.

# 2.0 SITUATING TRANSPORT IN THE RURAL DEVELOPMENT DISCOURSE

Affordable and reliable transport is critical in enabling access to basic services and resources, including healthcare and education. However, geographical isolation, long distances, poverty levels, poor infrastructure and limited transport services inhibit access to services and resources, particularly for children, youths,

disabled people and the aged in rural and peri-urban areas (Mashiri et al, 2007a,b).

access to infrastructure. services and amenities is of course a major challenge of the post-apartheid government. A substantial amount of information on the extent of people's access available, is including disaggregations by race and place of residence (Stats-SA, 2002); on accessibility improvements since 1994 (Khosa, 2000); on maintenance problems in respect of new infrastructure, e.g. water pumps (Department of Housing, 2002); on capital associated the costs remedying the delivery backlogs (Jackson & Hlahla, 1999); and on the institutional mechanisms that must be put in place in order to accelerate delivery and ensure sustainability (Jackson & Hlahla, 1999).

An important point however is that, notwithstanding large strides in improving infrastructure and access to services and amenities. even when services present, lack of access to them may still be experienced by the most marginalized community members. Some community members' ability to access services is hampered by a range of factors, some of which have to do with the design of the services themselves or the ability to pay occasioned by the extremity of people's poverty. For example, even where a clinic does exist in the vicinity, and where it may offer free basic care, travelling costs may still be prohibitive, and people may find it difficult to be at the clinic during the times when it is open (May et al., 1999).

Transportation can be used as one tool in reconstruction, redevelopment and transformation of spaces, places, people and cultures to overcome, for example, fossilized apartheid practices, and to entrench the principles and values shaped by the democratic dispensation ushered in since 1994.

Investment in transport infrastructure has remained a priority area of attention in developing countries, South Africa included. While it is widely assumed that investment in transport infrastructure and services contributes to economic growth, there is a shared concern about the limited knowledge-base linking transport infrastructure and services to poverty reduction and rural prosperity (Mashiri et

al, 2008a, b). Experience shows that the poor disproportionately miss out on the benefits of infrastructure and services projects, with particular reference to deep rural, remote and peripheral communities (Naude et al, 2005). Indeed, the full benefits of transport infrastructure and services investments are often not realized because of inadequate maintenance, poor siting and location of accessibility infrastructure and inappropriate project life-cycle model utilisation.

Consequently, the democratic government in South Africa committed itself to a process of levelling the playing field that involves the redistribution of economic and social opportunities. This witnessed the pronouncement of transformation strategies such as the Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution (GEAR) and Accelerated and Shared Growth Initiative of South Africa (ASGISA), Broad-Based Black Economic Empowerment (BBBEE). New Economic Partnership for African Development (NEPAD) to name but a few. These programmes are expected to achieve spatial and socioeconomic transformation, growth and development. In short, perhaps one may argue that the mandate of Government is to deliver a better life for all, but for particularly those SO uniustly disadvantaged under apartheid. In the context of transportation and rural development, sharper and tighter policy frameworks, programs and projects were embarked on in an endeavour concretise the vision and goals of creating a rural environment in which it is indeed a pleasure to work, live, produce and recreate in.

A large number of rural households are still dependent on the natural resource base for a range of basic living requirements. Across all studies to date, the most commonly used resources and the main contributors to total value are indigenous wood for fuel and fencing materials (70 percent of rural households), wild edible fruits (72 percent of households), wild herbs (93 percent of households), medicinal plants (50 percent of households), wood for utility items (90 percent of households), grazing for livestock (30 percent of households), and thatch, clay, sand, poles and other building materials (May, 1998; 2006). Within these

uses, rural dwellers can quite easily list between 150-300 species procured regularly for household use (Shackleton & Mander, 2000). There are very few rural households that do not use at least one of the resources, although the degree of use may vary considerably from region to region based on a range of factors, resource availability including accessibility. resource productivity. institutional controls, population densities, levels, employment levels. income education levels. availability alternatives, and personal and cultural preferences (Shackleton & Mander, 2000). There is evidence that poorer households and more deep rural households use a greater diversity of resources, and more of each resource than more well-off or less isolated households (Cater et al, 1999). They are also more dependent on the resource base as a fall-back in times of need.

