



**DESIGN EVALUATION OF THE DISTRICT DEVELOPMENT
MODEL WITH REFERENCE TO O.R. TAMBO DISTRICT
MUNICIPALITY, IN THE EASTERN CAPE PROVINCE.**

APRIL 1, 2022

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Glossary

DPME	Department of Performance Monitoring and Evaluation
DCoGTA	Department of Cooperative Governance & Traditional Affairs
DDM	District Development Model
O.R. Tambo District	Oliver Regional Tambo District Municipality
OTP	Office of the Premier
ESC	Evaluation Steering Committee
MIG	Municipal Infrastructure Grant
MIIIP	Municipal Infrastructure Investment Plan
LED	Local Economic Development
IDP	Integrated Development Plan
TOR	Terms of Reference
DSDFs	District Spatial Development Framework
IGR	Intergovernmental Relations
TOC	Theory of Change
GVA	Gross Value Added
GDP	Gross Domestic Product
DBSA	Development Bank of Southern Africa
SOE	State Owned Enterprise
SDBIP	Service Delivery and Budget Integrated Plan
NDP	National Development Plan
PDP	Provincial Development Plan
SONA	State of the Nation Address
PCF	Premier's Coordinating Forum (PCF)
SALGA	South African Local Government Association
ISDP	Integrated Services Delivery and Plan
PPP	Public-Private Partnership
RSA	Republic of South Africa

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HOD	Head of Department
ISRDP	Integrated Sustainable Rural Development Programme
NTR	National Treasury Regulations
MTSF	Medium-Term Strategic Framework
B2B	Back-to-Basics (B2B)
MPPMR	Municipal Planning and Performance Management Regulations
DBSN	District-Based Development Nodes
WBP	Ward Based Planning
WBS	Ward Based System

STEERING COMMITTEE

This report has been independently prepared by Eastern Cape Department of Cooperative Governance & Traditional Affairs. The Department facilitated the appointment of the Evaluation Steering Committee (ESC) in terms of the revised National Evaluations Policy Framework (2020) provisions. The Steering Committee members were nominated for participation based on their level of expertise in the field, and their respective Head of Departments/ Chief Executive Officer(s) approved their nomination. Below is the list of the Steering Committee members.

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The above Steering Committee recommended the approval of the Terms of Reference (TOR) and data collection instruments. The Steering oversaw the entire process leading to the production of the evaluation reports.

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SECTION A: POLICY ENVIRONMENT

POLICY SETTING

1 INTRODUCTION

The Department of Cooperative Governance and Traditional Affairs (DCoGTA) is mandated by the Constitution of the Republic of South Africa (1996), Section 154, to **support and strengthen the capacity of municipalities** to be able to:

- » Manage their own affairs
- » Exercise their powers and
- » Perform their functions.

The Constitution further cements the established three spheres of government which are characterised by level of distinctiveness, interdependency and interrelatedness, to promote social and economic development of the country. DCoGTA is established at a Provincial Sphere of government whilst municipalities are located in the local government sphere, and where policy meets people. The provision of goods and service by government takes place a local government, requiring municipalities to take appropriate steps to implement programmes and projects that respond to triple challenges namely; poverty, unemployment and inequality.

Equally so, the focused coordination of support to municipalities is premised on the cooperative governance principles of the intergovernmental system between the government spheres. Despite the existing intergovernmental system, municipalities are mandated in terms of the Municipal Systems Act, and other various pieces of legislation to not only deliver municipal basic services, but also to ensure local economic development through the creation of vibrant economies, to contribute towards citizen's general welfare improvement. The District Development Model (DDM) was pronounced during the President's State of Nation Address (2019) by his excellence, President of RSA, Mr. Cyril Ramaphosa, and was launched in the Eastern Cape in August 2019. O.R. Tambo District Municipality is one of the three DDM pilot sites alongside with eThekweni Metropolitan Municipality and Waterberg District Municipality.

The aim of the model is to bridge the coordination and integration gap between all spheres of government, and ensure structured integration of development-resources, for improved provision of services and sustainable local development. Through this model's aim, the Eastern Cape Provincial Government has been entrusted with a unique responsibility that of ensuring the successful implementation of the DDM, through the development O.R. Tambo District One Plan, and One Budget, to realise the DDM objectives.

PART B: EXECUTIVE SUMMARY

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1 INTRODUCTION AND BACKGROUND

Despite the existing National and Provincial Intergovernmental Relations (IGR) frameworks to assist with the coordination of government programmes, there has still been inadequate coherence in planning and implementation of the overall government programmes at a local government environment. Eastern Cape Province is categorised as the second rural province after Limpopo province from the nine provinces, and characterised by uneven levels of development. The Eastern Cape Departments of Planning & Treasury, Office of the Premier and Cooperative Governance & Traditional Affairs (DCoGTA) are entrusted with the coordination responsibility in strengthening municipalities, for them to deliver on their constitutional obligations. Equally so, municipalities as an independent sphere of government are required in terms of the Municipal Systems Act (Act no 2 of 2003) to facilitate programmes that would promote development, ensure social upliftment and general welfare of all citizens.

Despite the section 154 support, and various interventions given to municipalities at different support levels, there is a constant concern on the inability of municipalities to improve socio-economic development and provision of municipal services to communities. This is equally linked to inadequate steering of development in a most coordinated and sustainable manner towards communities. Hence the introduction of the District Development Model by government, linked to the National Development Plan priorities, Vision 2030. The local government tie [municipalities in this context] is the centre for all government policy planning and implementation, as it hosts all citizens of the country regardless of environmental standing.

On 21st August 2019, the Cabinet adopted the new Integrated Development Approach (now referred to as the District/Metropolitan Development Model-DDM), and also resolved to have the model piloted first for implementation, at least in two districts and one metropolitan municipality namely; eThekweni Metropolitan Municipality, O.R Tambo District and Waterberg District Municipalities. In terms of the unique selection criteria of the DDM pilot sites, O.R Tambo District Municipality is uniquely characterised as one of the most rural district municipalities nationwide, hence this inclusive development-oriented model, to foster rapid economic development, and creation of sustainable solutions to under-development and poor infrastructure development. Because, deficiency in infrastructure development has

bearing on local economy vibrancy, narrowing down all employment opportunities and poverty alleviation.

This design evaluation of the District Development Model was commissioned by the Department of Cooperative Governance & Traditional Affairs (EC) supported by the Eastern Cape Office of the Premier (OTP), as part of the provincial research and evaluation agenda, that seeks to influence decision making on resource allocation and development programmes, and to realise the impact of government programmes at a grass root level. Based on the approved Terms of Reference (TOR), this evaluation seeks to examine the design of the District Development Model (DDM), with specific reference to the O.R. Tambo DDM pilot site.

2 OVERVIEW OF THE INTERVENTION

The President of the Republic of South Africa in his Budget Speech (2019) identified the “pattern of operating in silos” as a challenge which led to “to lack of coherence in planning and implementation and has made monitoring and oversight of government’s programme difficult.” The consequence has been non optimal delivery of services and diminished impact on the triple challenges of poverty, inequality and employment. Therefore, the President pronounced the introduction and rolling out of a new district development-oriented model which would seek to enhance integration of plans and resources by all sectors of government as well as the private sector, in addressing service provision challenges through the localisation of procurement to create local vibrant economies for the benefit of communities. It also came into light during the State of the Nation Address (2020) that for the DDM to be successfully implemented, all spheres of government would have to integrate their plans at a District level in participatory manner, that allows for all role players to make their meaningful contribution, in the design and implementation of the DDM.

The DDM builds on the White Paper on Local Government (1998), which locates the role of local government as critical in “rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society.” Therefore, the model is a practical Intergovernmental Relations (IGR) mechanism for all three spheres of government to work jointly, plan and act in unison. The model consists of a process by which joint and collaborative planning is undertaken at local, district and metropolitan spheres together by all

three spheres of government resulting in a single strategically focussed Joined-Up plan (One Plan) for each of the 44 districts and 8 metropolitan geographic spaces in the country.

The Model is based on analysis of previous and current initiatives to improve developmental Local Government and IGR wherein developmental change is shaped and owned at a local level in partnership with communities, citizens and social actors. The successful functioning of Local Government is critical in this regard but insufficient on its own without more cohesive governance and overall government coordination and functioning. The Model is aimed at enhancing institutional powers and functions which includes the ability to work in a cooperative manner so that there is greater cohesion and positive development impact.

The planning process is to be technically facilitated and supported in a more rigorous way at local level through reconfigured capacities. OR Tambo District Municipality is one of the DDM pilot sites, and was successfully launched in the Province on 17 September 2019 by the President. The DDM concept is inspired by the 'Khawuleza' call to action, which aims to fast-track, integrate and align service deliver a one district development plan, jointly developed by both national, provincial and local ties of government, business, labour as well as community in the district. The entire process of coordination is linked to mandate of COGTA nationally and provincially, to given meaning to the success of the O.R Tambo DDM project for the sixth administration.

3 BRIEF BACKGROUND TO THE EVALUATION

The evaluation of the model aims to examine the design of the DDM in facilitating integrated government planning and provision of services at a district level. The disintegration in planning and coordination of government service provision programmes manifest in various forms such as widening inequality gap, unemployment, poverty which unfortunately affect the ordinary citizen. Access to services is not a privilege and should be regarded as, as this is Constitutional obligation which all spheres of government have to jointly deliver on.

O.R. Tambo District municipality is one of the municipalities classified as being rural, owing to its geographical environment, high infrastructure backlogs making it difficult to arrest non-vibrancy of local economies, that would necessarily lead to vibrant and sustainable local economic development, that responds to local community social and economic needs. The introduction of the DDM seeks to facilitate the development of 'One Plan' and 'One Budget'

at District level [OR Tambo District in this case]. The One Plan entails objectives, outputs, roles and responsibilities, and commitments in terms of which all spheres and departments as well as partners will have to act and against which they will be held accountable for prioritising resources and delivering results.

The proposed New District Level model seeks to utilise the existing legal framework and implementation machinery, which includes the Intergovernmental Relations (IGR) Framework Act which provides for the Minister (and department) responsible for cooperative governance to provide “a framework for coordinating and aligning development priorities and objectives between the three spheres of government” as well as the development of “indicators for monitoring and evaluating” the implementation of the framework. Thus, the Model utilises and enhances these frameworks and the existing implementation machinery by facilitating for joint planning, joint budgeting, implementation as well as monitoring and evaluation, between and amongst all spheres of governance wherein the term District is seen to refer to locality rather than the District Municipality. The District Municipality forms an important part of the planning, delivery as well as Monitoring and Evaluation architecture.

The model also seeks to harmonise the various local, district and metro plans thus providing the potential of interlinked and mutually reinforcing corridors of economic and social development, so that South Africa may in the medium and short term operate from a single and spatially referenced long term plan, which will direct investments and export oriented economic development across sectors. In the words of the President this would reverse the “pattern of operating in silos” which has so far led “to [the] lack of coherence in planning and implementation and has made monitoring and oversight of government’s programme difficult”. The DDM evaluation is based on four programmatic areas as follows:

Consultations and Stakeholder Engagements: The focus of this phase is mainly consultations with technical government engagements, consultations with DBSA, Municipalities, Sector Departments, Councillors, Traditional Leadership Institutions and SOEs. The activities include the stakeholder DDM workshops and meetings. The purpose is to solicit support to DDM. The development and implementation of a DDM Communication Plan is part of the key activity. Communicators’ planner’s forum has role to support DDM communication with the Public Participation and IGR teams. COGTA and Municipalities

supported by OTP and Provincial Treasury facilitate partnership agreements with potential investor and key partners, universities, etc.

Institutionalization Support: The process of institutionalisation involves the establishment of DDM Technical Hub and Support Teams (Inter-departmental Support Team, CoGTA District Champions and District based Teams). The activities include developing Terms of Reference (TOR) for teams and binding implementation protocols. Set-up DDM structures, Political Champions, Legitimization, Inaugurations, Protocols, Social Compacts, Building Capacities - Technical Capacity Hubs, Inter-departmental DDM Steering Committee, developing ToRs for institutions, Set-up Core Teams/Shared Support Services and Institutionalize Reporting Mechanism. The Executive Mayors role, Municipal Managers role, COGTAs' role and OTP are detailed by the institutionalisation Framework. The role clarification is explicitly outlined to ensure management of the DDM process especially at local level is flawless in the political and administration interface.

The role of the OTP is to monitor the effective implementation of DDM within the province and oversee provincial policy and provincial sector planning and budgeting coherence according to national priorities and towards district/metro developmental impact.

The role of COGTA is to support DDM development, Social Compacts and Binding Implementation Protocols for joined up support plans. Support convening and chairing the Technical District Hub meetings. Coordinates other Departments and Partners for the effective participation and accountability of all spheres (other entities viz. Universities, SALGA). Provide support and resource functional Technical Hubs and the participation of relevant stakeholders

Planning & Development: Demographic and Socio-economic Profiling Analysis & Prognosis; Economic Positioning; Spatial Re-integration and Catalytic Infrastructure Re-positioning Planning & Funding; Re-prioritization Process, Municipal Governance & Management Refocus, Integrated Services Delivery and Plan. This focal area involves alignment with IDPs Process Plans approved by Councils during institutionalisation.

The planning support activities include consultations, supporting profiling, facilitate spatial referencing of catalytic projects, analysis of budget, gap analysis, drafting and finalizing the DDM Plans. The profiling process is a detailed process with several steps.

These steps include demographic profiling, socio-economic profiling, spatial integration analysis, governance and administration of the municipalities analysis, stakeholder engagements; the district/metro; analysis of the key development trends in the district/metro; identifying proposed catalytic projects; national projects and budgets in the district/metro (national, province, municipal and parastatals analysis; district/metro projects and budgets analysis. The process of planning involves facilitating Provincial Planning Indabas and the government planning alignment to IDPs. The outcome of DDM Planning step is to develop a “One District” “One Plan” and “One Budget” based on shared understanding of district / metro across government using IDPs and SDFs as the baseline. **All developmental role player in the Province should participate in the profiling phase.**

Implementation and Monitoring: The Interventions includes the developing monitoring dashboard system for the Province to monitor DDM. The activities include management and accountability mechanisms set-up for the TCH, the Municipalities and Sectors implementing DDM Plans. This step of the implementation plan involves developing the dashboard monitoring system for the Districts and for the Province. The activities include engagements with DPME by OTP. All stakeholders’ agreements, social compacts and protocols forms part of monitoring radar in the implementation of the DDM in their respective spaces.

Premiers’ Office oversee the effective implementation of district-based coordination and delivery models and systems within the province. This Office oversee provincial policy and provincial sector planning and budgeting coherence according to national priorities and towards district/metro developmental impact. OTP will ensure provincial sector alignment in district/metro Intergovernmental Working sessions and approving and adopting Single Joined-Up Plans, capacity building plans and shared resourcing initiatives. The Premier will convene Premier’s Coordinating Forum (PCF) Council and provide feedback and strategic guidance to municipalities.

4 METHODOLOGY

This section covers the approach, design and key elements of the methodology used for evaluation. The evaluation planned to utilise both the quantitative and qualitative evaluation methods. However, due to non-participation of the sampled respondents, the evaluation methodology only utilised quantitative method. According to Bless and Higson-Smith (2000:28, 98), “quantitative research relies on measurement to compare and analyse different variables, which is conducted in terms of magnitude.” This method was used to get in-depth understanding of the evaluation problem in order to make scientific conclusion and recommendation.

