

Participative Approach in the Algerian Policy of Rural Development: Analysis of Its Application

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ABSTRACT

Analyze the rural development policy implemented since 2006 through an analytical framework based on two key indicators: the study of the conditions of implementation of rural renewal policy in relation to set basic principles and analysis the participation of local stakeholders in the process (achieving near project for integrated rural development (PPDRI) designed as a key tool for intervention in the deep rural areas); is the objective of this study.

The results highlight a lack of maturity in the preparation and implementation of development projects. Ignorance of territories, coupled with a strategy focused on unsuitable structures are the cause of the partial failure of rural renewal plan.

KEYWORDS: rural development- policy of rural renewal –participative approach-Algeria- Mascara.

INTRODUCTION

Further to the bankruptcies revealed by the modernizer's models of development and authoritarian of the years 60/70, the critics are going to bring to the foreground and to value the notion of popular participation.

The takeover extra liberals in the 80s (Thatcher, Reagan, etc.), and the imposition of structural adjustment in developing countries, synonymous with the imposition of a politico-economic models that are subservient to them, led to a withdrawal of the state of infra structural projects and political openness through liberalization of local initiatives and democracy. In addition, it is during this phase that the conditionality of development aid is emerging as leverage and donors support the emergence of farmer organizations to support the agricultural sector and represent producers in negotiations with the State. [1].

This sparked a growing intensity of work which all promotes participatory development such as the Chambers of work in 1983[2], Cernea in 1983[3], etc.

Participatory development, which was a means of pressure has become a deliberate request of donors, NGOs and even government to initiate projects of local development based on decentralization as a mode of operation to achieve goals, "explicit societal: fight against poverty, empowerment, gender equality, democracy, good governance, etc. ". [1].

The change in the philosophy of continuous support, from the 2000s, donor countries and international financial institutions require developing State to define their development policy of fight against poverty, fully involving farmers' organizations and civil society in the design of "Records of the poverty reduction strategy." [4]. Thus we see that the participative standard and changes scale and becomes part of the debate on aid effectiveness [5].

The notion of participation, which in fact was not clearly defined and theorized, will find success and became one reference to the government of developing countries, where the "participatory proactive intervention" hesitating between a set of tools very heterogeneous, in a gradient between "imposed participation" and "self-promotion". Moreover, they are part of projects and programs whose ability to integrate local perspectives varies according to the degree of bureaucratization.[1].

In Algeria, after ten years of agricultural and rural development, the recurring question is deviant to know if the efforts of the State granted at the expense of billion dollars, allowed to reach the goals fixed by the government.

The recognition of the marginalization of rural communities in the management of their territories and their future by governmental authorities [6] seems a strong advanced to a new method of governance. Then the assertion of the choice of a participatory and inclusive approach of the bottom to the top is a confirmation of the willingness of public authorities to align with international standards for certain rural development.

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Through this contribution, which constitutes a not insignificant part of a research work on policies of rural development, we shall try to demonstrate that the promotion of the participative approach within the framework of the last policy of rural renewal (PRR), does not constitute a strategic choice stemming from an institutional and political change for a better governance of the local affairs through the implication in a suitable way the stakeholders in the evaluation of their needs and in the process of decision.

1- The rural development policy: opportunities and risks

The sectoral policy on rural development, which began in 2003 and continues currently, should be characterized by an integrated, inter-sectorial approach and to mobilize all the actors of the «territory» for:

- development of specific Territories officers: forest, Steppe, Desert, mountains,
- Economics actors: the small and medium enterprises, handicrafts, trade, professional
- services sector: devolved administrations, institutions, health
- Sciences and the knowledge sector: education, universities, training institutions.

The Rural renewal policy (PRR) adopted by the Government being implemented through the Program of support to the renewal Rural 2007-2013 (PSRR) displays the objective of achieving development rural integrated through economic, social and environmental synergies at the level of the different territories to create employment through the diversification of economic activities, promote equality of opportunity, the fight against poverty , marginalization and exclusion, and promote and preserve natural resources (water land forests, etc.) as support a sustainable spatial planning.

The PRR, which aims to be complementary in the process of development, targets territories having lagged behind in the global development and makes a commitment to reach goals which aim largely at the population classified by the statistics as being rural. The used tool is the PPDRI which aims to be participative and integrated.

2- Rural renewal policy tools

This strategy is articulated in the texts of design, around four axes to promote a partnership between the different actors of development and multi-sectoral integration:

- support for the implementation of innovative economic activities,
- upgrading and balanced and sustainable management of resources and the heritage of the territories,
- economic and social synergy
- The coordination of actions.

These axes must theoretically converge all towards the development and revitalization of the territories.

The realization of the principles of the policy of renewal Rural, including the promotion of participatory rural development and proximity will be based on the responsibility of stakeholders at the local level. It depends on the capacity building of cross-sectoral integration at the territorial level and the utilization of tools and specific means for decentralized programming rural development actions and their implementation within the framework of integration tools in the base.

In this sense, Bernard van Heck FAO sees the need and effectiveness of the adoption of bottom-up or participatory rural development approaches as complementary to the existing ones in order to reach the poor and guide them to self-development efforts [7].

The sectorial is called to unite the State programs, and implement synergy existing actions, condition for a sustainable territorial Dynamics (economic viable, socially acceptable and environmentally friendly). The PPDRI is therefore seen as the institutional framework for future partnership between the private and the public through the actions of individual interest and those for collective use through flows of investment.

So, these sectorial are theoretically designed to allow a greater mobilization of public services under a new form of Organization (integrative) and putting in competition all their human component to better involve project promoters and companies to this approach for local governance.

It is expected for this PPDRI the pooling of skills of local actors (administration sectors trained officers and staff qualified) within a cell of rural animation (CRA), to assist project promoters in their approach to social and economic development. The PPDRI is defined here as any project with accompanying measures of populations and institutions in rural areas to achieve a common objective (unifying theme).