What binds together the foregoing bundle of human socio-economic activities in space is the quality and quantity of access and mobility infrastructure and services. A high-quality road and transport network and system will entail greater penetration and access to resources of economic trading value, easy exchange and trading of such with local and external markets as well as greater connectivity, linkage and of communication with environment. It is for this reason that it can be argued that improvements in access mobility infrastructure are precondition and predecessor for spatial, socio-economic growth and development.

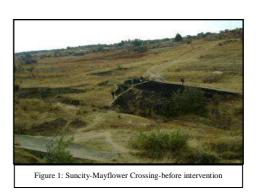
In recent years, considerable research in developing countries has been conducted on the extent of and the required conditions for road improvement to help reduce poverty (Mashiri et al, 2003, Naude et al 2005, Mashiri et al, 2007a,b, Mashiri al, 2008, www.ifrtd.org, www.worldbank.org, www.sadc.int). These studies take stock of the current knowledge on the relationship between transport infrastructure and poverty reduction, review lessons learned and best practices in past and on-going transport, poverty and infrastructure projects, and identify policy and operational implications as well as priorities for future research such as typified by the IRMA approach and project in Mpumalanga Province.

Having established the transportation conceptual framework of analysis to rural poverty and development in South Africa, the next section presents a discussion and analysis of the IRMA case study in Mpumalanga Province.

### 3.0 DISCUSSION AND ANALYSIS

# 3.1. Rural Access and Mobility

As indicated elsewhere, access and mobility are considered as significant stumbling blocks to service delivery in rural South Africa. It is of interest to note that the demand for pedestrian bridges and access roads is huge, particularly in KwaZulu-Natal. rural Limpopo. Mpumalanga, Eastern and Western Cape provinces (refer to Figure 1 & 2). As an example, in a submission to the Finance and Economic Development Portfolio committee in April 2006, it was put on record that there is a need to be build 146 pedestrian bridges province wide in KwaZulu-Natal. With regards to access roads, it was reported that 2 740 km needed to be constructed at an estimated cost of R687 million. This was despite the construction to successful completion of 14 pedestrian bridges and over 160km of access road projects. However, nationally the access and mobility infrastructure and services backlog still remains huge (DoT, KwaZulu-Natal, 2007)



3.2 Rural Development Impact
Technology in Practice: The
Integrated Rural Mobility and
Access (IRMA) Project in
Mpumalanga Province – A Case
Study

The CSIR mandate specifically recognises the fact that the institution exists, among other things, to support sustainable development through its various research and development (R&D) activities. This resonates with the National R&D Strategy for South Africa, which emphasizes that science and technology will play a critical role in the process of sustainable development and in particular rural development.



Figure 2: Suncity Mayflower Crossing: Works in Progress

Inherent in South Africa is a dual socioeconomic "access divide", clearly visible between metropolitan/urban and nonmetropolitan/rural areas. which subsequently led to a significant gap between the first and deep rural economy (refer to Figure 1). Rural communities, and particularly those in deep rural areas, lag considerably behind terms in infrastructure and service delivery due to geographic isolation, low population densities, poor transport and telecom connectivity and legacies of apartheid, especially in the former homelands. In response to the above, the CSIR has undertaken research in pursuit of a better understanding of rural issues and the development of innovative and sustainable solutions. One such approach is the IRMA approach, which is presented in Figure 3.

The asset-based livelihood approach to community infrastructure planning. provision and management focuses attention on the productive, social and locational assets of rural households, with the understanding that the quantity, quality and productivity of their portfolio of assets determine the potential for long-term growth and poverty reduction (Carney, 1999). As such, household and community assets may be considered the 'drivers' of sustainable growth and poverty reduction. The asset-based livelihoods approach can be used to explore relationships between assets, context, behaviour, and outcomes. The assets of a household and community are broadly defined to include the productive, social and locational assets that determine the opportunity set of

options for livelihood strategies. These actions, in turn, determine outcomes in terms of household and community wellbeing. Of critical importance is the context, the policy and institutional milieu and the existence or absence of risks. The welfare-generating potential of assets depends on the interface between assets The asset-based and the context. livelihood approach is thus well-suited for understanding and analyzing rural poverty in deep, segmented, fragmented and isolated rural areas of South Africa.