5 KEY EVALUATION FINDINGS

The findings from the review of the related literature and questionnaire survey are:

- There is common insight and understanding of the District Development Concept and the intended outcomes in the Eastern Cape Province;
- The design of the DDM is characterised by an Institutionalisation rollout plan/framework
- The existing IGR policy framework is adequate in Eastern Cape, and if effectively and efficiently utilised can afford the catalyst for more high impact projects [through the District Development Model], and enhance socio-economic spin-offs for the district governments;
- With particular reference to the O.R. Tambo District One Plan, there appears to be uncertainty about the facilitation of inclusive development;
- The Eastern Cape Provincial Government has meaningful political, administrative and technical support in creating an enabling planning and implementation of the DDM rollout in O.R. Tambo;
- The DDM Rollout Plan has structured support arrangements (processes) such social compacts and binding implementation protocols;
- There is uncertainty about whether the O.R. Tambo District has in place a DDM stakeholder management system, to give effect to the participatory development principles;
- In relation to the DDM Concept and Rollout Plan, there is a relative understanding that all stakeholders were involved in the design and planning the DDM with reference to O.R. Tambo District Pilot site;

- There is high uncertainty about the involvement and participation of Traditional Leaders in the planning and implementation of the DDM in O.R. Tambo.
- The DDM Rollout did not come with sufficient budget resources nor funding model to support the implementation of high impact projects at the pilot site;
- It is anticipated that the DDM (by its design) is likely to contribute to the implementation of development frameworks/enablers such as District Spatial Development Framework, Rapid Land Release Plan, Municipal Infrastructure Investment Plan, MIG and Integrated LED Strategy to facilitate sustainable development and economic growth.

6 RECOMMENDATIONS

The following recommendations are forwarded:

- Development of an inclusive stakeholder management plan for effective and efficient implementation of the DDM (District One Plan) in O.R. Tambo District and the rest of the province.
- In the face of limited participation of Traditional leaders in the DDM design, planning and implementation stages, it is recommended that the Department should not only conduct awareness campaigns but should facilitate an inclusive engagement with Traditional Leadership Institutions about the DDM programme as an alternative mechanism for improved growth and sustainable development.
- The Department (COGTA) together with O.R. Tambo District Municipality should ensure that District One Plan is comprised of clear measurable indicators (output and outcome level) to monitor the extent to which the DDM objectives are met, during the implementation phases.
- The Provincial Government should strengthen the development and implementation of binding protocols that support social and economic compacts.
- Building on the existing enabling provincial IGR platforms/structure, the Municipality should enhance awareness on its DDM Stakeholder Management System, and ensure full participation of all stakeholders;
- The Provincial Government should prioritise the DDM rollout resourcing (expectation versus the DDM realities, additional activities to various provincial departments with no additional budget for the activities) and conduct technical awareness at all levels;

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- For the DDM objectives to be realised, the planning documents for all provincial departments (particularly service delivery departments) should reflect and align to the District One Plans and IDPs.
- The Provincial Coordinating Department namely; Office of the Premier, COGTA and Provincial Treasury should improve the synergies in provincial and district planning areas, coupled with outcome based coordination.
- Where appropriate, the use of PPPs should be adopted as an alternative district development approach, since the evaluation findings indicate budget challenges;
- The evaluation findings show that the existing policy/legal PPP framework is adequate in South Africa, and if properly interpreted and applied can catalyst for more PPP projects and improve socio-economic development. Therefore, engagements on PPP process should be considered.

PART C: EVALUATION REPORT

PART C: EVALUATION REPORT

1 INTRODUCTION

1.1 Background to the Intervention

This evaluation pursued to assess the design of the District Development Model (DDM) with particular reference to OR Tambo DDM pilot site. The role of the local government sphere in advancing the national and provincial development agenda cannot be over-emphasised. O.R Tambo District municipality is one of the municipalities faced with immense challenges associated with infrastructure development backlogs, under-development, inadequate services delivery, unemployment and poverty. In the recent times, the municipal has been faced with serious political instabilities, which led the municipality to be placed under Section 139 (1) (c) of the Constitution, after the Section 154 support which was initially given to the municipality. Despite these forms of intervention(s) or support, the municipality remains at a cross-road due deficiency on implementation of infrastructure development programmes, whose ultimate outcome would be to contribute in the acceleration of local economic development and service delivery.

The fundamental principle(s) surrounding the introduction of the DDM is the need to integrate and coordinate government programmes at a municipal level [district level in this case], to respond to service delivery challenges, job creation through vibrancy local economies and locally-based procurement of goods and services, and ensuring full participation of communities, businesses and all establishment. According to the DDM Concept Document (2020), it seeks to realise the following objectives:

- » Coordinate a government response to challenges of poverty, unemployment and inequality particularly amongst women, youth and people living with disabilities.
- » Ensure inclusivity by gender budgeting based on the needs and aspirations of our people and communities at a local level.
- » Narrow the distance between people and government by strengthening the coordination role and capacities at the District and City levels.
- » Foster a practical intergovernmental relations mechanism to plan, budget and implement jointly in order to provide a coherent government for the people in the Republic; (solve silo's, duplication and fragmentation) maximise impact and align plans and resources at our disposal through the development of "One District, One Plan and One Budget".

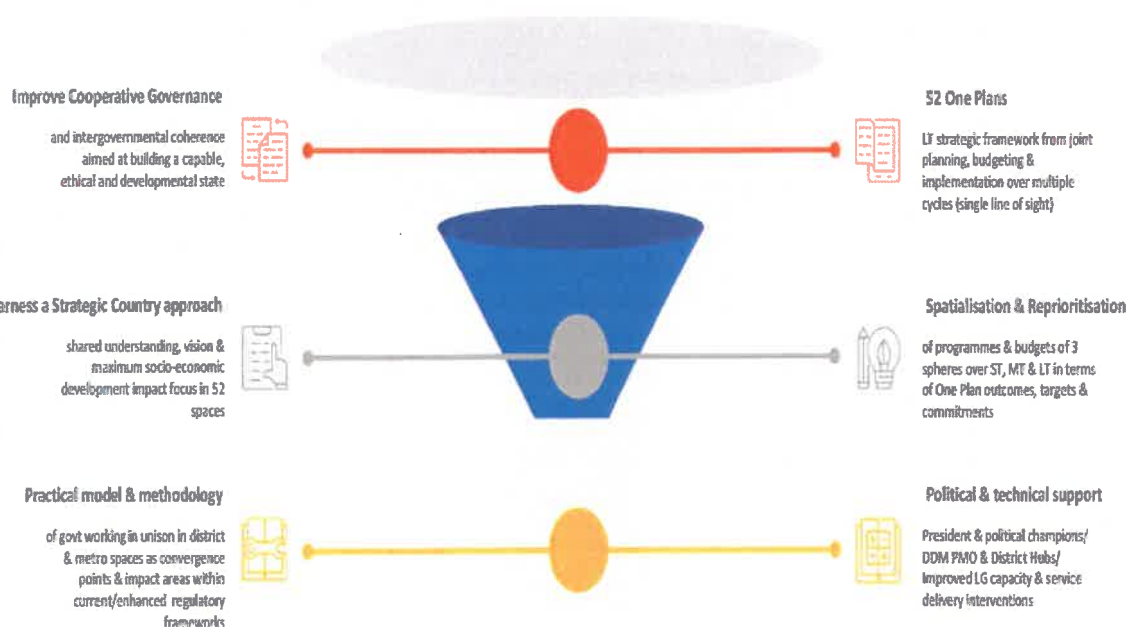
Design Evaluation of the District Development Mode (DDM) in O.R. Tambo District Municipality Pilot Site

- » Build government capacity to support to municipalities.
- » Strengthen monitoring and evaluation at district and local levels.
- » Implement a balanced approach towards development between urban and rural areas.
- » Exercise oversight over budgets and projects in an accountable and transparent manner.

This model seeks to operationalise the urgent need for enhanced cooperative governance in order realise its elements that of building ethical and capable developmental state. To realise the above objectives, the design of the model itself is of great importance.

The DDM concept (2020) documents provides the key design elements, the nature and approaches necessary to the successful implementation the DDM in the pilot sites in relation to the key objectives of the DDM. The figure 1.1 below reflects a systematic structural arrangement of the DDM coordination.

Figure 1.1 Systematic structural arrangement of the DDM coordination.



Source: RSA, Cooperative Governance & Traditional Affairs, 2020

The point of departure to give meaning to the above figure was to profile all the District Municipalities and Metropolitan governments in the province, with special attention to OR Tambo District. O.R Tambo District profile provides clear situational analysis in relation to social, economic, political, technological, environmental and legal factors, to guide the entire process of developing One Plan and One Budget. The O.R Tambo District One Plan and One Budget should be respond to the development and community's needs. It further embodies an

approach by which all spheres of government as well as state entities work jointly with an impact-driven mindset, where there would improve performance and responsiveness to coherent provision of services and sustainable development.

1.2 Background to the evaluation

“The pattern of operating in silos is a challenge which has led to lack of coherence in planning and implementation and has made monitoring and oversight of government’s programme difficult” (RSA, 2019).

The evaluation problem statement relates to the examination of the District Development Model design in addressing disintegration, misalignment and poor coordination of government programmes, that are aimed at improving the welfare of communities at municipal level. The design of any government determines to extent which the programme would be successfully implemented yet releasing the

This evaluation was commissioned by the Eastern Cape Department of Cooperative Governance & Traditional Affairs supported by the Office of the Premier as a true reflection of integration and coordination of government programmes within the province, in order to jointly measure or evaluate the impact of government programmes. This evaluation further seeked determine whether design of the DDM in respect to the O.R Tambo pilot side would successfully lead to the realisation its objectives, and respond to the problem observed the President of the Republic of South Africa.

1.3 Purpose of the evaluation

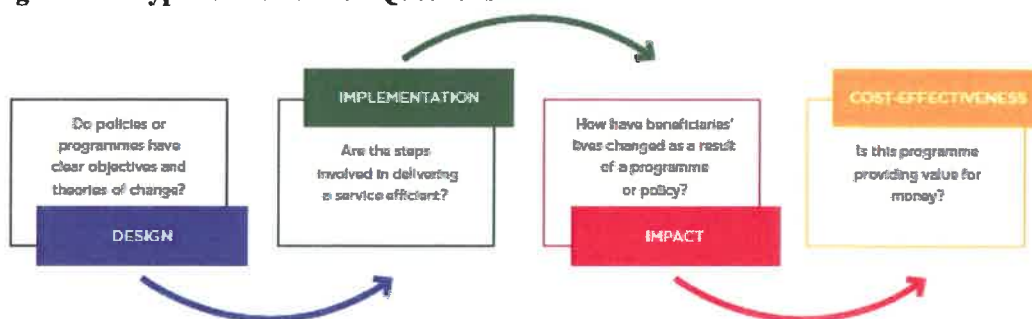
This evaluation was to examine the design of the entire District Development Model (DDM) planning process and to determine whether it is likely to achieve the intended outcomes in O.R. Tambo District Municipality pilot site.

1.4 Key evaluation question(s)

This evaluation seeked to respond to the following question:

1. How is the design of the District Development Plan (DDM) in achieving its pre-determined objectives and outcomes, in OR Tambo District Municipality Pilot site?

Figure 1.2: Types of Evaluation Questions



Source: DPME Nation Evaluation Policy (2019)

The above figure provided basis for the evaluation question(s) based on the nature and type of evaluation, and in this case design evaluation was selected.

2 EVALUATION FRAMEWORK

Basically, evaluation framework/methodology take in account all the methods and techniques which have been used by the evaluator/researcher in conducting evaluation or research whereas evaluation methodology is reasoned as the approach in which evaluation problems and objectives are solved thoroughly. Mditshwa (2020:162) contends that "a research/evaluation methodology is different from a research/evaluation method although, in some circumstances, they are interchangeable."

2.1 Methodology

This section covers the approach, design and key elements of the methodology to be used for evaluation.

Dunne (2012:162) defines methodology as:

"the study of, or a theory of, the way that research methods are used in undertaking a scientific study. Essentially, it comprises the descriptive analysis of research methods and highlights the resources and limitations thereof. Methodology sets the philosophical basis for the research. Therefore, the research methodology is aimed at describing and analysing the same research methods by stressing research confines and the scope of resources together with attached assumptions and possible consequences."

Evaluation methodology focus on descriptive analysis of evaluation methods and forwards the resources as well as the limitations. In essence, methodology sets out the evaluation philosophical basis, whose aim is to describe and analyse the same evaluation methods by stressing out evaluation limitations and the scope of resources, assumptions and consequences.

2.2 Evaluation Design

Every scientific evaluation enquiry in social sciences has to have a research design, to show the key evaluation factors, the techniques for data collection, data analysis approached(s) and determine their interrelatedness to ensure that the findings of the final evaluation report address the initial evaluation question(s). As a roadmap scientific evaluation enquiry, evaluation design links empirical data to evaluation questions and subsequently its conclusions.

2.3 Evaluation Methods

The evaluation utilised the quantitative evaluation method. The evaluation method was suitable for collection and analysis of reliable and credible data.

2.3.1 Quantitative evaluation method

The qualitative evaluation method involves collecting and analysing data in a form of numbers rather than words that can be statistically analysed. This method is more description in nature. Quantitative methods are mostly used when the fundamental aim of the research is to come to a common “factual statement and when the research pursues to ascribe some figures to observations (Brynard & Hanekom, 1997:29).” The process of data collection involves questionnaires (with open-ended questions or closed-ended questions), performance tests and content analysis. Questionnaire is designed to ensure that many participants, organisation or groups are asked the same set of questions (open or closed ended). For this evaluation, the quantitative method was largely used than the qualitative method.

The data collection tool employed in this study was a structured questionnaire, which was disseminated to the relevant participants physically and by email. The selected participants were included in the study, based on the level of their involvement in the coordination of integrated development programmes in the local government sphere. The participants possessed the appropriate insight about the government’s development vision within local government space.

A total of 80 questionnaires were distributed to all the targeted respondents, and 50 questionnaires were completed which amounted to 63% response rate. The collected data was analysed by the in-house M&E team, using the internally developed data analysis system (Excel).

2.3.2 Population and Sampling

The evaluation data was gathered from various role-players in the Eastern Cape Province (provincial departments, municipalities, SOEs) based on the targeted respondents.

2.3.2.1 Participants

The participants for this evaluation study were purposely-selected based on the nature of their work and the extent of their involvement in local government development. Their roles in terms of positions, work experience and knowledge aligned to integration and coordination of local government development programmes. These participants were also at the forefront of the implementation of government programmes that respond to socio-economic development. Consequently, any development-policy shift would affect them in one way or the other, hence their appropriateness to solicit their views and sensory on the design of DDM.

Quantitatively, eighty (80) government leaders (politicians, administrators) at a provincial level and municipal level (executive mayors/mayors and administrators) were identified as the most suitable participants of this evaluation study.