The participatory approach is done to engage the target population in the governance of their territory by involving them more and in a concerted manner with the technical administration services decentralized in order to identify the economic, social, cultural and other areas that will strengthen and supports efforts of development of households on their territory. It's became crucial with regard to failures caused by management centralized, top-down development in the past and which caused apparent despair through the wave of migration from rural to urban centers and the neglect of rural crafts (tailors, grafter, shepherds, Cowherd-milker, blacksmith, craftsman, etc.).

3- Policy of rural renewal (PRR) at the level of the wilaya of Mascara

The implementation of the PRR at the local level has resulted in the design of Integrated Rural Development Programs Wilaya (PPDRIW) built by 4 programs target. Each goal by program aggregates PPDR mounted around the following 4 priority themes:

- Modernization and rehabilitation of the villages or the Ksours¹: improvement of the quality and the conditions of life in rural areas;
- Diversification of economic activities in rural areas: (local economy, marketing, rural tourism, crafts, valorization of local products, renewable energy, information and communication technologies, etc.) and improvement of the attractiveness of the rural territory (young people, populations, new facilities, etc.);
- Protection and valorization of natural resources: forest, steppe, oasis, mountain, coastal, etc.;
- Protection and enhancement of the rural intangible heritage: products of the territory, built, preservation of sites and historical and cultural products, enhancement of cultural sites, traditional events, etc.

The PPDR are theoretically designed as unifying integrated projects whose construction is in principle "bottom-up" which responsibility is shared between the services of the local administration, local elected officials, citizens and rural organizations.

The PPDR based on the following basic principles[8]:

- Mounting ascending local projects.
- Organization and codification of participation of the populations concerned.
- Promotion of animation features, facilitation, coordination and networking.

- Arbitration Level: Communities (proposal and acceptance of the formulated project) daïra (confirmation of the project) provinces of administrations (validation of the project), wali (project approval).
- Treatment of local issues (fight against desertification, development of multiple activities, promotion of heritage and local know-how).
- Priorities for the most isolated populations.
- Dynamic integration of the project with that of its territory.
- Synergy between collective use investment and individual use.
- Integration with the base between the support mechanisms for economic and social development.
- Evaluation and control monitoring system by impacts.

Devolution in the context of the implementation of PPDR is perceived through the coordination of the overall implementation by the Head of Daïra who has a decision support system (SADDR) allowing it, the basis for the database, to know all the characteristics common to his office. Thus, it is he who defines the priorities for action and shall make available to PPDR actors relevant information it has and is responsible for updating the database through rigorous monitoring of progress.

The main PPDR implementation actors are:

- Rural populations targeted by development actions;
- Rural animation cell (Daïra and / or town) designated by the Chief of Daïra and chaired by him;
- Officers of the technical areas in which the head of daïra means, for each PPDR the facilitator who will team with the facilitator in principle from the rural community.

4- Some socio-economic indicators of Mascara

- The total population of the city is 794.418 according to the GPH² of 2008 with an increase in average annual 15,000 inhabitants at a rate of 1.94%. The current population can be estimated at 870,000 inhabitants with a 53% of rural rate (higher than the national rate which is estimated today at 37%). Despite its potential, this wilaya remains among those or development indicators are weak. The study by UNDP in 2001^[9] on poverty highlighted the following items for the wilaya of Mascara:
- Three towns (26,000 inhabitants) are classified poor in the field of education with an enrollment rate of 30.59% (including 24.27% for women only). The electrification rate is 87.92%, a rate of connection to the drinking water supply(DWS) 31.03% and sewerage 26.24%.
- According to the ratio of wealth, Mascara contains 26 communes on 47 who are very poor (55%) and 7 poor communes or total 33 Municipalities classified as poor and very poor and this represents 70% of municipalities
- 17% of the population lives in scattered areas.

5- Material and method

To have an idea even general on the aspiration of the rural populations in the wilaya (province) of Mascara, the method of work used consists of two tools:

¹Ksours "is the plural of" Ksar "which is a local name of" village "in the South.

² GCPH: general census of the population and the housing.

1- A questionnaire semi-structured with inhabitants number of Douars (hamlet in local language) in three municipalities and directed essentially for their problems and aspiration regarding their condition of life and development and their knowledge of their territory. The choice of Douars, even if it is relatively random, was influenced by our sources of information which were our intermediaries with the rural populations (the number depends on the number of people and means at our disposal to carry out the study, 10 persons on average for four Douars). We interviewed about ten people by Douars (hamlet or village) of three municipalities of the wilaya of Mascara considered Rural: municipalities of Hachem, Zalamta and Nesmoth situated in the Southeast of the wilaya. The investigation realized with citizens' sample chosen at random in the Douars of: El Maleh, Gouadih, Khenatthia, Ain Mansour, Remaïkia and Zehahif ouled Kaddour.

2- A grouping of citizens (tree focus groups for the tree municipality) to discuss certain questions presented during the debate. The questions around the knowledge of the territory of the municipality, trump cards, constraints and opportunity; questions on the difficulties in the living conditions and the expectations of the citizens and at the end the solutions which they propose to solve the problems of the territory and the living conditions (SWOT method).

To analyze the participation and the integration of the projects of closeness for the rural integrated development (PPDRI), we have collected the institutional information from the direction of forests charged to realize the rural development actions. Field trips, in the rural areas concerned to verify the existence of certain actions for collective use.

6- Analysis and interpretation.