Given that agriculture can not serve as the sole engine of rural growth, a more spatial balanced and multi-sectoral approach to rural development is needed (FAO, 2004). This requires a householdlevel (microeconomic) and community level (meso-economic) orientation toward identifying drivers of growth, which is provided by the asset-based livelihood conceptual framework. The asset-based approach underlies the livelihoods approach and has increasingly been advocated by numerous development agencies.

The rights-based approach to mobility and access infrastructure provision argues that, constitutionally, every citizen has a right to access a minimum standard of mobility and access infrastructure in order to exploit socio-economic opportunities such as accessing educational and healthcare facilities. This also builds on the basic needs approach of the 1970s which however looked at basic needs with a focus on the "individual", that is, inward looking at the person, but this can be extended to look at the "enlarged" individual i.e. the community. An outward looking perspective to basic community needs, for example, would encompass the quantity and quality stock infrastructure access assets such as footpaths, footbridges and low-level crossing points.

Informed by the deep rural development challenges, the Mpumalanga Department of Roads and Transport (MDORT) developed and published a Rural Transport Strategy for the Province in May 2006, based on the realisation that the key to sustainability is an integrated approach to rural development. The Department, in collaboration with CSIR Built Environment, piloted some components of the IRMA

approach in the Albert Luthuli Municipality in Mpumalanga Province (refer to Figure 3).

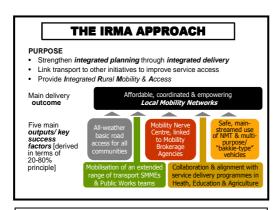


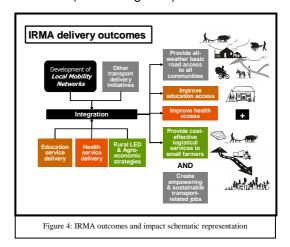
Figure 3: The guiding concept underpinning the intergrated rural access & mobility approach

In Mpumalanga, the CSIR has only implemented pillar 1 (one) and part of pillar 2 (two) of the 5 (five) pillars of the IRMA approach. Pillars 1 and 2 address the all-weather basic road access issues for all communities and mobilisation of an extended range of transport small, micro medium enterprises (SMMEs) and public work teams. In terms of pillar 2 the current phase of IRMA did not include the SMMEs but had some component of the public works teams. CSIR is currently in the process of identifying partners implement the other four pillars of the IRMA project so that the full project impact and potential can be fully demonstrated. Pillar 3 focuses on development and implementation of a mobility nerve centre which is linked to mobility brokerage agencies. This is important in developing rural freight transport, brokerage and logistics. Pillar 4 brings into the fold policy collaboration and alignment with service delivery programmes in health, education and agriculture sectors/spheres. The aim to situate and use IRMA complementing and enhancing service delivery in the whole rural development service and supply key intervention levers. Pillar 5 is concerned with the development implementation of and а safe. mainstreamed use of non-motorised transport and multi-purpose (NMT) "bakkie-type vehicles" in rural areas. The sum total of all five pillars is a sustainable rural development trajectory. The ideal would be to implement all the five pillars concurrently for enhanced outcomes and impact. However, in practice budget, time and resource considerations may entail

that this has to be implemented in phases rather than as a complete package.

In the context of IRMA pillar 1, the challenge therefore is to find functional ways to link remote and geographically fragmented communities to each other, to centres such as schools, clinics, government offices and shops. For example, if learners have to cross a river to get to school and the river floods during the rainy season, the learners have no access to school at certain times of the vear. The solution in this instance may be a foot bridge to give them year-round access. The IRMA approach recognises that "roads alone are not enough" (Naude et al, 2005). It aims at tackling rural development challenges in a holistic fashion as presented in figure 3.