NO	CATEGORY	TARGETED NUMBER
1.	Nominated Representative/Councillor (MECs, Mayors or Executive Mayors, Chairperson SALGA)	17
2.	Head of Departments/CEOs/Municipal Managers	30
3.	Chief Directors/Directors (Sector Department and COGTA)- District	18
4.	IDP/Spatial Planning/Infrastructure Specialist or Directors	13
5.	Labour representatives	2
TOTAL		80

Source: Author (COGTA-EC)

TABLE 2.1: PARTICIPANTS CATEGORISATION

The evaluation team adopted the use of a structured questionnaire to collect data from the above participants. Permission to conduct this evaluation was granted by the Head of Department (HoD), and consent was solicited from all the participants through a signed permission letters. All the COVID-19 regulations were observed during the data collection as well the adherence to ethical requirement.

2.3.2.2 Data Collection Instruments

Data collection is one of the most important evaluation framework elements, as it determines the success of the study. The below instruments were used for data collection.

- » **Document Review:** The document review included a review of the DDM founding documents (concept and implementation plan) that incorporated integration and coordination of development at a local government sphere, with particular reference to district development. It also included the legal framework and statutory requirements for municipal development, government and administration.
- » **Structured questionnaires:** the questionnaire was designed in such a way that it responds to the evaluation question in order to stimulate the DDM implementation in the O.R Tambo pilot site. The questionnaire was administered to participants through physical and email. The questionnaire covered two critical parts:

Part I: invited the respondent’s biographical details such as portfolio, gender, age, role, race, academic information and work experience. Questions under this section were only posed for the purpose of understanding the demographic orientation of the respondents, and the this helped to justify the human aspect.

Part II: presented five theoretical propositions regarding DDM concept knowledge, institutionalisation, stakeholder management, resourcing and anticipated impact.

A total of 80 questionnaires were distributed to the purposefully selected participants within the political space and administrative. Fifty-four (50) questionnaires were returned which equals to 63% response rate.

Table 2.2: Questionnaires Administered and Response Rate

CATEGORY	QUESTIONNAIRES ADMINISTERED		
	Distributed	Returned	%
Nominated Representative/Councillor (MECs, Mayors or Executive Mayors, Chairperson SALGA)	17	11	65%
Head of Departments/CEOs/Municipal Managers	30	19	63%
Chief Directors/Directors (Sector Department and COGTA)- District	18	11	61%

CATEGORY	QUESTIONNAIRES ADMINISTERED		
	Distributed	Returned	%
IDP/Spatial Planning/Infrastructure Specialist or Directors	13	9	69%
Labour representatives	2	0	0%
TOTAL	80	50	63%

Table 2.2 illustrates that of the 80 questionnaires administered, 50 (63%) questionnaires were returned.

2.3.2.3 Data Analysis

Data on its own cannot be regarded as an answer to the evaluation question, hence the need for a proper data arrangement, systematically processing and analysis in order to achieve the predetermined evaluation objectives. According to Lincoln and Denzin (2011:213), “quantitative data analysis refers to a systematic search for meaning through the processing of collected data so that what has been learned can be communicated to others.” The department used Microsoft Excel System to assist with the analysis of data.

2.4 Limitations of the evaluation

The key evaluation limitation relates to non-participation by a category of qualitative respondents, particularly the Kings/Queens in the O.R Tambo District region. Efforts were made to get them on board, however, it became very important for the team to observe the ethical requirements, to allow for free and voluntary participation. Without down regarding the important views that would have received, the qualitative factor only represented a perception proportion of 5% compared to the quantitative factor overall representation. Therefore, that necessitated the revision of the Terms of Reference (TOR).

2.5 Capacity Development element

The key technical capacity development aspect relates to the SPSS, a very important system for data analysis other than relying on Microsoft excel. The evaluation environment is rapidly changing with new innovations and methods, and therefore all evaluators need to constable engaged in M&E sessions/conference throughout.

3 THEORY OF CHANGE

Design evaluations are undertaken to assess the strength of the theory of change, the log frame, the indicators and the implementation plan – and how they provide relevance and coherence. At this stage it is important to ensure that indicators are developed that are gender sensitive and can measure difference in outcomes.

According to Seddon (2010), theories provide the basis for any evaluation being conducted in public administration environment. Kaplan (1957: xi) writes that:

“theory includes a set of primitive terms, definitions and axioms from which propositions can be inferred and proposed. It is theory that organises these logically and in a consistent framework so that they can be interpreted and have disciplinary relevance. These propositions should be logically consistent and be interpreted.”

Theory is an activity that aims at subjective understanding, and that implies an intuitive organization of perception.

3.1 Overview of the existing theory of change and logframe

Radically improving the quality of people’s life and the places in which they live, work and leisure is dependent on a capable developmental state which facilitates for:

- » The creation of an overall conducive environment through public policy, institutions, and effective service delivery where there are opportunities created for people and families to access services, empower themselves, and enable themselves to be economically active and shapers of their own destinies.
- » The implementation of policies and programmes by each individual sphere of government, sector department, or state-owned entity acting within their specific mandated powers and functions for which they should be held accountable and for which there should be consequence management in cases where these responsibilities are breached; and
- » More focused joint and collaborative work and planning where there is decisiveness and more clarity and predictability on strategic decisions, trade-offs, spatial targeting and prioritisation that enables communities, residents, visitors and investors to experience government and partner synchronicity, synergy and cohesion.

The formulation and implementation of the single Joined-Up One Plan which is the crux of the new District Level model is located within this conceptualisation where elements of all three factors have to be at play in an interrelated way at the same time. This Joint planning requires a specific format and capabilities organised at district and metro levels. Consequently, the

approach includes institutional arrangements that are tailored for intergovernmental planning and working at district and metropolitan scale and level, with identification and allocation of specialists and experts that can undertake necessary research, diagnostics, strategy formulation, implementation planning, project structuring, financing, delivery and reporting. This will enable a focused and disciplined technically supported and practical methods for joint planning and implementation. These specialists also operate within a capacity building and intervention framework which is more intensive initially and then gradually subsides or is absorbed across government as part of the institutionalisation of Joint Planning.

By ‘crowding in’ public, private and not for profit investments to a district locality, in an all-inclusive manner as directed by joint district implementation plans, the model aims at maximising impact whilst capitalising on closing the window of opportunity created. The model sets to provide a foundation for the addressing of ‘burning’ and ‘stabilisation’ challenges faced by local municipalities as critical building blocks towards the realisation of the objectives of the model and the development aspirations of our people.

These Single Joined-Up plans, or the One Plan will take the form of prioritised spatial expressions over the long term and will be divided into 5 and 10-year implementation plans supported by annual operational plans which will be based on commonly agreed diagnostics, strategies and actions. In the initial stages, collaborative work will be undertaken throughout government based on the three launch sites of the District Development model that will culminate in the reprioritisation of current programmes, budgets and other resources to directly respond to the emerging developmental needs identified in each of the three launch sites. The district plan must facilitate for:

- » Managing urbanisation, growth and development whilst responding to challenges occasioned by climate change;
- » Determining and/or supporting local economic drivers;
- » Determining and managing spatial form, land release and land development;
- » Determining infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic, community and social services; and
- » Institutionalize long term planning whilst addressing ‘burning’ short term issues.

The content of the plans will elaborate the key transformation processes required to achieve long-term strategic goals and a desired future of O.R. Tambo district space.

4 LITERATURE REVIEW

The overall summary of reflections from the literature review in relation to the DDM and the environment in which it is implemented, indicates that government has an enabling legislative /policy environment for coordination and integrated development at a local government level. The model is anchored on Section 47 of the Intergovernmental Relations Framework Act, No. 13 of 2005, and identifies metros and district spaces as the most appropriate levels for intergovernmental coordination and social compacting. It is aimed at facilitating integrated planning, delivery, and monitoring of government's development programmes

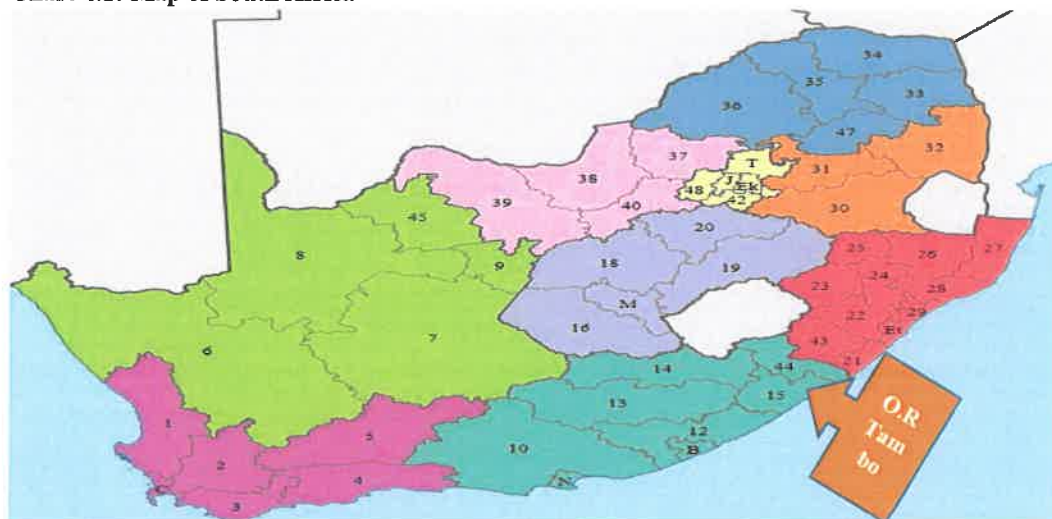
The literature analysis further reveals the O.R Tambo District environment based on the development indicators is highly rural, faced with triple challenges, infrastructure development backlogs and under-development, yet with great potential in terms of development investment opportunities. Consequently, the introduction and the design of the DDM (District One Plan & One Budget) present the municipality with an opportunity to improve its local economic development and sustainable growth.

4.1 District Municipalities in South Africa: OR Tambo District

The Eastern Cape Province is comprised of six Category C District Municipalities namely; Amathole Alfred Nzo; O.R. Tambo, Chris Hani, Joe-Gqabi and Sarah Baartman. District Municipalities are established in terms of the Republic of South Africa Constitution, Act 108 (Act 108 of 1996) and the Municipal Structures Act, Act 33 (Act 33 of 2000), and executes some of the local government functions for the district in particular.

O.R. Tambo District is located on the coastline, to the east of the Eastern Cape Province, and is one of the Integrated Sustainable Rural Development Programme nodes of in the Eastern Cape Province. It is comprised of five local municipalities which are: Nyandeni, King Sabata Dalindyebo, Port St. Johns, Ingquza Hill and Mhlontlo. O.R Tambo is characterised as one of the rural districts in the province.

Chart 4.1: Map of South Africa



Source: National COGTA-GIS

The above map depicts the OR Tambo District as well as the entire South Africa.

Table 4.1: Total Population – O.R Tambo District Municipality, 2010- 2020 [Numbers Percentage]

Year On Year Analysis	O.R.Tambo	Eastern Cape	National Total	O.R.Tambo as % of province	O.R.Tambo as % of national
2010	1,390,000	6,640,000	51,200,000	20.9%	2.7%
2011	1,400,000	6,690,000	52,000,000	20.9%	2.7%
2012	1,410,000	6,750,000	52,800,000	20.9%	2.7%
2013	1,430,000	6,810,000	53,700,000	20.9%	2.7%
2014	1,440,000	6,880,000	54,500,000	21.0%	2.6%
2015	1,460,000	6,950,000	55,300,000	21.0%	2.6%
2016	1,470,000	7,020,000	56,200,000	21.0%	2.6%
2017	1,490,000	7,100,000	57,000,000	21.0%	2.6%
2018	1,510,000	7,180,000	57,900,000	21.0%	2.6%
2019	1,520,000	7,250,000	58,800,000	21.0%	2.6%
2020	1,540,000	7,330,000	59,600,000	21.0%	2.6%
Average Annual growth					
2010-2020	1.03%	1.00%	1.55%		

Source & modified: Source: HIS Market Regional eXplorer version 2201

The O.R. Tambo District Municipality made 2.6% of South Africa’s total in 2020, with its 1.54million people. In terms of the average population growth, the District recorded 1.03% increase per annum between 2010 and 2020, which is almost equals half of South Africa’s growth rate of 1.55%. Narrowing it to the Eastern Cape, O.R. Tambo’s population reflected an almost similar rate when compare with the entire province (1.00%).

Table 4.2: Comparative Average Annual Growth Analysis

Local Municipalities	2010	2015	2020	Average Annual growth
Ingquza Hill	282,000	300,000	320,000	1.26%
Port St Johns	159,000	166,000	175,000	1.01%
Nyandeni	295,000	309,000	327,000	1.03%
Mhlontlo	196,000	193,000	197,000	0.05%
King Sabata Dalindyebo	457,000	487,000	520,000	1.28%
O.R.Tambo	1,389,417	1,456,207	1,538,999	1.03%

Source: IHS Markit Regional eXplorer version 2201

The above table reflects a comparative average annual growth analysis for local municipalities in the O.R. Tambo region between 2010 to 2020. The King Sabata Dalindyebo recorded an increase trajectory with an average annual growth rate of 1.28%, in terms of population, Ingquza-Hill Local Municipality recorded the second highest average annual population growth of 1.26%. Whilst Mhlontlo Local Municipality recorded the lowest population growth with 0.05% annual average growth rate.

4.1.1 Population Growth Projection

The O.R. Tambo District Municipality population projections are based on the current fertility, age-gender structure, mortality and migration patterns, and it shows an upward annual average rate of 1.0%, calculated from 2020 (1.54million) to 2025 (1.62 million).

Table 4.3: Population Projections - O.R. Tambo, Eastern Cape and National Total, 2020-2025 [Numbers Percentage]

	O.R.Tambo	Eastern Cape	National Total	O.R.Tambo as % of province	O.R.Tambo as % of national
2020	1,540,000	7,330,000	59,600,000	21.0%	2.6%
2021	1,550,000	7,400,000	60,300,000	21.0%	2.6%
2022	1,570,000	7,470,000	61,100,000	21.0%	2.6%
2023	1,580,000	7,550,000	61,900,000	21.0%	2.6%
2024	1,600,000	7,630,000	62,700,000	21.0%	2.6%
2025	1,620,000	7,710,000	63,500,000	21.0%	2.5%
Average Annual growth					
2020-2025	0.98%	0.99%	1.27%		

Source: IHS Markit Regional eXplorer version 2201

The average annual growth rate in the population over the forecasted period for Eastern Cape Province and South Africa is 1.0% and 1.3% respectively. The Eastern Cape Province is

estimated to have average growth rate of 1.0% which is higher than the O.R. Tambo District Municipality. The South Africa as a whole is estimated to have an average annual growth rate of 1.3% which is higher than that of O.R. Tambo growth rate.

4.1.2 O.R. Tambo Economic State

O.R. Tambo District Municipalities discharges its constitutional obligation within the province, bordered by other neighbouring district municipalities, and in South Africa. Therefore, this forms basis for a comparative analysis leaning on spatial patterns. The response to local development agenda occurs within a broader national and provincial development spectrum, a mechanism to enhance integrated development. One of the key economic performance indicators used is the Gross Domestic Product (GDP), and basically measures economic performance by comparing economies and economic states. This indicator is critical in this evaluation, taking into account the DDM Objectives as well as the national and provincial development priorities.