6.1-Understanding of the functioning of the structures and actors:

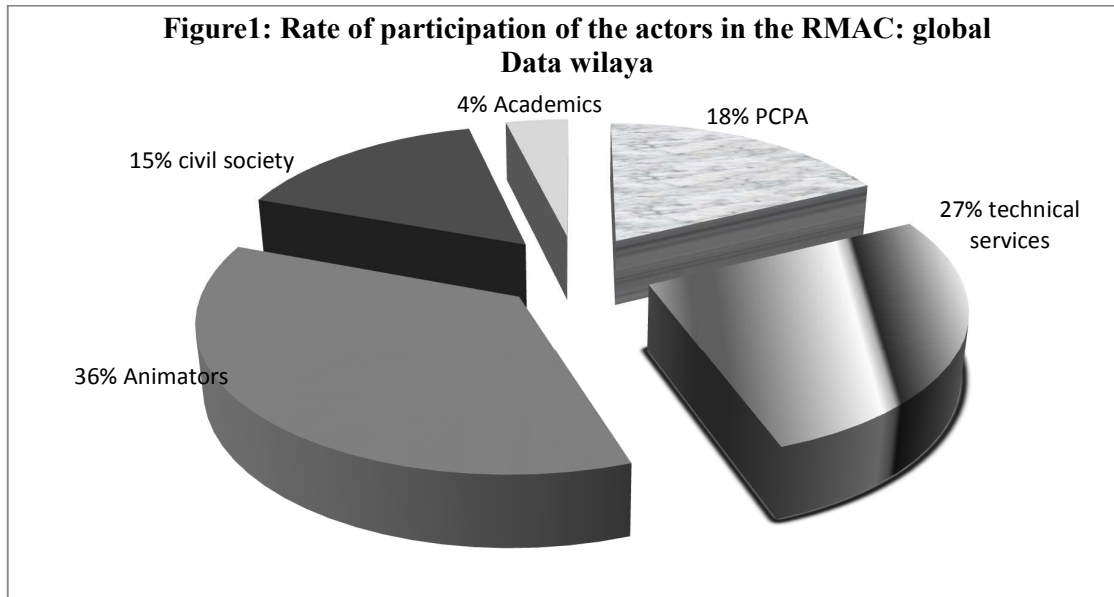
The study helps to understand the functioning of the structures and actors responsible for the implementation of PPDRI at the Wilaya of Mascara. To answer our questions the following approach was adopted: presentation of the structure set up within the framework of the implementation of the strategy and compliance with the principles presented above are respected. In fact, we start from the idea that if these principles are not respected it means a failure of this rural renewal policy. One by one these structures will be analyzed in order to explain their role and their actual operation on the ground.

6.2-Analysis of structures implemented

They are four in number, responsible for the implementation of this policy with the instructions come from the top. The rural municipality animation cell (RMAC): this is the lowest link in direct contact with rural people, this cell is quite complex because it includes among its members representatives of the Popular Communal Assemblies (MPCA), civil society, rural organizations, personalities. This cell is also open to nearby units set up by the services of solidarity, participants in economic and social development projects (especially if they are engaged in international cooperation), associations of fight against illiteracy, vocational training services, representatives of intermediary organizations (ANSEJ, ADS, CNAC) and representatives of credit institutions involved in financing PPDRI.

In the context of the implementation tools of this strategy, the wilaya of Mascara has 44 RMAC which include within them 144 members of PCA members who constitute 17% of the total and 218 frames of technical services for a rate of 25%. The population is represented by 291 facilitators or 34% of the total representation of the RMAC. More than 126 members of associations and civil society are also present, 15 per cent. One of the novelties in this of representation process is the presence of academics despite the low attendance rate reaches only 4% (26 students and 5 engineers, a technician and 1 teacher). The presence of academics can positively influence on the dissemination of knowledge.

This basic structure, to form the basis of any strategy, is distinguished by a very diverse and a very important component effective, difficult to manager, with more than 800 people. The structure of the cell is characterized by the absence of uniformity in its incorporation of a municipality to another and unequal representation between government and local communities that can influence decision making in 'project grant. Thus for example, the municipalities of Sedjerara and that of Ain Fekane have no facilitator. It is observed that the RMAC Ain Fares consists of ten representatives of associations and the municipality of Gaada, only health is represented. In the commune of Sig exceptionally a principal member of the RMAC, while in the municipality of Ghethna where a significant number of projects are in place, only agricultural services are present in the cell, the other technical services, currently have apparently he not seen the interest to participate.



2- Daïra Technical Committee(DTC): this Committee chaired by the head of Daïra (sub-prefect) brings together the various sectoral subdivisions, facilitators, representatives of the APC officials concerned as well as the associations and some representatives of civil society and facilitators (figure 2). We observe a presence of an important number of members of the associative movements while theoretically they will be present at the level of the RMAC (6%). Facilitators (37%) and daïra Technical Services (DTS) 28%, and the presidents of the communal people's assemblies (PCPA) 9%, who are the most represented in this structure. Financial institutions are rare and it is only the Algerian Banc for Rural Development (BADR) who participates in three of the 16 daïrates in the wilaya of Mascara.

Other sectors are present with only a rate of 5% as the national agency of support; the youth employment and design offices with respect to the facilitators; they are represented as 18% or 8 facilitators for 44 facilitators at the wilaya level.