IRMA is therefore one key approach among many others that can be employed to unlocking rural access and mobility challenges. This is because the concept and project approach underlying the IRMA philosophy addresses mobility accessibility constraints imposed by the remoteness, spatial dispersion and lack of adequate infrastructure in rural areas. These constraints inhibit development and restrict rural communities' access to services and socio-economic opportunities. A host of socio-economic and benefits impacts flow implementing a suite of IRMA technology interventions in any rural setting. IRMA phase one component projects have been implemented in almost 30 areas of Albert Luthuli Municipality in Mpumalanga Province (refer to Figure 4).



In executing the current IRMA project in Albert Luthuli Municipality, the CSIR adopted a transparent consultative and participative process. This conducting pre-feasibility studies in the target areas wherein problems were identified. The next stage was to prioritise the problem areas with the close involvement of the communities and local leadership. Once the projects were identified, recommendations submitted and approval by Albert Luthuli Municipality Council granted, detailed geo-technical preceded the enaineerina designs. Thereafter the projects were put out to tender according to a preferential procurement system (track record, cost, locality, etc). Labour-based technologies were used in the construction and implementation of interventions. people are employed by the contractors, which gives them the opportunity of learning new skills and earning direct income.

IRMA phase one technology interventions include the provision of appropriate and integrated rural transportation infrastructure such as pedestrian bridges, paths and low-level crossings, and all-weather road and footpath access to socio-economic facilities such as schools, clinics, shops and government offices (refer to Figure 5 & 6).



Figure 5: Footbridge in Nordeen - After Intervention

current IRMA project benefits deprived, resource-poor rural communities by building local-level intra and intermobility and access infrastructure essential for livelihood sustenance. This is one way of laying a foundation for uplifting standards of living of communities. As presented in the "IRMA delivery diagram", the IRMA approach is a practical, low-cost technology, outcomesbased intervention solution. However, the current phase in Mpumalanga province is

only addressing the need to provide allweather basic road access to rural communities.



Figure 6: Works in Progress: Esementeni

Even though only one component of IRMA has been implemented, the general impact on beneficiary communities, including the most vulnerable households, is predictably positive. Phase one has addressed the transport needs of the poor income group and opened opportunities for them. Villagers and community members have testified how such interventions are alleviating their daily transport burden. It is also important to realise that rural people are very innovative and resourceful if cognizance is taken of the fact that they survive in harsh and difficult conditions with very little assistance. Lessening or removing altogether these realities would certainly stimulate their creativity for sustained development. Such improved conditions could lead to heightened local entrepreneurship and enable people to grow rather than just survive at a subsistence level.

Suffice to point out that the current phase of IRMA in Mpumalanga did not for identify particular example. try to enterprises such as timber production, fish farming, tourism development ventures, beef farming and cattle ranching or sub-sectors that might stimulate further growth and poverty reduction. Instead the adopted approach had at its core unpacking the kind, type and combination of assets that are required by rural communities and households to take

communities and households to take advantage of a particular enterprise or development path, and bridging the demand and supply gap through low-cost mobility infrastructure interventions and technologies. For economic growth to reduce poverty in a sustainable manner, it is critical to have a better understanding of access and mobility "household" and "enlarged household" that is community"

infrastructure asset and services portfolios, and how assets interact within the context of influencing the selection of

livelihood strategies which, in turn, determine well-being.

Table 1 presents a sample quantitative preliminary assessment of the impact of IRMA interventions in Albert Luthuli Municipality, Mpumalanga Province.

Table 1: Sample Matrix of IRMA outcomes

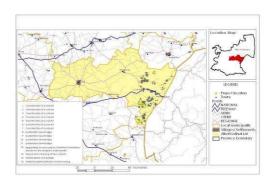
Area	IT	EC (R'000)	MHB	ADSEFBI	ADSEFAI
Ebukhosin (Semendeni)	LLC	342	+50	±8	<5
Mpuluzi (Sebenta)	PSB	1 140	±2 050	<b>≥2 -≤</b> 8	≤800m –≤ 2 km
Syde East, Dewet and Nordeen	PFB	285	≤300	≱4 - <u>≤</u> 7.5	≰500 - <b>≤</b> 3km
Tjakastad	TCW	684	≥650	NA	NA

Key – IT - Intervention Type; EC – Estimated Cost; MHB - Minimum Household Direct Benefactors; ADSEFBI - Average Distance to socio-economic facilities before intervention; ADSEFAI - Average Distance to socio-economic facilities before intervention, LLC - Low Level Crossing; PSB – Pedestrian Steel Bridge; PFB – Pedestrian Footbridge; TCW – Traffic calming Works

Table 1 indicates that learners can access school throughout the year, small farmers can connect better with the market, and there is social cohesion and better socioeconomic space integration. Villagers have testified how much such interventions have alleviated their daily access challenges as well as reduced their transport burdens.