Table 4.4: Gross Domestic Product (GDP) - O.R. TAMBO, Eastern Cape and National Total, 2010-2020 [R billions, Current prices]

	O.R.Tambo	Eastern Cape	National Total	O.R.Tambo as % of province	O.R.Tambo as % of national
2010	25.7	241.1	3,055.6	10.7%	0.84%
2011	27.4	255.4	3,327.0	10.7%	0.82%
2012	30.4	283.4	3,566.4	10.7%	0.85%
2013	32.7	305.7	3,868.6	10.7%	0.85%
2014	35.2	326.3	4,133.9	10.8%	0.85%
2015	38.5	352.9	4,420.8	10.9%	0.87%
2016	41.2	373.2	4,759.6	11.0%	0.87%
2017	44.8	400.4	5,078.2	11.2%	0.88%
2018	47.6	421.2	5,357.6	11.3%	0.89%
2019	50.0	435.6	5,605.0	11.5%	0.89%
2020	49.6	423.5	5,521.1	11.7%	0.90%

Source: IHS Markit Regional eExplorer version 2201

The O.R Tambo District Municipality has contributed up to 11.7% to the overall Eastern Cape Province's GDP of R 423 billion in 2020 increasing in the share of the Eastern Cape from 10.67% in 2010. The district further contributed 0.90% to the GDP of South Africa which recorded R 5.52 trillion total GDP in 2020 (as measured in nominal or current prices). It's contribution to the national economy stayed similar in importance from 2010 when it contributed 0.84% to South Africa.

Table 4.5: Gross Value Added (GVA) by broad economic sector - O.R. TAMBO District Municipality, 2010, 2015 and 2020 [R billions, 2010 constant prices]

	2010	2015	2020	Average Annual growth
Agriculture	0.30	0.33	0.31	0.18%
Mining	0.10	0.10	0.09	-1.05%
Manufacturing	1.52	1.47	1.44	-0.52%
Electricity	1.45	1.37	1.23	-1.59%
Construction	0.95	1.00	0.78	-2.01%
Trade	6.29	6.94	6.49	0.31%
Transport	1.53	1.67	1.55	0.14%
Finance	6.01	7.22	8.30	3.27%
Community services	13.34	13.83	14.93	1.14%
Total Industries	31.50	33.92	35.13	1.10%

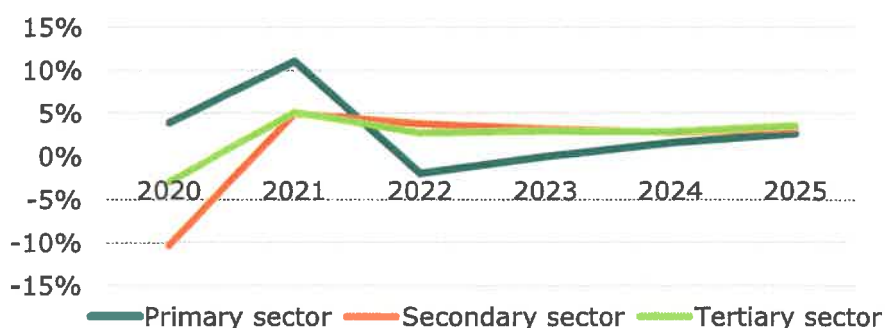
Source: IHS Markit Regional eXplorer version 2201

The table above shows the key contributing economic sectors in the Gross Value Added (GVA), in the O.R. Tambo economic reflections. It further reflects that the finance sector recorded the highest average annual growth rate of 3.27%, whilst community services sector recorded 1.14%, as the second highest contributor, between 2010 and 2020. The lowest average annual growth rate of -2.01% came from the construction sector.

4.1.3 O.R. Tambo Sector Growth Forecast

The GVA forecasts are based on two scenarios namely: historical growth rate patterns and national level industry forecasts. Therefore, projections are to a certain extent premised on the notion that regions that have performed well in the recent past are prospective to continue performing well and vice versa, and equally on the notion that those regions with prominent sectors that are forecast to grow rapidly in the national economy are likely to perform even well.

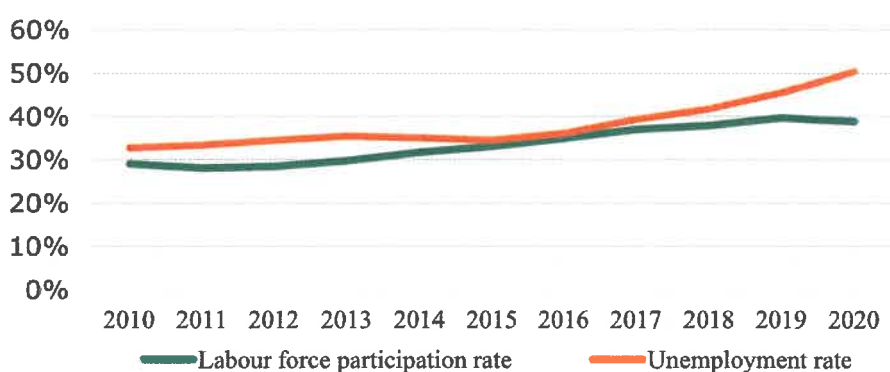
Chart: 4.2 Gross Value Added (GVA) By Aggregate Sector: O.R. TAMBO, 2020-2025



Source: IHS Markit Regional eXplorer version 2201

The figure above reflects an expected average annual growth rate of 2.55% between 2020 and 2025 in respect of the Primary sector, whilst the secondary sector is expected to growth at 3.58% and the Tertiary section is expected to grow at 3.42%, in the O.R. Tambo District.

Chart 4.3: The Labour Force Participation and Unemployment Rates - O.R. Tambo District Municipality, 2010-2020 [Percentage]



Source: IHS Markit Regional eXplorer version 2201

In 2020 the labour force participation rate for O.R. Tambo was at 38.8% which is significantly higher when compared to the 29.0% in 2010. The unemployment rate is an efficient indicator that measures the success rate of the labour force relative to employment. In 2010, the unemployment rate for O.R. Tambo was 32.7% and increased overtime to 50.4% in 2020. The gap between the labour force participation rate and the unemployment rate decreased which indicates a negative outlook for the employment within O.R. Tambo District Municipality.

Chart 4.4: Poverty Gap Rate: O.R. Tambo District Municipality, 2020



Source: IHS Markit Regional eXplorer version 2201

In 2020, the poverty gap rate was 32.1% and in 2010 the poverty gap rate was 31.6%, it can be seen that the poverty gap rate increased from 2010 to 2020, which means that there were no improvements in terms of the depth of the poverty within O.R. Tambo District Municipality.

4.2 The Developmental Local Government Legislative Framework

Developmental local government is mainly a commitment by the very same local government to work with all citizens and community organisations towards a rapid and sustainable mechanisms to address or deal with social and economic needs, and enhance the general welfare of citizens. The local government sphere is established in terms of the Constitution of the Republic of South Africa, Act 108 (Act 108 of 1996).

Municipalities are obliged to adopt strategic, visionary and persuasive ways in dealing with local government development. This obligation extends to institutions that advocates for local democracy as well as strategists, policymakers and innovators. Due to high demand of services, municipalities are further required to engage in municipal service partnership, as part of development local government, guided by the National Treasury Regulations.

The developmental local government is provided for in the Constitution of the Republic of South Africa (Act 108 of 1996), and the discussion is fundamentally based on the following pieces legislations which are the Local Government: Municipal Structures Act, 1998 (Act No 117 of 1998); the Local Government: Municipal Systems Act, 2000 (Act No 32 of 2000); the Municipal Service Partnership Policy, 2000, and the Municipal Finance Management Act, 2003 (Act No 56 of 2003).

4.2.1 Constitution of the Republic of South Africa, Act 108 of 1996

According to Section 153 (3) of the Republic of South Africa Constitution (1996), municipalities have the authority to govern, on its own account, the local community affairs. Apart from the provision of municipal basic services, municipalities are equally entrusted with a responsibility to mobilise resources for sustainable local development. The local developmental should be transparently and equally distributed across all wards. It is true that the local government tie cannot insolation deliver on the needs of the communities, hence the need for an integrated development approach, to drive inclusive local development and growth.

In essence, this implies that it permissible for municipalities to source resources, to effectively provide local community services to advance the quality of life of all citizens in the most equal, resourceful and cost-effective manner. Fundamentally, the vision of the local government development agenda would be to improve the quality of life of citizens.

4.2.2 White Paper on Local Government (1998)

The White Paper on Local Government (1998) since its introduction has proved to be a solid policy upon which the local government dynamics are progressively dealt with, with particular focus on development aspects. Developmental local government is premised on four interrelated features namely; integrating and coordinating; maximising economic growth and social development; leading and learning and developing democratic and public participation. These features exhibit the adoption of a structured local government transformation agenda. This process was cemented by the Local Government: Municipal Demarcation Act, 1998, with a purpose of getting-rid of the former government's rule where traditional rural areas were governed by a local authority, and this saw an introduction of a wall-to-wall municipal system. Mbanga (2012) contends that the fact that local government is not referred to as 'tie' but a 'sphere' signifies a socio-political and socio-economic paradigm shift from the past government hierarchy into a democratic local government system. The O.R. Tambo District Municipality also needed to adopt and reflect a development-oriented approach, in the delivery of goods and services to the community. Ijeoma (2013) suggest three key factors that define a developmentally-oriented municipality, which are integrated development planning and budgeting, performance management and working together with local citizens and partners.

These approaches encourage local government and local communities to collectively seek long-lasting solutions to their unique environmental challenges. Performance management has been the focal area of local government transformation. Functional and effective performance management systems play a huge part in the drive towards functional government in a democratic society.

4.2.3 Local Government: Municipal Structures Act, 1998 (Act No 117 of 1998)

Andoh (2012) and Ijeoma (2013) contends that the Municipal Structures Act, 1998 is primarily aimed at guiding and regulating the internal structures, office bearers, systems and the provision of an appropriate electoral system within the parameters of the Constitution. Public participation is premise on the participatory local government principles, through ward participation system to allow all community members to fully participate in their local government development agenda. With respect to the type of service to be provide to people, the Municipal Council is better positioned to make informed decisions.

The Local Government: Municipal Structures Act, 1998 in its preamble states that:

“there is agreement in our country on a vision of democratic and developmental local government, in which municipalities fulfil their constitutional obligation to ensure sustainable, effective and efficient municipal services, promote social and economic development...and work with communities (Local Government: Municipal Structures Act, 1998).”

The principle of shared authority within the districts areas is provided for in the Constitution and embodied in the Structures Act. Therefore, the O.R Tambo District Municipal, the community, business sector and NGOs have an inclusive responsibility of inclusive mobilisation of resources to improve district development, to be able to respond to socio-economic needs of the people.

4.2.4 Local government: Municipal Systems Act, 2000 (Act No 32 of 2000)

Linked to the Constitution and the Municipal Structures Act, with particular reference to development, the Municipal Systems Act (Act 32 of 2000) can be considered to be holding a highest spot in all local government legislations, as it provides systems, framework and mechanisms for planning, performance management, organisational change and effective resource utilisation.

The Municipal Systems Act, 2000 (Act 32 of 2000), in its preamble, stipulates that: “there is a need to set out the core principles, mechanisms and processes that give meaning to developmental local government and to empower municipalities to move progressively towards the social and economic upliftment of communities and the provision of basic services to all our people.” Section 16(1) of Chapter 4, provides clear principles, procedures and processes for community involvement and participation in municipal development planning and subsequent service delivery. In essence, the local government operations are governed by the Local Government: Municipal Systems Act.

Back in the year 2000, in an attempt to simplify the municipal development planning approaches, the Department of Provincial and Local Government (DPLG) introduced an Integrated Development Plan (IDP) formulation and implementation guidelines/framework (Mditshwa, 2020: 115). The development of the development and adoption of a municipal five-year plan, commonly referred to as the IDP, is provide for section 25 of the Local Government: Municipal Systems Act, and further outlines the process for municipal developmental agenda and financial resource management.

Mditshwa (2020: 115) contends that:

“the IDP can be likened to a ‘Northern star’ which directs wandering boats to their exact destination. It provides strategic guidance to municipalities on how to better manage, invest, develop and implement service delivery and development-oriented decisions with the Medium-Term Strategic Framework (MTSF) period.”

According to the DPLG (2007), the IDP is a strategic document which is the result of a structured, manageable and constitutional developmental process to which financial resource is attached and linked to municipal programmes, which are planned to be delivered within a period of 5 years. The IDP document is often associated with the Municipal Service Delivery and Budget Integrated Plan (SDBIP), which is an operational implementation plan of the IDP for the next financial year. In other words, all municipal programmes, projects and plans must be linked to the budget, because all municipal plans tie with people in terms of service delivery.

It can be reasoned that, despite Ijeoma’s (2013) contention that regarded Municipal Systems Act as one of key piece of legislation for the local government, municipalities are still challenged with the entire adherence to it provisions.

4.2.5 Local Government: Municipal Finance Management Act (Act 56 of 2003)

As alluded in the above sub-sections, development is incomplete without a financial resource, and financial resource and its utilisation in South Africa is legislated. This is to make sure that the state funds a properly utilised particularly for development purposes. In the case of the local government sphere, Municipal Finance Management Act, 2003 (Act 56 of 2003) governs the entire budget management processes. Its purpose is to “secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government.” The aim to regulate and guide all the municipal budget processes, fully observing accountability and transparency, the good governance principles as enshrined in the Constitution.

The IDP processes and budget processes must be aligned, and run simultaneously. Financial Management is of the five pillars of the Back-to-Basics (B2B) local government framework, which was introduced in 2015 by government. This reflects a serious government commitment in ensuring that financial resources are utilised on goods and service-related programmes in order to stimulate local economic development, and ensure sustainable development, that response to the triple challenges experienced by many communities.

In terms of section 120 of the MFMA of 2003, all municipalities are provided with conditions and processes for entering into PPP agreements (National Treasury Regulations, 2010:14). Figure 4.1 below shows the correlation between planning, implementation and value for money within the context of the MFMA and MSA.



Source: Mditshwa, 2020

Figure 4.1: A comparative reflection between planning, implementation and value for money

The coloured bars denote the following: Bar 1 implies that the municipality can have a bad District One Plan, which does not respond to the DDM objectives as well as the Local Government: Municipal Systems Act, 2000 (Act No 32 of 2000) planning requirements, but is good at implementation. The result, therefore, would be successfully implementing projects that do not necessarily respond to the development needs of the municipality, and community at large, which nullifies the value for money aspect, as provided for in the Local Government: Municipal Finance Management Act, 2003 (Act No 56 of 2003).

The bar in the middle indicates that a good plan exists but is badly executed. Based on the evaluation findings, there is a District One Plan which appears (in terms of design and planning) to be responding to the O.R. Tambo District development challenges, however, what is yet to be seen is the level and efficient implementation of high impact projects.

The third bar illustrates what municipalities should strive towards within the legislative framework of local government. In this case, a credible District One Plan linked to the IDP should be coupled with a clear implementation plan/strategies and the actual implementation, to ensure adherence to the provisions of the MFMA and MSA.

4.2.6 Municipal Planning and Performance Management Regulations (2001)

The Municipal Planning and Performance Management Regulations (MPPMR) (2001) are focused on uplifting socio-economic conditions (development requirements). All council activities are geared towards eradicating the inequalities and backlogs of the past (Padarath,

2006: 3). The Municipal Planning and Performance Management (2001) provides and requires that the IDP “crosses departmental divisions by linking the physical, social, institutional and economic components of planning and development with management and implementation structures.”