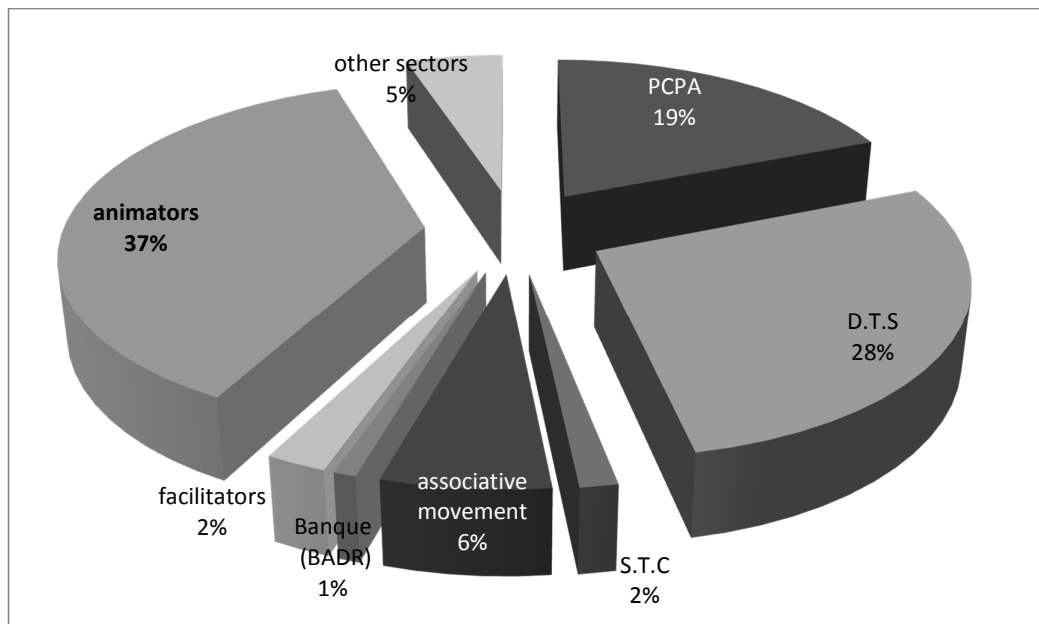
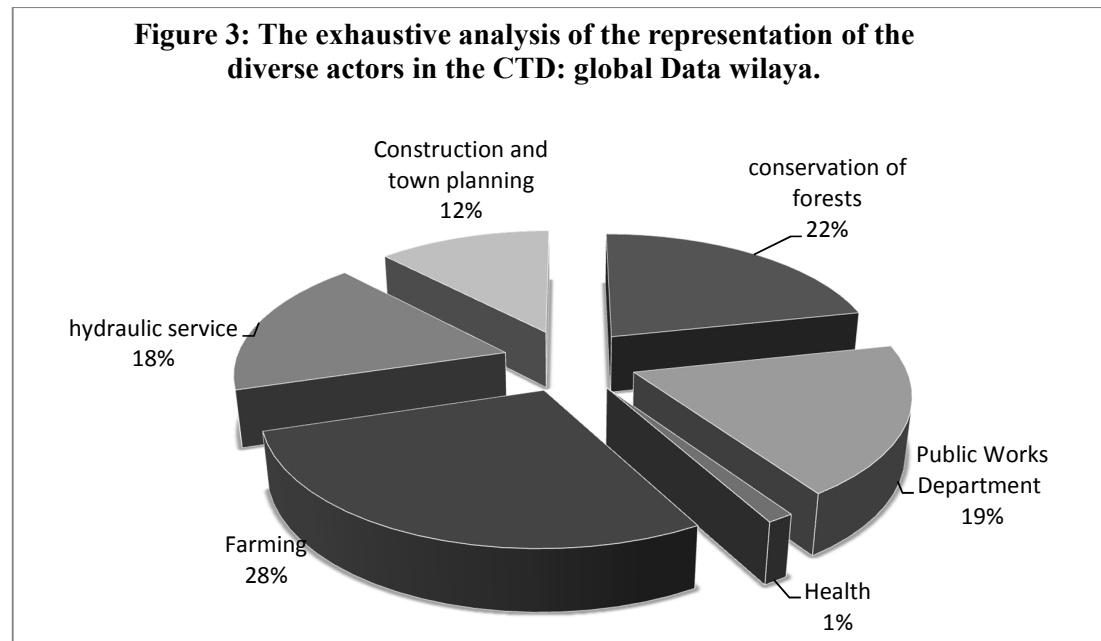


Figure2: The distribution of the participants of the CTD at the level of the districts of the wilaya of Mascara.

STD: Service Technique de Daïra. TCC: Technical Service of municipality.

The comprehensive analysis of the representation of the various actors in the 15 committees Technique de Daïra is shown by figure 3 according to the information collected at the level of the Conservation of forests. This cell is characterized by diversity and heterogeneity of the representation in addition to the absence of several structures in some committees without any justifications advanced by the institutions concerned. This representation is different in the committees on the basis of directions since some sectors are not present as provided for by the methodology of implementation. For example health is represented by a single Committee with a complete absence of other sectors such as communications, culture, crafts, youth and sports and the Chambers of commerce and industry.

Figure 3: The exhaustive analysis of the representation of the diverse actors in the CTD: global Data wilaya.



- 1- Wilaya Technical Committee (CTW): this Committee is chaired by the Secretary General of the wilaya; the secretariat is provided by Director of planning and territory Development (DPAT) and is composed of 14 representatives from the different directions and wilaya services. However it is noted the absence of some key actors in the implementation of these projects integrated as financial institutions, professional organizations and representatives of civil society.
- 2- Project team: it includes the facilitator (s) of administration, already designated, the leader (or leaders of both genres) which are chosen by the promoters, and the volunteers who have shown a particular interest to get involved in the project. The project team consists at the first meeting of the sectorial with the community's territory.

6.3-The main actors involved

They are six in number and need to be properly identified to facilitate the evaluation process.

- 1- The facilitator: the head of the district or the head of the division of forests means, within its team. It is a technical officer who will be the interlocutor of rural communities in the design and implementation of PPDRI. It is noted that the number of facilitators in the RMAC since decreases in the CTD are 42 facilitators at the first and only 8 at the second.
- 2- Animator: rural community chooses among its members who shall exercise the function of project facilitator, and whose role is to bring to the attention of that-, the various administrative and technical steps necessary to the project and the nature of the activities (collective or individual). Supervisor (s) are often offered by the administration to the territorial communities for the monitor the project. It was found and confirmed in these structures that over 65% of these facilitators are absent at the Daïra of Technical Committees. In this aspect it is saved 291 animators at the RMAC and only 132 at the CTD.
- 3- The associative movement: the members representing this category include 126 at the RMAC level. The animation and the mobilization of civil society and associations such as sports clubs and the social or cultural commissions in the community or locality are very important missions for the integration of the rural population with all its components in the process of local governance. There is the absence of the representatives of crafts and the associative movement in many CTD and the CTW.