"...Circuitous routes of up to 8 km for example have been reduced to 3 km through the provision of footbridges. Socio-economic opportunities such as schools and hospitals are now accessible in all-weather conditions. The local level travel and transport burden for the learners, youths, elderly and to some extent, persons with disabilities have been reduced significantly, thanks to the collaborative efforts of the CSIR and the Mpumalanga Department of Transport and Albert Luthuli Municipality..." (extract of an interview with a businessman at Mayflower Multi-Purpose Centre, 18 September 2008).

Map 1, shows the spatial distribution of IRMA low-cost transport infrastructure projects in Albert Luthuli Municipality, Mpumalanga Province.



The next section draws conclusions on the paper.

# 4.0 CONCLUSION

Pushing back the frontiers of poverty in South Africa requires multidimensional and multidisciplinary interventions focusing on issues such as asset redistribution. market reforms, linking growth development, spatial development and institutional reform. Perhaps the greatest challenge that development practitioners have to contend with in rural South Africa is the development of a critical mass of infrastructure and services that would link communities to one another, thereby enhancing socio-economic and spatial cohesion, integration and transformation of spaces, places, people and cultures. The IRMA concept and approach discussed throughout this presentation is one way towards building that vision - its potential to engender a sustainable development legacy should thus be harnessed widely.

The section on major recommendations that follows presents major rural development interventions emanating from the reviewed case study with a view to outlining practical ways of mitigating rural poverty and providing insurance for rural prosperity in South Africa.

## 5.0 MAJOR RECOMMENDATIONS

A number of recommendations emanate from this discussion. Some of the major recommendations are as follows:

 Access and mobility interventions alone cannot guarantee prosperity in rural South Africa. For genuine rural prosperity to be entrenched it will take measures, actions and interventions in rural energy and

- economic development, water and sanitation for rural development, geo-spatial and information and communication technologies for rural development, gender, empowerment and a generous measure of political will.
- 2. Inequality and poverty simply cannot be resolved, let alone remedied, without the generation of long-term jobs, rising incomes, and lasting arowth that competitive firms can secure. At the same time the 'trickle-down' effect from economic development policies cannot be relied on to stimulate development. Specific policies to alleviate poverty and inequality for example, measures like public works micro-finance programmes, programmes, land reform, increased expenditure municipal access and mobility infrastructure and services, and improved and better targeted social spending on education and training, welfare, healthcare and governance issues - are thus essential counterparts to rural economic development policy.
- Infrastructure provision and rural development is a multidisciplinary field, which requires the private sector, government, civil society, NGOs, to name but a few role players, to pool their collective resources and energies to be successful.
- 4. An interesting trend and observation terms in of and infrastructure rural need to development is the implement and maintain appropriate information and decision-support systems in all spheres of government to support optimal decision-making processes.
- 5. The IRMA project and approach as exemplified in Mpumalanga offers great potential overcoming such limitations. Its scaling up and rolling out in other provinces as well as its full implementation not only Mpumalanga but nationwide will herald chapter а new in addressing rural deprivation

challenges in a way that has not happened before in South Africa.

Concerns over rural assets go beyond questions of access and also include their use, improvement and protection. In this context, it is not surprising that the role of the rural economy in the future economic and social development of South Africa remains an important issue government policy and development agencies. The unresolved issues are substantial, but the core issues are concerned with the extent and nature of poverty in South Africa's rural areas, and the policy options that exist for agrarian reform, eco-tourism, road and transport infrastructure and services. However, as paper illustrates, despite some progress in identifying and launching deep rural economy interventions, it is argued that more can be done and championed through collaborative infrastructure and services interventions by rural development stakeholders.

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