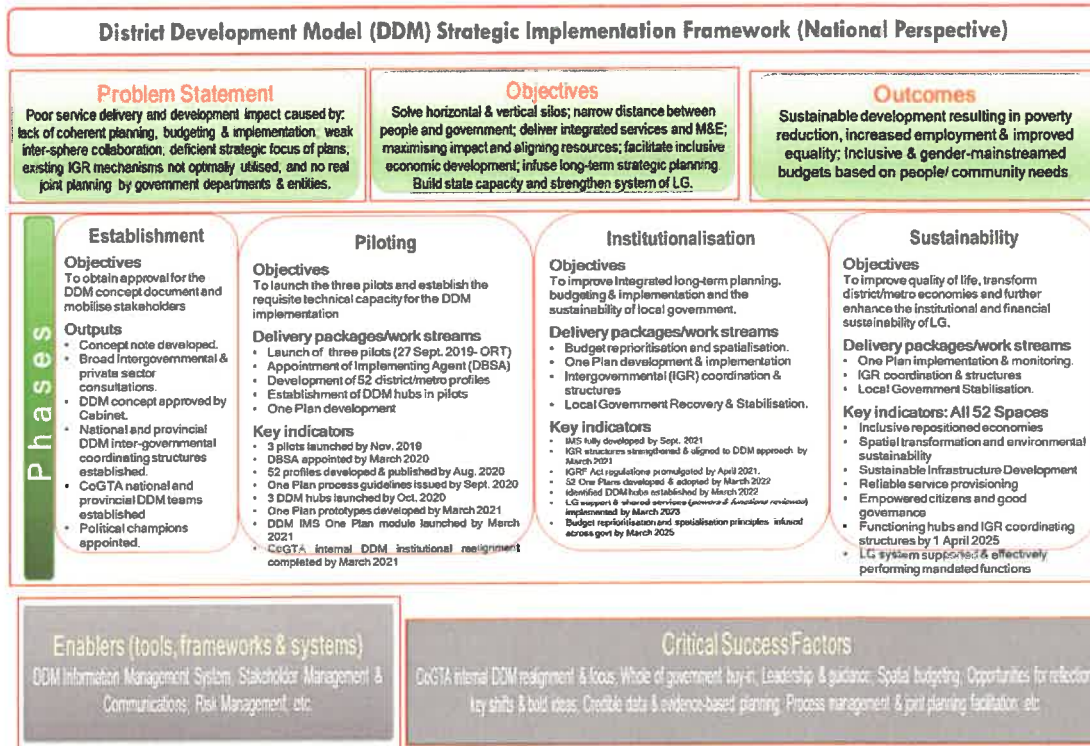
4.3 District Development Model Inception

As alluded in the sections above, the District Development Model concept aimed at:

- » focus on the District/Metropolitan spaces as the appropriate scale and arena for intergovernmental planning and coordination.
- » focus on the 44 Districts + 8 Metros as developmental spaces (IGR Impact Zones) that will be strategic alignment platforms for all three spheres of government.
- » produce a Spatially Integrated Single Government Plan (as an Intergovernmental Compact) for each of these spaces that guides and directs all strategic investment spending and project delivery across government, and forms the basis for accountability.
- » reinforce an outcomes-based IGR system where there is a systematic IGR programme and process associated with the formulation and implementation of a single government plan.
- » take development to our communities as key beneficiaries and actors of what government does (RSA, 2019).

The Provincial Government, as part phased-in implementation approach developed the below DDM Strategic Implementation Framework. The framework focuses on four areas namely; establishment, piloting, institutionalisation and sustainability.

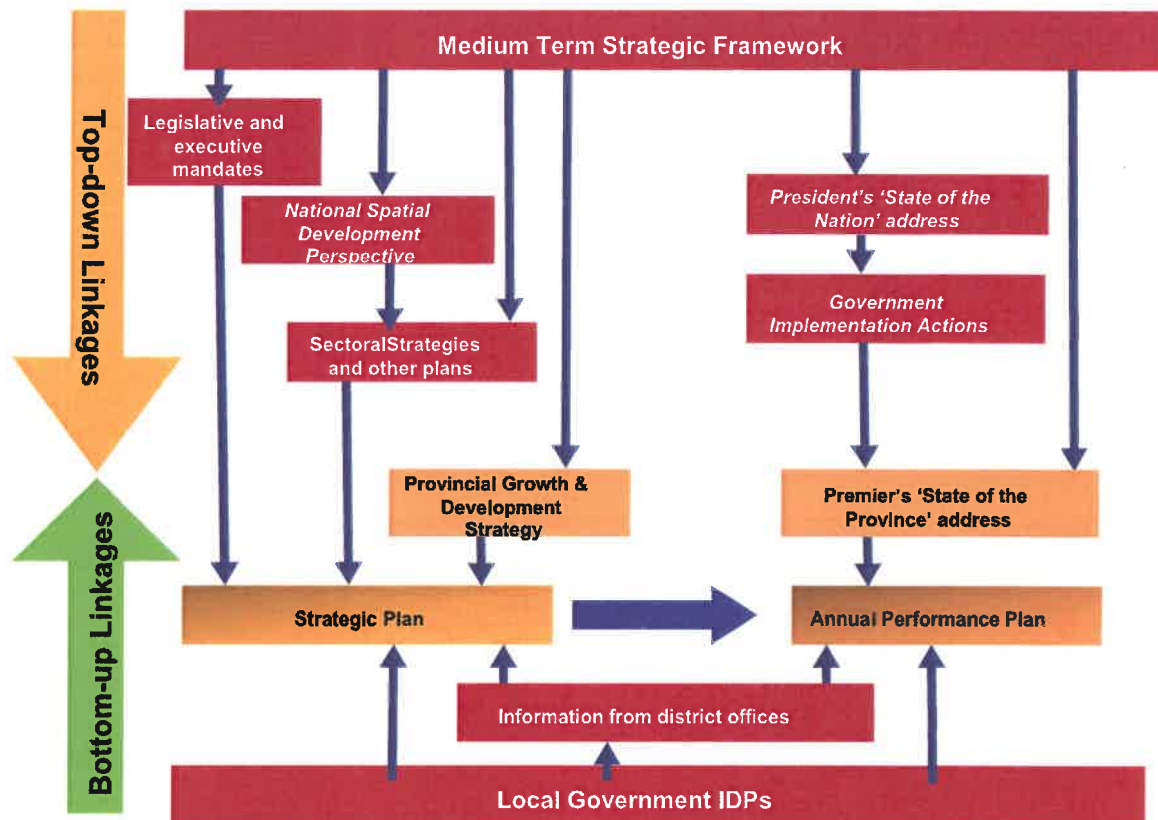
Figure; 4.2: DDM Strategic Implementation Framework



Source: COGTA-EC

The above figure reflects the national DDM Implementation Framework perspective which seeks to clarify the problem, objectives and intended outcomes, linked to phases and key enablers and critical success factors. The success of the Implementation Framework largely depends on the design framework which should give meaning to key implementation enablers, for any programme to implementable. The design and implementation frameworks should be integrated in order to realise the intended theory of change objectives as well as the mainstreaming effective stakeholder participation and resource mobilisation.

Figure 4.3: planning frameworks and other plans



Source: National Treasury, 2010

The above figure reflects a framework that seeks to promote top-down and bottom-up planning linkages, from the National, Provincial and Local Government spheres. The importance of these linkages is to improve integration in terms of government programme design, planning and implementation. The Municipal IDPs should be the basis for all government programmes to be implemented at a local government space, to give meaning to the Ward Base Planning thus encouraging community participation and involvement in government programme planning. The Ward Based System seeks to enhance and sustain participatory democracy at community level where government policy meets people.

It can be argued that the challenges to effective implementation of the DDM owing to its design can be minimised if the stakeholders [from a ward level] participate in the decision making and planning processes, and are brought to the mainstream of DDM projects implementation. The involvement and participation of stakeholders [communities, traditional leaders] gives meaning to the participatory democracy principles.

5 KEY EVALUATION FINDINGS

This evaluation was planned to assess the design of the DDM with reference to the O.R. Tambo District pilot site, in the Eastern Cape province, and make a contribution to the existing government body of knowledge on District-Based Development nodes. Thematic analysis was used for the data by coding and segregating the data clumps which were later analysed for the purpose of writing different sections of this evaluation project. It was also utilised when the completed questionnaires were coded to identify the number of respondents who strongly agreed, agreed, strongly disagreed, disagreed or remained neutral. Thematic analysis allows for categorisation, synthetisation and interpretation of data. The interpretation of data serves as a means to transform data which take place when the researcher surpasses data factuality and careful analysis and commences to examine what is to be made of them. The questionnaire was designed as follows:

Part I, (explanatory or independent variables) requested demographic information of respondent, containing information on current Office held, gender, age group, role in the DDM, race, education level and work experience. In this regard, seven questions were asked.

Part II, (response or dependent variables) asked questions based on five propositions, in terms of knowledge and understanding of the DDM concept, DDM Institutionalisation, DDM Stakeholder Management, DDM Rollout Resourcing and Anticipated DDM Impact on O.R. Tambo development.

5.1 Key Findings

The findings from the review of the related literature and questionnaire survey are:

- » There is common insight and understanding of the District Development Concept and the intended outcomes in the Eastern Cape Province;
- » The design of the DDM is characterised by an Institutionalisation rollout plan/framework
- » The existing IGR policy framework is adequate in Eastern Cape, and if effectively and efficiently utilised can afford the catalyst for more high impact projects [through the District Development Model], and enhance socio-economic spin-offs for the district governments;
- » With particular reference to the O.R. Tambo District One Plan, there appears to be uncertainty about the facilitation of inclusive development;

- » The Eastern Cape Provincial Government has meaningful political, administrative and technical support in creating an enabling planning and implementation of the DDM rollout in O.R. Tambo;
- » The DDM Rollout Plan has structured support arrangements (processes) such social compacts and binding implementation protocols;
- » There is uncertainty about whether the O.R. Tambo District has in place a DDM stakeholder management system, to give effect to the participatory development principles;
- » In relation to the DDM Concept and Rollout Plan, there is a relative understanding that all stakeholders were involved in the design and planning the DDM with reference to O.R. Tambo District Pilot site;
- » There is high uncertainty about the involvement and participation of Traditional Leaders in the planning and implementation of the DDM in O.R. Tambo.
- » The DDM Rollout did not come with sufficient budget resources nor funding model to support the implementation of high impact projects at the pilot site;
- » It is anticipated that the DDM (by its design) is likely to contribute to the implementation of development frameworks/enablers such as District Spatial Development Framework, Rapid Land Release Plan, Municipal Infrastructure Investment Plan, MIG and Integrated LED Strategy to facilitate sustainable development and economic growth.

5.2 Biographical and descriptive data

The responses from the purposively selected respondents, who dealt with District Development Model design and its implementation arrangements and service delivery interventions, are presented and discussed below.

5.2.1 Work post/position

The respondents were asked to provide their office or post positions.

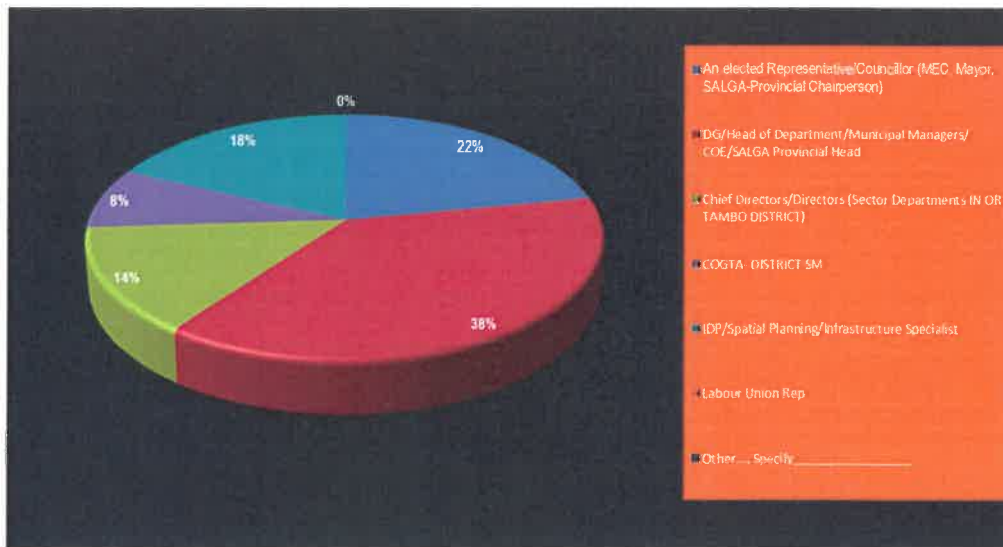


Figure 5.1: Respondents' work post/position rate

Most of the respondents who completed the questionnaire are at administrative level (executive) (38%), followed by elected representatives (politicians) (22. %) and technical specialists (IDP/Spatial Planning/infrastructure) (18%). The other key development role players in the municipal environment, namely sector departments in the O.R. Tambo District and COGT-District Directors represent 14% and 8% respectively. And a 0% response illustrates no representation from the labour unions in the O.R. Tambo District Municipality.

5.2.2 Gender

The study targeted male and female role-players from all the sample.

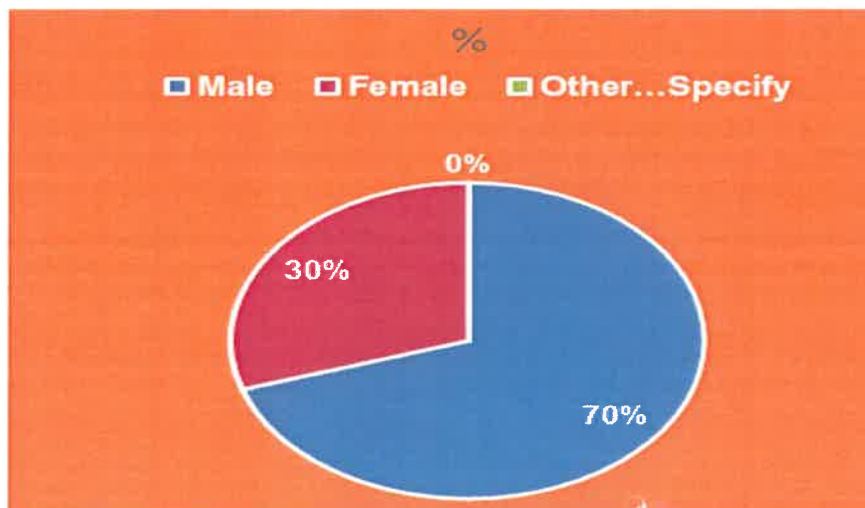


Figure 5.2: Gender incidence
Males constitute 70% and females 30% of the respondents.

5.2.3 Age

The respondents provided their age categories.