- 4- Training institutions: research and training entities, academics and specialists having jurisdiction (researchers, consultants, academics, students, engineers and apprentices) do not seem interested in the territorial dynamics and rural development. Only a core of 26 academics are present but temporarily in the RMAC then they are absent in wilaya and daïra committees. The Ministry of Agriculture and Rural Development launched between 2008 and 2010 a Human Capacity Building Program and Technical Assistance (PRCHAT) with a participation of 96 universities nationally, selected in there majority in large areas urban, not knowing at all rural and have no scientific relationship with this area. This program failed because only a few have managed to carry out research and communication on rural development.
- 5- The financial institution (banks): the only financial institution that to actually acceded to approach is the Bank of Agriculture and Rural Development; this sector is present by three representatives in the technical committees of district. For the implementation of this program, three forms of financing are proposed as bank credit (credit linked to the achievement and associated support), support of the State by various public funds and resources from various sources such as local development, communal development plans, etc. In this section there are noted the weakness of financial support to implement the plan of rural development in question.
- 6- The participation of women: it is a player's base of rural program theoretically but in reality no woman is identified among the presenters or facilitators. The current tradition in all rural and does not allow a foreign man to talk to rural women. This situation known by public authorities and by the designers of the sectorial was poorly taken into account with the aim of broadening the participation of rural women (which also constitutes the pillar of rural household economic and cultural) for projects to better participate in the development of the rural community.
- 7- Training: this is an aspect determining for the success of the rural renewal and it is regrettable that no actors training program is provided with the exception of some sporadic actions for the forest service managers. It is to remind the dismantling by the previous Governments of the national agricultural extension training system that had existed since the 1970s.

6.4-The structure responsible for implementation:

The Directorate General of forests is the responsible structure of the realization and implementation of projects through the conservation of the forests of the wilaya. At the level of the wilaya of Mascara; the conservation of forests is organized according to the Inter-ministerial Decree of 29/07/1997 in four services:

- 1- The service of heritage management, studies and programs;
- 2- The service for the protection of flora and fauna;
- 3- The service of extension of the heritage and the protection of land;
- 4- The administration service is a means;

The third service is responsible for the completion of the PPDRI and is organized into only two offices including the human composition and the means available to them reveal the inadequacy between the major objectives and the means of achievement:

The human factor: the conservation of forests which has a staff of 21 forest engineers and administrative officers to cover an area of 5.135 Km² with an estimated in 2012 nearly 450,000 rural population is an engineer for 21,000 rural (table). This report is indicative that the current human component is not able to manage 444 projects (i.e. on average 21 projects by engineers). Coaching is not trained to the typology of the sub-projects that are quite distant from forestry. The support of projects is not formed for the management of projects or specific techniques.

In this installment note that management of forests in support of the implementation of these projects has 89 agents whose training is governed exclusively from forest management and no have no qualifications to manage character integrative, participatory and bottom-up projects where communication with the holidays to encourage them to develop carrier actions is a necessary condition to achieve these actions. It is recalled that previously, the forest officer, having a status of paramilitary, a repressive function, was seen as an official representing the State "policeman".

The means mobilized: the means available to the conservation of the forests are insufficient with regard to the area to be covered and the dimension of the expectations of the sectorial rural communities. The number of vehicles and specialized equipment remain very modest and boil down to a few land vehicles, trucks, tank trucks, tractors.

6.5-The PPDRI provided in the wilaya of Mascara

Table 3 summarizes the projects for the period 2009-2014 by mentioning the unifying themes. All collective projects to use are in their majority (if not all) proposed by the technical services of daïra and forest services.

While projects for individual use are proposed by the parties concerned, households in the rural world and a few companies activating in rural areas.

In the light of this table the 2009-2014 sectorial phase includes 444 projects with an annual average of 73 projects.

Table 1: distribution of the PPDR provided in the Wilaya of Mascara (2009-2014)

Typology of actions	2009	2010	2011	2012	2013	2014	Total
I) modernization of the villages and of Ksour holidays for improvement of the standard of living of households.	16	16	16	16	16	16	96
II) Diversification of economic activities	21	22	22	22	22	22	131
III) Protection and enhancement of naturel resources	34	34	35	35	34	34	206
IV) Protection and enhancement of the rural heritage and intangible patrimony rural tangible et intangible	1	2	2	2	2	2	11
Total	72	74	75	75	74	74	444

Source: Conservation of the forests of Mascara (2010)

The first comment on the planned sectorial is the most represented unifying theme is the protection and enhancement of natural resources with 206 shares, or 46.4%. The second dominant unifying theme is the diversification of the economic activities with 131 shares representing 29.5%; then there is the theme of rural villages and Ksour modernization for improvement of the living conditions of households by 96 shares representing 21.6% and last the protection and enhancement of the rural heritage and intangible 11 corporations either barely 2.5%. A critical remark questioning the concept of participatory rural development since the successful projects are in their majority concentrated in shares of protection, management or forest plantations, flagship actions of the services of forests since independence.

1. Distribution of PPDR implemented in Mascara during 2009 on four unifying themes.

Table № 2 represents the number of activities carried out in 2009 as part of projects of proximity to integrated rural development at the level of the wilaya of Mascara and their distribution on the four themes unifying in addition to information on the nature of actions and the financing for each theme.

During the year 2009, 740 sectorial actions have affected about 10,887 households. The budget used for these actions is estimated at more than 3 billion of DA Algerian representative average 280 000 DA / beneficiary household, which theoretically is a large investment effort:

-Theme I with 92 shares with 84 of them are non-excludable (i.e. more than 91% of the actions) and consuming about 759 million Dinars in favor of 6,155 households amounting to 142 million DA representing on average 23,000 DA for each beneficiary household. Only 08 actions for individual use are made and consuming about 617 million DA giving 100 000 / beneficiary household.

-Theme class II the third in terms of allocated budget or more than 211 million DA with an average of 117 000 DA / household for total the realization of 99 shares including 58 shares for individual with a financial mass consumed over 31 Million DA an average 17 000 use DA / beneficiary household, and 41 actions for collective use who ate 180 million DA either 100 000 DA / beneficiary household. The importance of the average investment per household for the actions for individual use is more due to the low number of households having integrated the sectorial.

Table 2: distribution of the sectorial on 4 unifying themes in Mascara made in 2009

Unifying theme	number of households concerned	Nature of actions	number of actions	amount in 1000 DA	amount per household in 1000 DA
DA Theme I: modernization of villages and rural for improvement of the standard of living of households	6155	collective	84	142600	23,168
		Individual	08	617266	100,287
		subtotal	92	759866	123,455
Theme II: Diversification of economic activities	1805	collective	41	180196	99,832
		individual	58	31087	17,223
		subtotal	99	211283	117,054
Theme III:: Protection and valorization of natural resources	2927	collective	178	556890	190,260
		Individual	01	1200	0,410
		subtotal	179	558080	190,666
Theme IV subtotal: Protection and enhancement of the rural heritage and intangible	/	collective	/	/	/
		Individual	/	/	/
		subtotal	/	/	/
Total	10.887		740	3058468	280,928

Source: by us even at the database of the services of forests.

It is apparent that the aspirations of rural people (see annex 2) are not taken into consideration by PPDRI. The diagnostic study to assess the needs of people Rural was primarily based on administrative data by the wilaya of services. This has distorted the programming and has lost rural opportunities have development actions to solve their problems of drinking water, education, rural houses, etc.

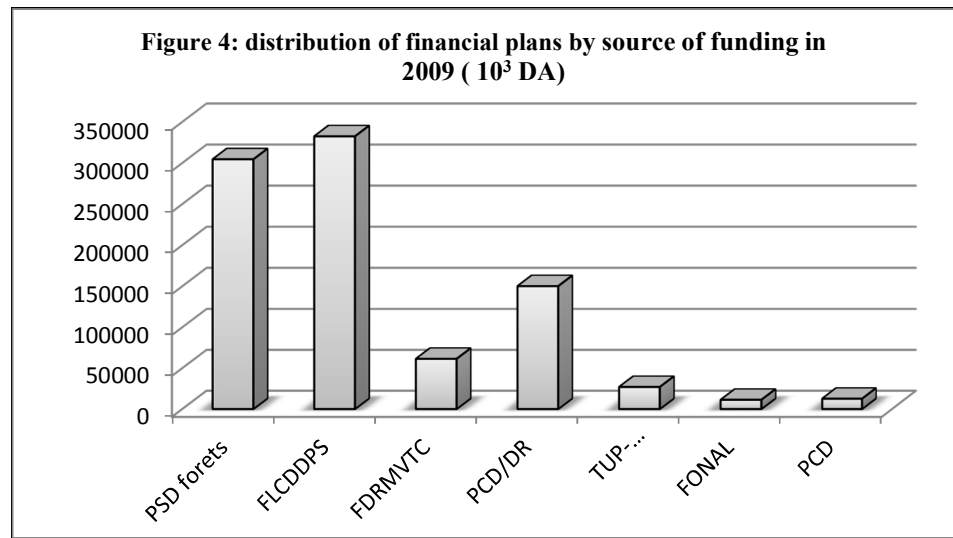
- Theme IV was seen to perform no action during this year 2009. It seems that upgrading of the rural heritage tangible and intangible areas saw no idea or promoters to give a cultural and social dimension in the development process. The existence of annual and seasonal cultural activities (religious and local celebrations called Waada) in most rural areas, the presence of historical sites of the Emir Abd-el-Kader (the basis of command called Z'mala), and the instead of the pledge of allegiance (Moubayaa), the archaeological site of Tighennif, the equestrian center of Tizi, etc. should be media carrier for rural tourism and valorization thus activities of cultural, historic and natural heritage.

The unifying theme III which is the flagship of the services of forests since their creation is the first in the number of actions carried out with 179 shares having consumed more than 558 million of DA or more than 18% of financial achievements. These actions provide touch 2.927 households with a single action for individual use. A classification of actions programmed and begun to identify 4 unifying themes totaling 740 shares dominated activities impacting the protection and enhancement of natural resources. These however do not have a direct impact on rural development and the rural population is unlikely to benefit. Table n ° 2 gives a summary.

2. The sources of funding of the different sectorial

The participation of the various funds in the context of the implementation of the projects of proximity to integrated rural development of the year 2009 at the level of the wilaya of Mascara informs us that it is the services of forests (PSD forests) Fund with 24% of the financial resources and FLDDPS with 26%; that contribute most to the financing of actions which calls into question the principle of 'integrative '. The sectorial in Mascara province concerned about 32 communes in 2009.

The reluctance of the other funds to inject resources on rural action is clear; all funding is provided by national funds to more than 90%.



Abbreviation in figure 4:

PSD: sectoral plan of development

FLCDDPS: Fund to fight Desertification and development of pastoralism, the Steppe

FDRM/VC: Rural development fund and the reclamation of land by grant

PCD/DR: development municipal plan /rural development

TUP-HIMO: public utility works – with high use of workforce

FONAL: national fund of housing

MADR: Ministry of Agriculture and Rural Development.

6.6. Analyses and reviews

In the period 2000-2006, four separate programs for agriculture and rural development have succeeded. Implemented in 2006, the Algerian rural renewal policy is based on an integrated development program at the

department (Wilaya), with support from the local administration. Main tool, the PPDRI, should allow greater mobilization of associative movements in local municipalities. Monitoring and evaluation tools on which rests the decision support system for rural development (SARD) has 24 simple index to which are added the complex indicators. In 2006-2007 these indicators were adjusted with the support of international institutions, including FAO. This administrative superstructure and meeting planner, however, a series of checks for implementation: lack of decentralization, inadequate administrative division, lack of local contacts, financial resources concentrated at the national level, lack of training for possible local relays.

In this sense the FAO^[10] experience is instructive since it considers that "The success of a project depends especially on the technical capacity of the existing staff in the intervention area to perform all scheduled activities". Work in this context showed that we must not attribute the failure of these projects to the rigidity of the traditional behavior of the beneficiaries, it is shown that rural seem to have a logical behavior "that we take into account their own interests and their specific constraints."