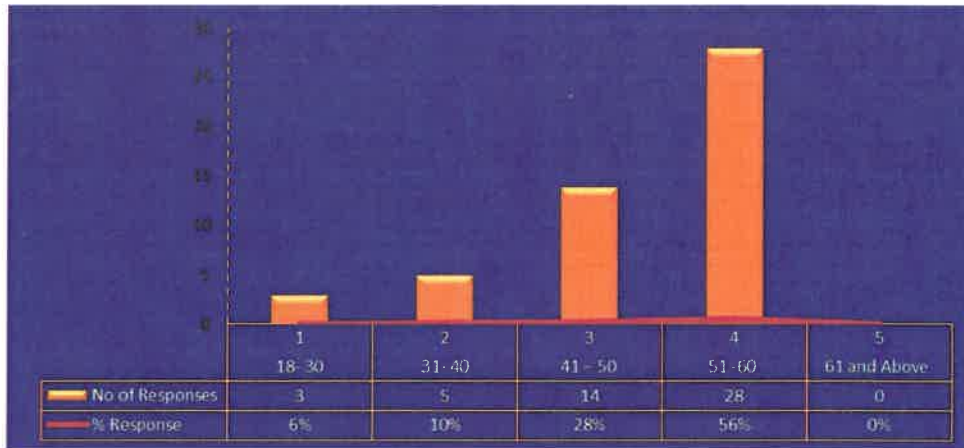


Figure 5.3: Respondents' age prevalence

Most of the respondents are executive managers (head of Departments, chief executive officers, municipal managers, provincial SALGA head), politicians/councillors, sector departments, COGTA-district directors as well as specialists, aged between 51 and 60 (56%), and 28% between the ages of 41 and 50. Respondents between the ages of 31 and 40 account for 10%. Respondents between the ages of 18 and 30 account for 6%. Based on the life span of the DDM implementation in the O.R. Tambo and the province large, the age categorisation reveals that there will be deficiency in leadership and knowledge management continuity towards the realisation of the DDM objectives.

5.2.4 District Development Model Role Players

The respondents were required to indicate their role in the DDM

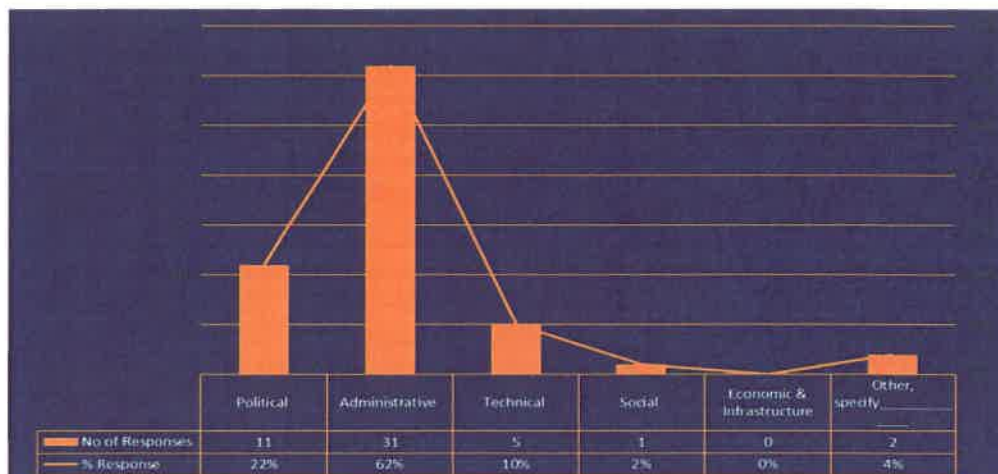


Figure 5.4: District development model role-players prevalence.

The respondents' roles in District development model in the O.R Tambo District Pilot site reveal that 62% of the respondents are administrative participants in the O.R Tambo DDM pilot. 22% of the respondents are political participants whilst 10% participate at a technical level and 2% participant in social. 4% participate as other, in different capacities.

5.2.5 Population group

The respondents provided their population group.

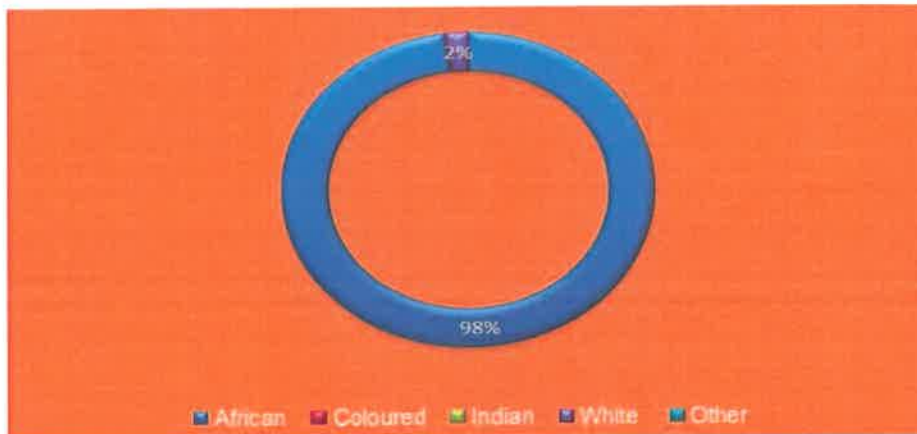


Figure 5.5: Race group rate

In respect of race representation, the responses reveal that black Africans dominate with 98% and Whites account for only 2%.

5.2.6 Education levels

The respondents provided their level of education in relation to local government and development.

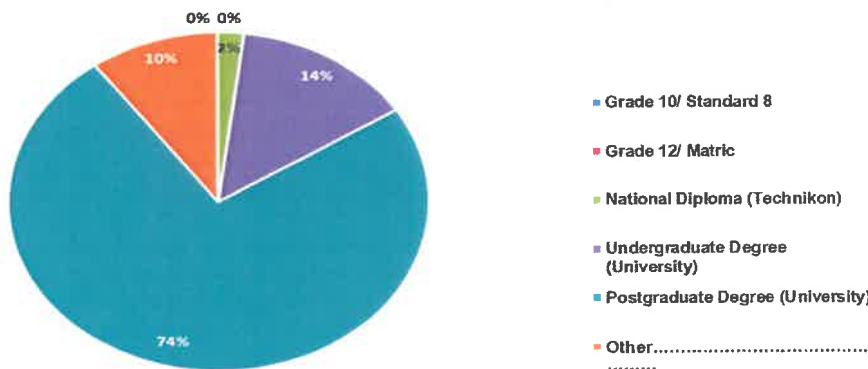


Figure 5.6: Level of education frequency

In respect to education levels, the results reveal that 74% of the respondents hold a postgraduate degree, 14% have completed an undergraduate degree at university level and 2% have a

national diploma at Technikon level. 10% of the respondents provided particular qualification under the 'other' option, which relates to postgraduate qualifications. Therefore, respondents with postgraduate degree at university is 84% (74% + 10%).

5.2.7 Years of Experience

The respondents were asked to indicate their level of experience in respect to local government.

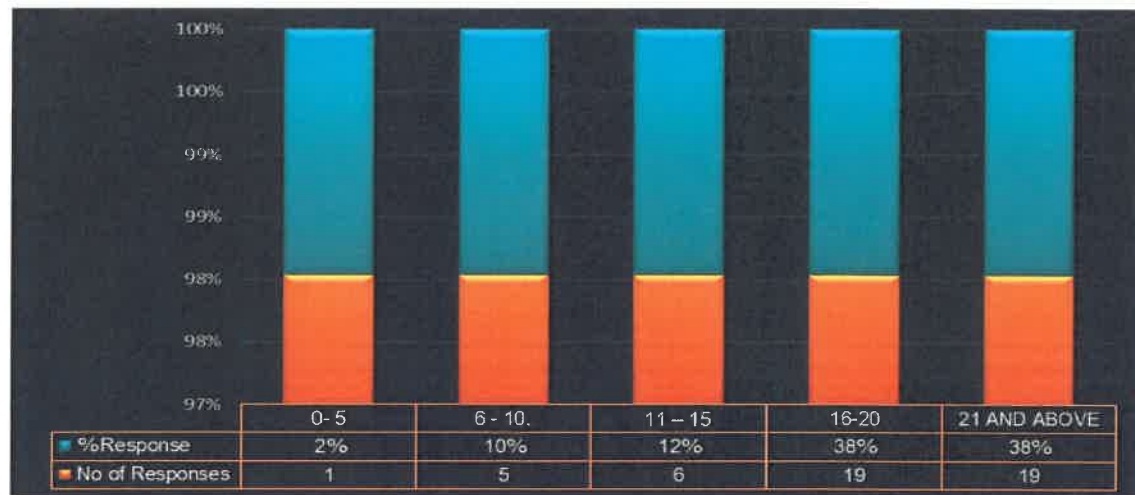


Figure 5.7: Level of experience frequency

In terms of work experience, the results reveal that 38% of respondents have between 16-20 years of experience as well as those with above 21 years of experience, 6% of respondents have between 11-15 years' experience and 5% of respondents have between 6-10 years of experience. Whilst 1% of the respondents have between 0-5 years' experience.

5.3 Nature and Locality of District Development Model 's Propositions: Section B

This section presents a summary of evidence based on the five propositions that were derived from the factor analysis in terms of the design evaluation survey of the district development model in the O.R. Tambo District Municipality (pilot site) in the Eastern Cape.

The five-point Likert response scale as described by Zimbardo-Ebberson (1969:125) was decided upon, as the measuring instrument and was employed. According to this method, a person's attitude score is the sum of his/her individual ratings.

The opinion per statement to be tested is rated on a five-point Likert scale and was adapted for the dependent variable statements as follows:

- 1 = Strongly Disagree
- 2 = Disagree
- 3 = Neutral
- 4 = Agree
- 5 = Strongly Agree

5.3.1 Proposition 1: Knowledge and Understanding of the District Development Model Concept

This first proposition aimed at assessing and determining the knowledge and understanding of the DDM concept with all the variables applicable to its design and implementation.

1. **B1: I have in-depth knowledge and understanding of the District Development Model (DDM).**

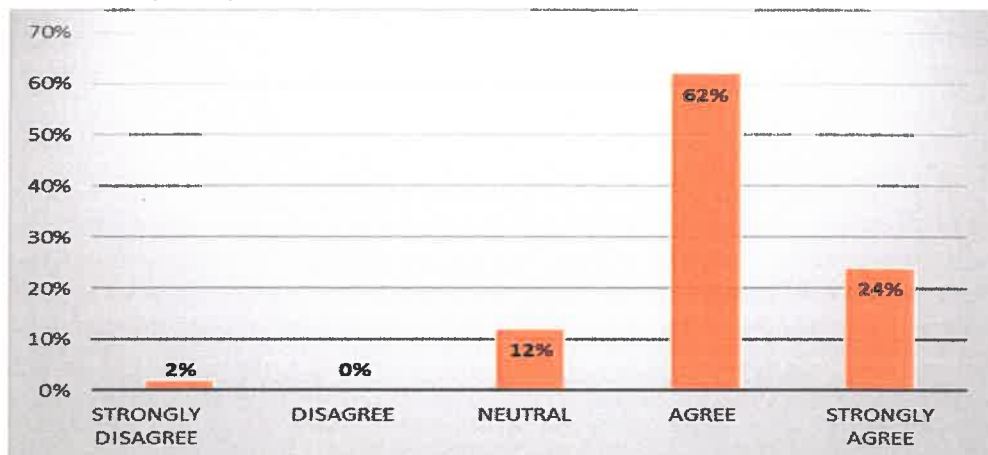


Figure 5.8: In-depth Knowledge & Understanding of DDM frequency

A majority of respondents (86%) agreed (agreed and strongly agreed) regarding having in-depth knowledge and understanding of the DDM versus 2% who disagreed (strongly disagreed and disagreed) and 12% neutral.

2. **B2: I am aware of the District Development Model intended outcomes and there is a clear process designed to achieve them (outcomes).**

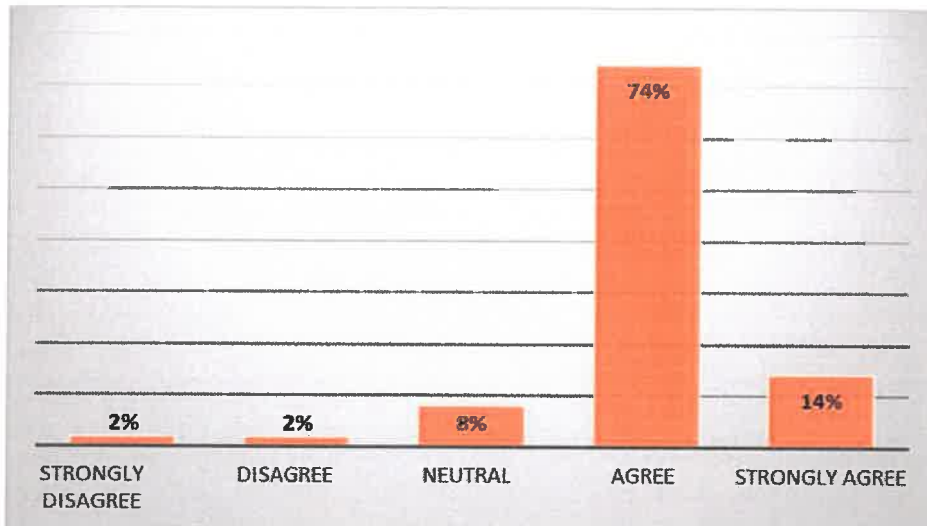


Figure 5.9: DDM Intended Outcomes and Design process awareness frequency

With the exception of 4%, the majority of the respondents (88%) agreed (strongly agreed and agreed) in terms of the DDM intended outcomes and the clear process to achieve the outcomes, whilst 8% of the respondents remained in-between.

3. **B3: The Municipality (OR Tambo) District One Plan facilitate inclusive development.**

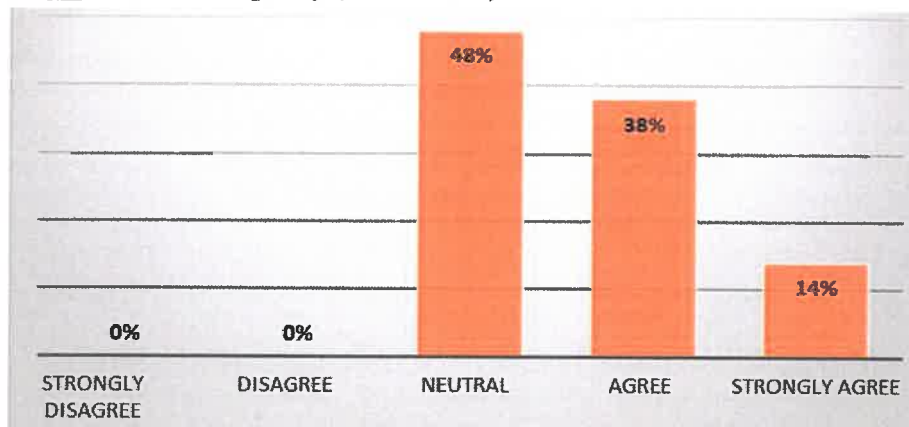


Figure 5.10: O.R. Tambo One Plan facilitation of inclusive development frequency

A majority of respondents (52%) agreed (agreed and strongly agreed) that the O.R. Tambo District One Plan facilitate seeks to facilitate inclusive development versus 48% who reflected a neutral position.

4. **B4: The DDM concept is explicit in nature and its Rollout Plan in OR Tambo pilot site paved a positive medium to long term sustainable and inclusive development.**

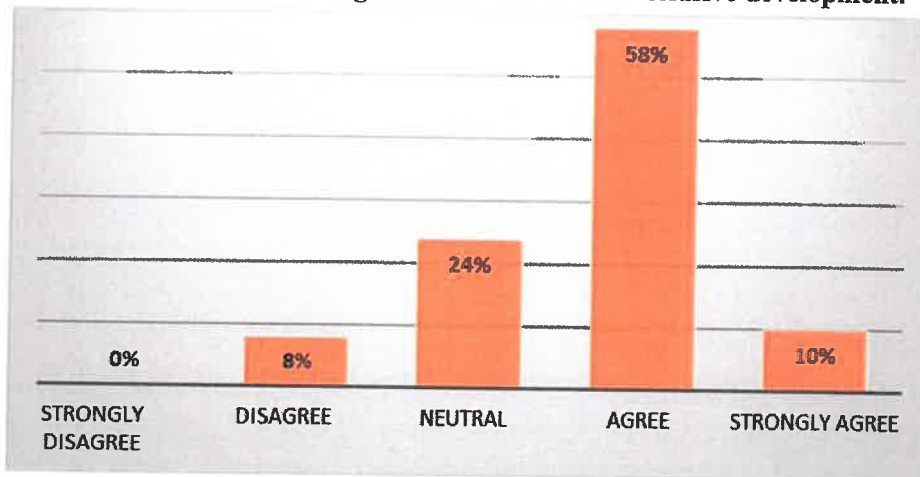


Figure 5.11: DDM explicitly towards sustainable & inclusive growth frequency

A majority of respondents (68%) agreed (agreed and strongly agreed) that the DDM concept provided explicitly in terms of its nature and rollout plan in paving a positive medium to long-term sustainable and inclusive development versus 8% who disagreed with the proposition whilst 24% of the respondents maintained neutral.

5. **B5: The Municipality has relevant performance indicators in place in response to the DDM objectives and deliverables.**

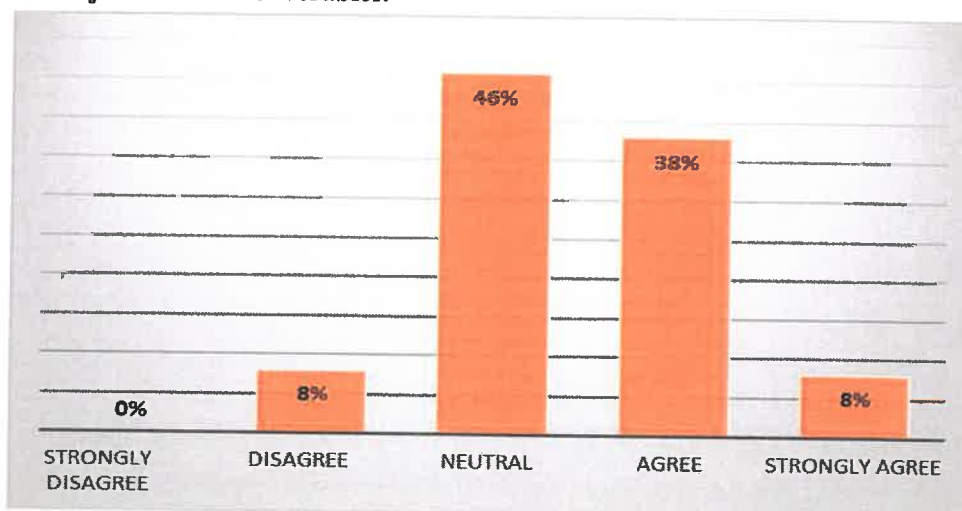


Figure 5.12: Frequency of the availability of relevant performance indicators to the DDM objectives and deliverables

With the exception of 8% of respondents who disagreed and 46% neutral, 46% of the respondents agreed (agreed and strongly agreed) regarding the availability of relevant performance indicators in response to the DDM objectives and deliverables.

6. **B6:** In your understanding Does the municipality have the District One Plan in place?

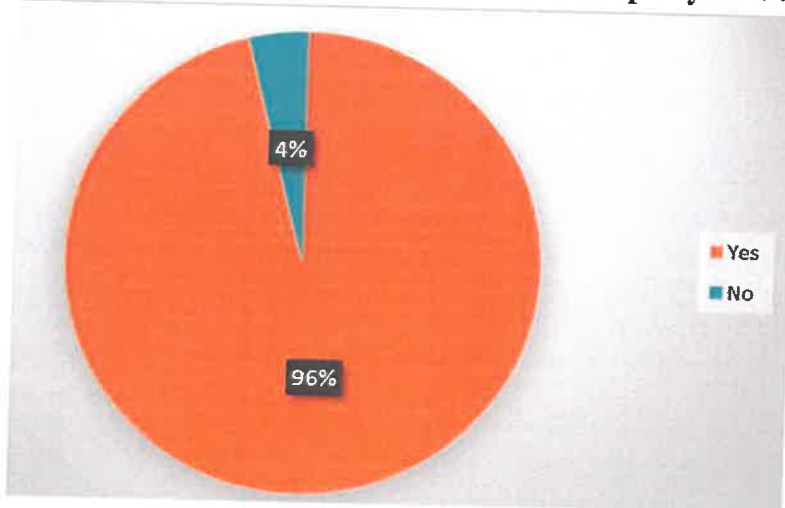


Figure 5.13: District One Plan Availability Frequency

With the exception of 4% of respondents, 96% of the respondents agreed that as far as they know the O.R. Tambo District Municipality has in place a District One Plan.

5.3.2 Proposition 2: District Development Model Institutionalization

This proposition sought to establish the extent to which the DDM has been institutionalised in the O.R. Tambo District and the Eastern Cape Province at larger, since its introduction in 2019.

7. **C7:** The District Development Model is comprised of a Rollout Plan/framework to facilitate structured implementation of the District “One Plan & One Budget”.

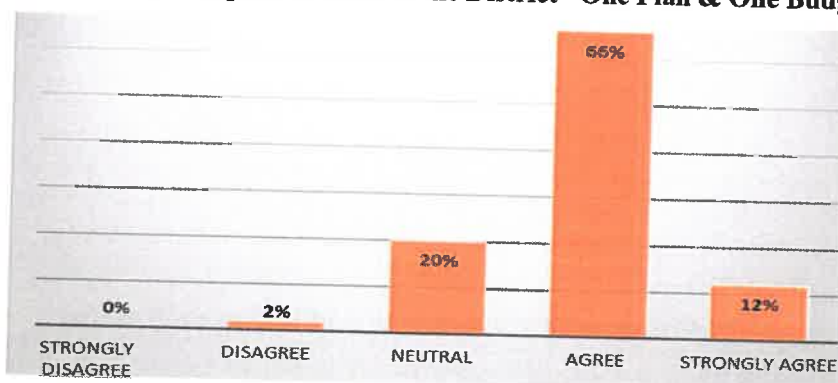


Figure 5.14: DDM Rollout Plan/Framework Frequency

A majority of respondents (78%) agreed (agreed and strongly agreed) in terms of the DDM rollout plan/framework in facilitating structured implementation of the District One Plan & One Budget compared to 2% who disagreed (strongly disagreed and disagreed).

8. **C8:** The DDM rollout plan in OR Tambo pilot site has Political Structure(s) in place to create an enabling environment for the successful implementation of the DDM.

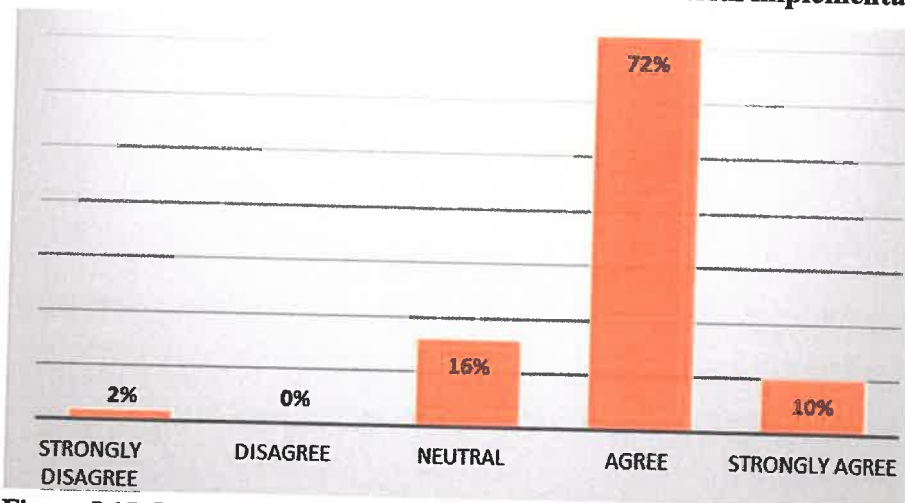


Figure 5.15: DDM Rollout Plan/Framework & Political Structure Frequency

A majority of respondents (82%) agreed (agreed and strongly agreed) in terms of the existence of a Political structure in creating an enabling environment for the successful DDM implementation in O.R. Tambo compared to 2% who disagreed (strongly disagreed and disagreed).

9. **C9:** The DDM rollout plan in OR Tambo pilot site has Administrative/Technical Structure(s) in place to create an enabling planning and implementation environment.

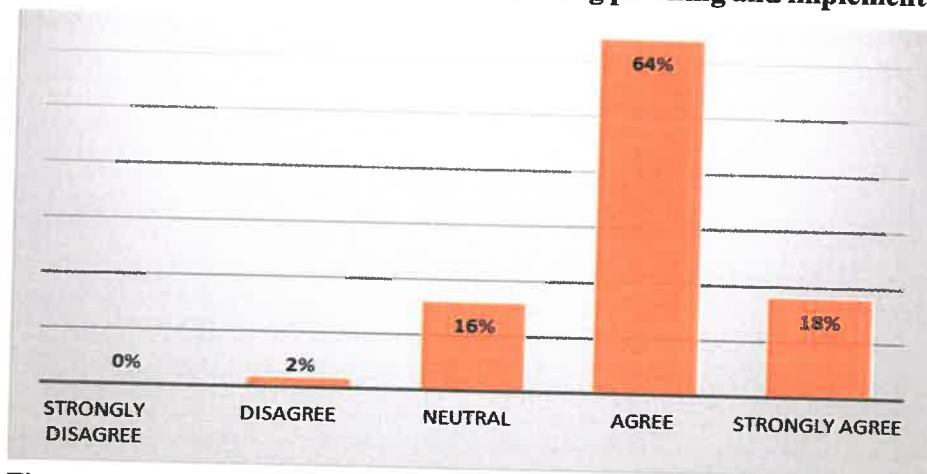


Figure 5.16: DDM Rollout Plan/Framework & Administrative Structure Frequency

A majority of respondents (82%) agreed (agreed and strongly agreed) in terms of the existence of the Administrative/Technical Structure(s) in creating an enabling planning and implementation environment compared to 2% who disagreed (strongly disagreed and disagreed).

10. C10: The DDM Rollout Plan/Framework provides clear processes on structural support arrangements such as Social Compacts and Binding Implementation Protocols.

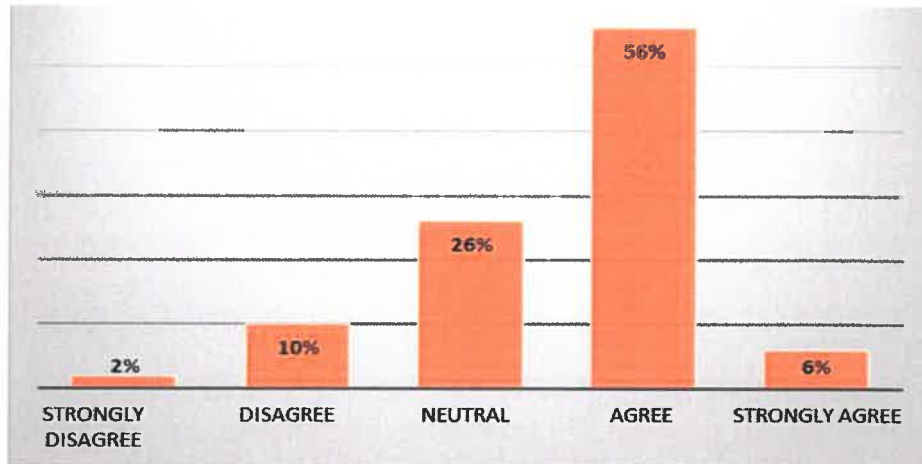


Figure 5.17: DDM Rollout Plan structured process on Social Compacts and Implementation Protocols Frequency

With the exception of 12% of respondents who disagreed (strongly disagreed and disagreed), a majority of respondents (62%) agreed (agreed and strongly agreed) in terms of the DDM Rollout Plan providing clear processes on the structured support arrangements such as Social compacts and binding implementation protocols.

11. C11: The OR Tambo District One Plan aligns to DDM founding principles

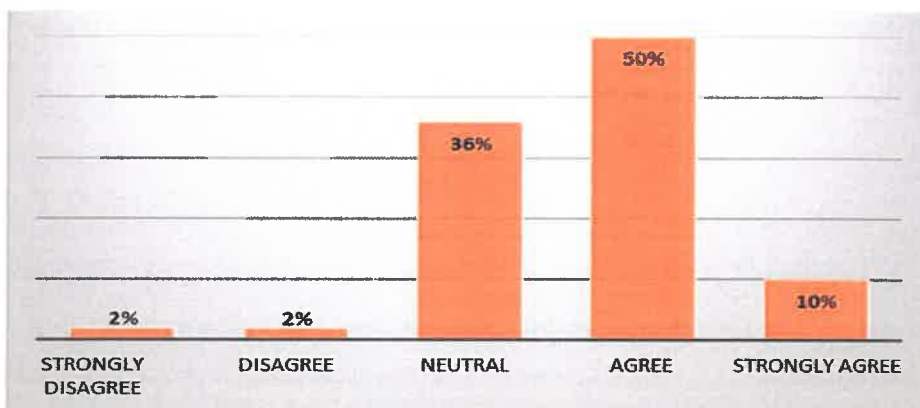


Figure 5.18: Alignment of the OR Tambo One Plan to DDM principles Frequency

With the exception of 4% of respondents who disagreed (strongly disagreed and disagreed), a majority of respondents (60%) agreed (agreed and strongly agreed) in terms of the O.R. Tambo District One Plan alignment to the DDM founding principles.

5.3.3 Proposition 3: DDM Stakeholder Management

Proposition 3 was put forward to determine the level of stakeholder involvement in the design and implementation of the DDM with particular reference in O.R Tambo District Municipality, the DDM pilot site.