In view of the development of information and communications technology (ICT), some projects in the world are attempting to use, often successfully, communication technology for training. It is through the "use of slides or filmstrips on many issues of agriculture and rural development. Other projects use video systems for the training of farmers, for example in Peru, Mexico, Mali, China, Brazil, Honduras and the Republic of Korea. The Peru project, supported by UNDP and FAO was the first to use this method now produces about 2000 video programs and used them to train 450 000 rural about".^[11]

This observation invites to conclude, first, that the effective recovery of the sector will not come with the only state interventions during times of crisis. Algerian experience for Agricultural and Rural Development shows that local initiatives such as investment in poultry, milk and vegetable crops by private farmers allowed to get closer to self-sufficiency, as the concern of these farmers were heard and administrative intervention of the state reduced^[12]. Several aspects of the sector are not explored to date (the extension of irrigated areas, the reduction of fallow, producing some early and late season during the winter in southern areas using water resources Albian, milk production in semi -arid areas, the marketing of certain quality production and labeling, such as grapes, dates, apples, potatoes, etc.) making it impossible to set up a reliable agricultural policy

There are local dynamics of production systems in each agro-ecological zone (called programming zones) , it would be good to identify before imagine , "Do not name it exclude" dynamic .This results from the convergence a set of factors such as the scarcity of agricultural labor , the targeted state support for certain production , climate change and the scarcity of rain , causing a strong passion for irrigation and in the end market penetration in areas that were considered remote following the development of the transport network

The farm with its complexity is one of the foundations for the installation and agricultural and rural renewal. Agriculture must be at the heart of policies for sustainable manner regardless of the prices of agricultural products and of oil on world markets; hasty decisions at the juncture cannot build a national food security policy. Contrary to what the decision-makers think, the small agrarian structures can be real platforms of the rural revival and the engine of the restart of rear territories as long as pragmatic solutions of the division and the fragmentation are not still under schedule. These "agricultural structures represent" the image of a society on a territory. From this perspective , solutions to the problem of land fragmentation cannot be sought only on the technical and facilities , but must also take into account the relationship of the population with its territory and identify the model of agriculture that meets the expectations of the company^[13].

The numerous experiences undertaken and modified through time show that the only administrative way is not competent to manage this project type and give us consciousness of these limits. No considerable effort was concretized in the preliminary education for rural and economic development. The level of training of farmers is a core issue which should be considered a condition for success of renewal projects and requires an analysis of the issue of collective investment "intellectual". Rural development is not only dependent on decentralization and sustainable management of natural resources. The three fundamental pillars of rural revival which are: control of territories in their social and environmental component, preparation of human resources for projects and finally participation in the development of rural areas of all stakeholders are to consider as conditions sine qua non for their good performance. They should constitute the basic framework for the acceptance and the success of integrated projects. In this context the Spanish experience of development of the rural territories of the 60s is interesting, because it based itself mainly on the strengthening of the cultural training " that is a better socioeconomic knowledge of the rural territory to be able to give to the countrymen the ways to build their future and to avoid the abandonment of the rural area". ^[14]

The rural revival can succeed only if it is part of a territorial development reflected in a socio-political concept that integrates the different spaces.

7-Some recommendations

The evaluation of local projects for integrated rural development tools to implement the strategy of rural renewal highlights a deficit in terms of maturity of committed projects and especially the inability of structures for their

initiation and implementation. Analysis of the established approach confirms the centralization of decisions and levels which are made funding management and quality achievement. As we tried to show the general direction of Forests (DGF) is a central and paramilitary structure , subject to bureaucratic management and a centralized budget, cannot take innovative initiatives , either in management or even in of rural approach mode.

Success also depends on the maturity of the local communities (total level of development of these communities), but the learning process is also an objective in itself because the experiments were not capitalized and the concept of feedback is totally absent. One of the main recommendations for the success of rural renewal is the good construction projects; it needs to be rethought and obey the three main classical phases:

During the planning phase, the situation at national and sectoral level is analyzed to identify problems, constraints and potentials of each rural area. This involves a review of socio -economic, ecological and funding sources at the base of reliable statistics (it is necessary to review the system of collection and processing of agricultural and rural statistics). Slimane Bedrani noted in 2008^[15]: "... This department has never developed a reliable system for collecting agricultural statistics. It does not proceed - as is done in developed countries and other neighboring countries - regular sample surveys and scientifically sound (which no one could reasonably dispute the methods) to estimate agricultural production and other variables of our agriculture such as cultivation, yield , equipment , various types of livestock , employment, agricultural wages . "

Then he comes to identifying and retaining main objectives based on sectoral priorities pulsing rural development by providing relevant and realistic programming framework within which it is possible to identify and to prepare projects. For each of these priorities, strategies drawing on lessons from past experience will be formulated.

2. During the identification phase, project ideas are identified and selected for further study. This involves consultation with the intended beneficiaries of each action, an analysis of the problems they face and highlighting the problems of these treatment options. A decision can then be made on the relevance of each project idea (both in terms of beneficiaries at the level of programming framework and formulation phase).

3. During the preparation or trial phase, relevant project ideas are translated into operational plans with the participation of all the beneficiaries and other stakeholders. This makes it necessary for pre-feasibility criteria (effectiveness), and sustainability (propensity to provide long-term benefits to the beneficiaries) thus allowing ex-ante evaluation. Based on this assessment, a decision is taken on the project financing opportunity.^[16]

This will then require greater delegation of power center (Government and other institutions) to the local level. Decentralization as a crucial phase of the devolution of power to local authorities will also reduce the number of intermediaries between the rural population and the financing of the project, which in our opinion is one of the causes of the depletion of financial resources development. However, in Algeria decentralization has not yet taken place which is different the actual development of rural areas.

One of issues is: How do we reconcile the challenge of sustainable development with the need to boost rural renewal?

Conclusion

The variety of actions to achieve the objectives of rural development is a factor making it difficult to assess even if this diversity is a natural extension of the development of rural territories subject to polarization effects and influences of nearby urban centers.

Moreover, the Algerian experience has hired a completed ambitious agricultural program at the end of its cycle, through actions of rural development, as a process for correcting errors, continues to surprise us. Since they just launched a rural development program that was soon extended by an agricultural development program.

The analysis and evaluation of the rural development policy we have undertaken, although it has a learning impact for the establishment of evaluation tradition of public policy, allows us to realize consistently the course of the production process to achieve to master the evaluation process. However, the quality of information systems and the absence of the question "and if it again" are all blockages that explain the valuation difficulties. Often we devote more time to replenish questionable tracking data to the detriment of the analysis. The results of studies in some African countries lead to similar results. In countries of the Great Lakes "the available institutional capacities are not compatible with the requirements of an effective monitoring and evaluation system" ^[17].

From the analysis of existing data and implementation procedure of the rural renewal policy, it is possible to build a base of indicators to commit rigorous practices to analyze the impact and the effect of stock rural development on various rural communities spread across various territories.

Rural renewal is not limited to the management of natural resources but must support the development of rural communities; it must also allow the establishment of conditions for increasing agricultural productivity and economic development of all systems production and all activities for the release of income for the population. It also assumes full employment and expansion of opportunities and the spirit of creativity and local initiative of all social actors. By its objectives, this development aims to maintain the rural population and the development of resources by development actions territories taking into account the present rural youth and aspiration while

safeguarding the opportunities of future generation a better life in their best protected territories with wealthier resources. Ultimately this development also aims to involve the populations concerned and to involve them in the development, implementation and evaluation of viable economic projects. In all cases, the approach is particularly delicate and important issues. The sustainable development approach will therefore focus here "on the long-term to short-term profit or the easy way"^[18].

The evaluation also highlights the strategy to boost rural renewal comes up against a lack of transparency in the funding of actions since the country does not directly benefit from the grants and subsidies. ^[19]

The fight against the rural exodus can be realized only through a lasting and real improvement in the living conditions of rural populations. The Project of Integrated Rural Development Proximity (PPDRI) seems theoretically be a tool whose impact will be positive if the conditions for its application are according the original design. The analysis of data on rates and the nature of the actions of the projects realized in the territory of the province allows to note that the various actions undertaken in different sectors (forestry, water, public works, housing, education, etc.) mainly shares for public use especially those of forestry (179 Action forestry or 45.94% of total shares).

Only a new approach to rural development focused initially on a typology of rural areas and farms, with voluntary participation of local actors in order to identify and evaluate their potential as agricultural, forestry that human to target reliable projects. Project management will be the second essential step and should be an alternative and a new method aimed, with a minimum of rigor and awareness, to broaden the scope of consultation between forest administration, agriculture and the rural population aware of the realities social and resource degradation levels.

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ANNEXE 1: Problems and aspirations expressed by the people of Mascara common.

Organizational issues, rural infrastructures and aspirations	Issues of territory, natural resources and their management	Strengths and potentials
<p>Absence of forest and environmental protection associations</p> <ul style="list-style-type: none"> -No professional training schools in major Douars - Women who have a job do not diplomas issued by an authorized center and not having had the opportunity to market their products - Weakness of the training and education of rural women of integration and promotion (traditions, poverty, high illiteracy) - The non-recovery of business women who are in loss of course (lack of place of exchange and commercialization, women isolation) - Nonexistent health coverage for Douars to these cities: <ul style="list-style-type: none"> * Rural Clinic * Treatment Room for Douars * Lack ambulance emergency * Vaccination of newborns * Lack of paramedics * Lack doctor despite existence of official accommodation - Rural Exodus for reasons of lack of good living (infrastructure projects) allowing them to settle in their villages - Drinking Water Problems, roads and electrification Douars (especially new homes) road linking the towns of Nesmoth- Zelamta El-Hachem. - Access to some Douars from the RN and CW is difficult especially during floods -Low income involving poverty of rural households -Grant No (state support) to create individual activity. - Lack of bank funding: little credit adapted to the values and beliefs of the country, to finance small project with a complexity of procedures "bureaucratic" access to existing credit; -The schooling of children is compromised by lack of nearby school or regular school transportation (that which exists is 7 Km). -Rural housing project has not touched a number of needy Douars. - Lack of training to management of sports and cultural facilities, for those existing and subsidies to boost rural youth who is struggling (drugs, social ills, etc.). Creating sports and cultural facilities of proximity to some Douars. Supervision of existing associations (animation frames, cultural and sports training) - Awareness campaigns Lack of information and youth on drugs, opportunities in trades training, investment, etc. - Weakness of associational activity in the Douars and weakness of the spirit of cooperation between young and producers (production cooperative creation and / or marketing) - Out of the intergenerational communication and consultation between the populations of Douars and local officials. (Identify the best communication channels revitalize existing ones to innovate to communicate). - Unemployment and poverty among some of the youth (lack of initiative and spirit bureaucratic mind assistantship, lack of information). 	<ul style="list-style-type: none"> - The Thuja Forest in Disappearance: Unprotected Forest (existence Rangers) responded very illegal grazing. Unprotected Atlas Cedar and not developed - Disappearance of some species of animals and birds for uncontrolled hunting grounds and lack of watering points (drinkers) - Existence of consultation and dialogue channels between the services of the services of forests and rural (repressive mind) - Water Problems irrigation bunds and existence of small dams in sites undergoing it in public. Small Dam BRAME: State requiring expansion and repair - Stress the land. -Loss Employment and economic activity through lack of irrigation water (wells drying) -Uncontrolled -use wastewater. Inequitable distribution of land between rural: we need a land use for rural youth to develop concession value (eg 200 ha of oleaster). -Lack of drinking troughs for livestock grazing in some areas - Poorly exploited Sand Quarry 	<ul style="list-style-type: none"> - Availability of resources: Cork, Carob, Thuja Existence of 26 academics among them 09 girls - Existence of Iqraa association specializing in adult education with two sections for women's literacy - Existence of a youth center with infrastructure (village hall). - Genetic Heritage varied (do not spontaneous aromatic and medicinal plants, wild olives over 200 ha) - Nesmoth is a tourist area by the forest and its altitude over 2000 meters. - Existence of two groups Fantasia (20-24 horses for groups) - Existence active young association - Municipal Cultural Association being created. - Existence of 30 Kiosks (commercial) unaffected. -Small Dam BRAME allocated for irrigation. - Extension of areas of possible olive next to the small dam (Kechkacha, Hadj Larbi) - Existence of a doctor for staff housing and a paramedic -Several Sites for small dams or bunds - Existence of a career income source sand and building means - Farmers with undeniable expertise in the production of several crops such as onions, potatoes, - Heads are common place in the vicinity of roads RN 14, CW - Municipalities are part of the fertile Plain Ghriss. Existence of an Association of Rural Women dynamic Hachemia (150 meetings during the year) Existence of a vocational training center to Hashem.