12. D12: The Municipality has District Development Model Stakeholder Management System

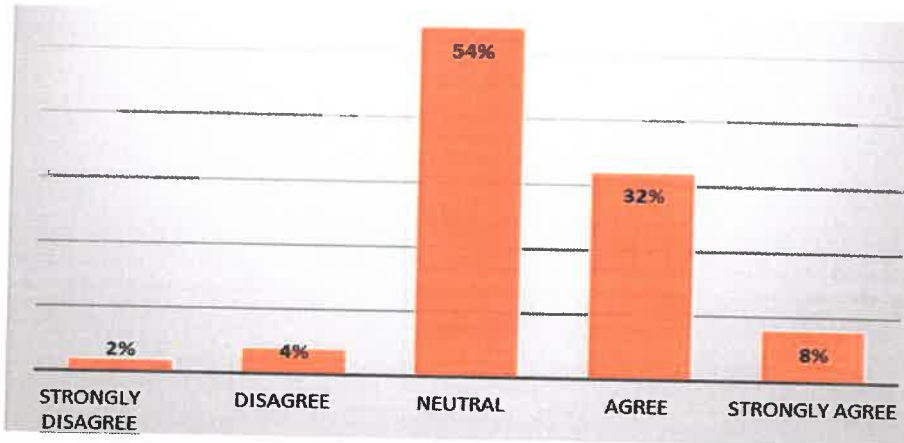


Figure 5.19: The Municipality DDM Stakeholder Management System Frequency

A majority of respondents (54%) were in-between in terms of the O.R Tambo District having a District Development Model Stakeholder Management system, whilst 40% of the respondents agreed (agreed and strongly agreed) compared to 6% who disagreed (strongly disagreed and disagreed).

13. D13: All relevant stakeholders as per the DDM Concept Note & Institutional Plan/framework were involved in the design and planning of the DDM with reference to the OR Tambo Pilot site.

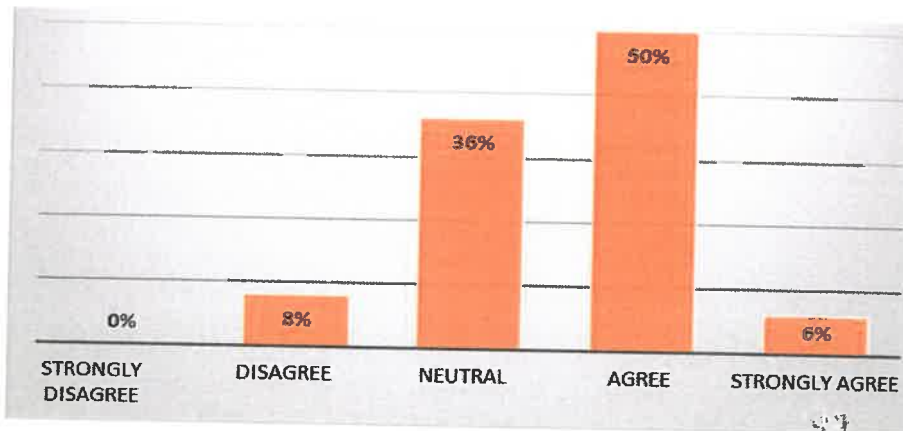


Figure 5.20: Stakeholder Involvement in the DDM Design & Planning Frequency

A majority of respondents (56%) agreed (agreed and strongly agreed) in terms of the involvement of all relevant stakeholders in the DDM design and planning as per the DDM Concept Note and Rollout plan, with reference to O.R. Tambo Pilot Site compared to 8% who disagreed (strongly disagreed and disagreed).

14. D14: The DDM rollout plan provides explicit details on stakeholder involvement and management provisions

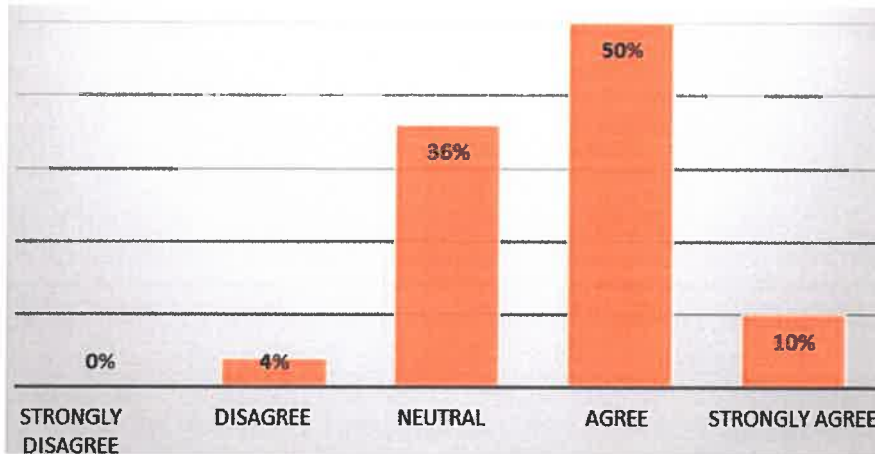


Figure 5.21: Stakeholder Involvement and Management as per the DDM Rollout Plan Frequency

A majority of respondents (60%) agreed (agreed and strongly agreed) in terms of the explicate details provided by the DDM rollout plan on stakeholder involvement and management compared to 4% who disagreed (strongly disagreed and disagreed).

15. D15: Traditional Leadership forms part of the District DDM Stakeholders with full participation and involvement in planning and implementation of DDM.

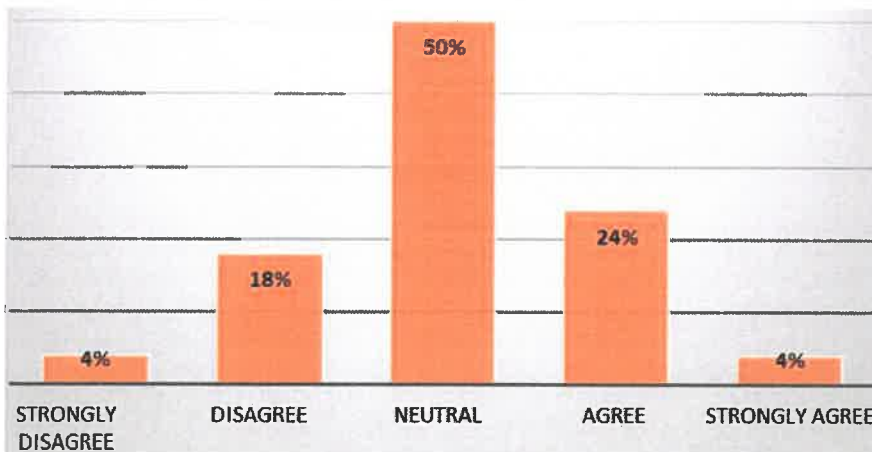


Figure 5.22: Traditional Leaders involvement in the DDM Frequency

A majority of respondents (50%) were unsure about the level of Traditional Leaders' involvement in planning and implementation of DDM whilst 28% of the respondents agreed (agreed and strongly agreed) compared to 22% who disagreed (strongly disagreed and disagreed).

16. D16: The Provincial IGR framework/and structure has provided platform for all stakeholder involvement and participation in the DDM project.

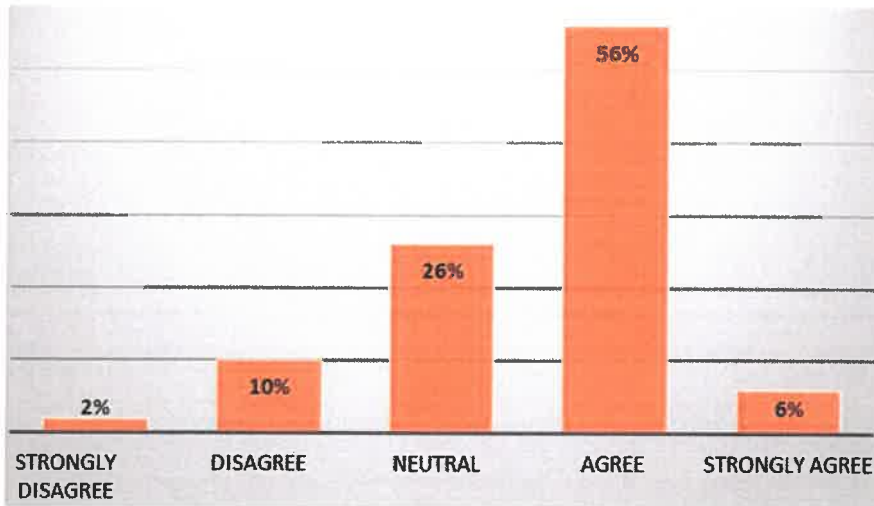


Figure 5.23: IGR Framework platform for stakeholder involvement Frequency

A majority of respondents (62%) agreed (agreed and strongly agreed) in terms of the provincial IGR Framework providing a platform for all stakeholder involvement and participation in the DDM projects compared to 12% who disagreed (strongly disagreed and disagreed).

5.3.4 Proposition 4: DDM Rollout Resourcing

Proposition 4 aimed at establishing the DDM rollout resourcing for the successful implementation of the District One Plan in O.R. Tambo District Pilot site.

17. E17: The DDM rollout came with substantial budget resource to fund the implementation of high impacts projects at the DDM Pilot site

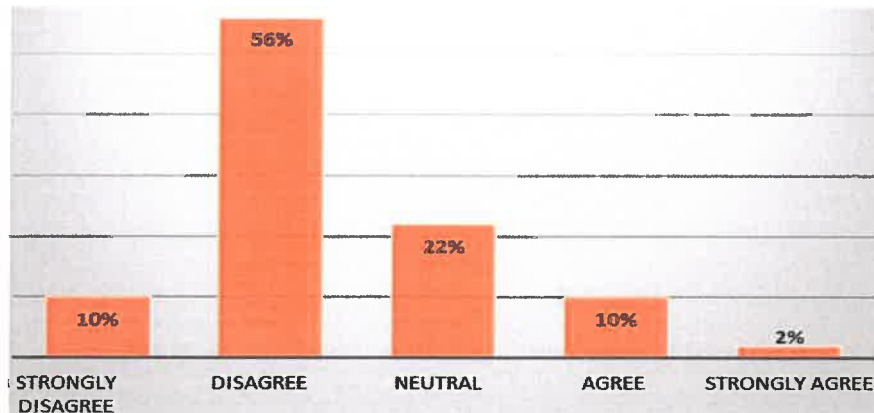


Figure 5.24: The DDM rollout plan and Budget Resource Frequency

A majority of respondents (66%) disagreed (disagreed and strongly disagreed) in terms of the DDM rollout plan with substantial budget resource to fund the implementation off high impact project at the DDM pilot site compared to 12% who agreed (strongly agreed and agreed).

18. E18: There is a DDM Funding Model in place to support the resourcing of the DDM implementation.

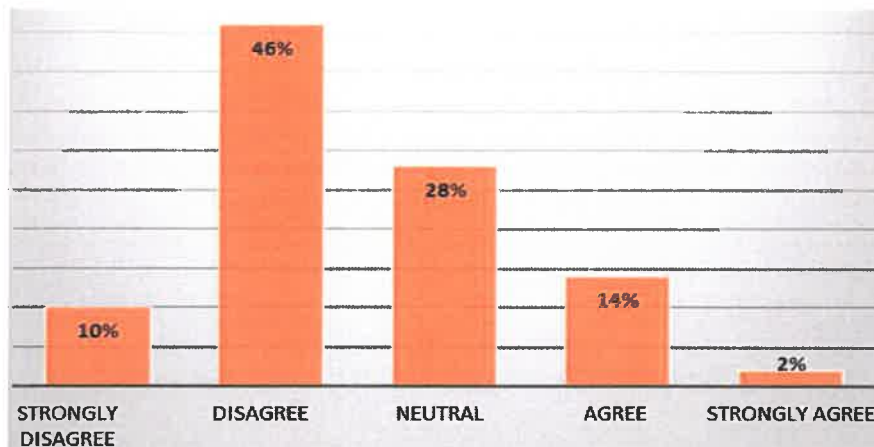


Figure 5.25: The DDM funding model Frequency

A majority of respondents (56%) disagreed (disagreed and strongly disagreed) in terms of the DDM funding model in place to support the resourcing of the DDM implementation compared to 16% who agreed (strongly agreed and agreed).

19. E19: There is a District oversight structure planned to monitor the expenditure linked to the DDM

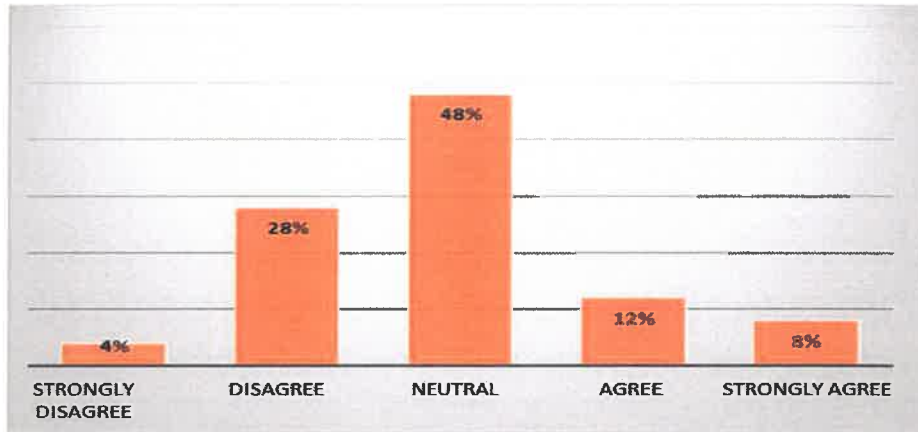


Figure 5.26: The District Oversight Structure Frequency

A majority of respondents (48%) were unsure whilst 32% disagreed (disagreed and strongly disagreed) in terms of the District oversight structures planned to monitor the expenditure linked to the DDM compared to 20% who agreed (strongly agreed and agreed).

5.3.5 Proposition 5: Anticipated DDM Impact On O.R. Tambo Development

This section of the proposition sought to investigate the anticipated impact of the DDM in O.R. Tambo Pilot site.

20. F20: The DDM in OR Tambo District Pilot site will contribute towards the implementation of the District Spatial Development Framework (DSDF).

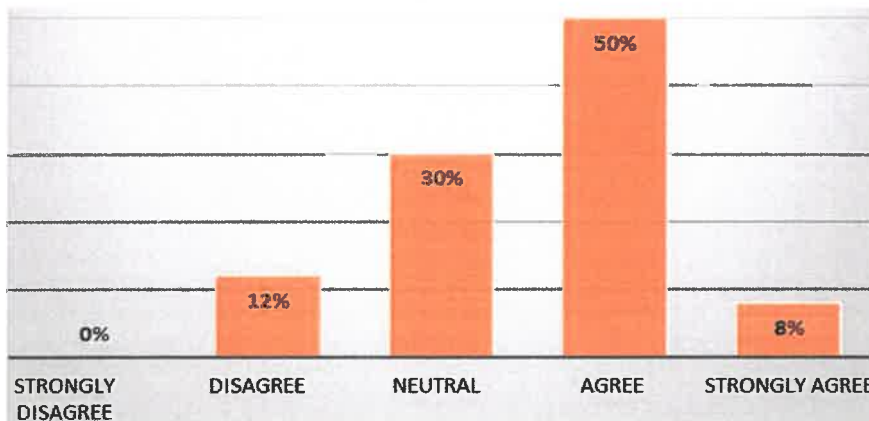


Figure 5.27: DDM in O.R. Tambo towards DSDF implementation Frequency

A majority of respondents (58%) agreed (agreed and strongly agreed) in terms of the DDM contribution towards the implementation of the District Spatial Development Framework compared to 12% who disagreed (strongly disagreed and disagreed).

21. **F21:** The Municipality has a Rapid Land Release Plan in place to facilitate the housing development projects linked to the One Plan and One Budget overall Plan.

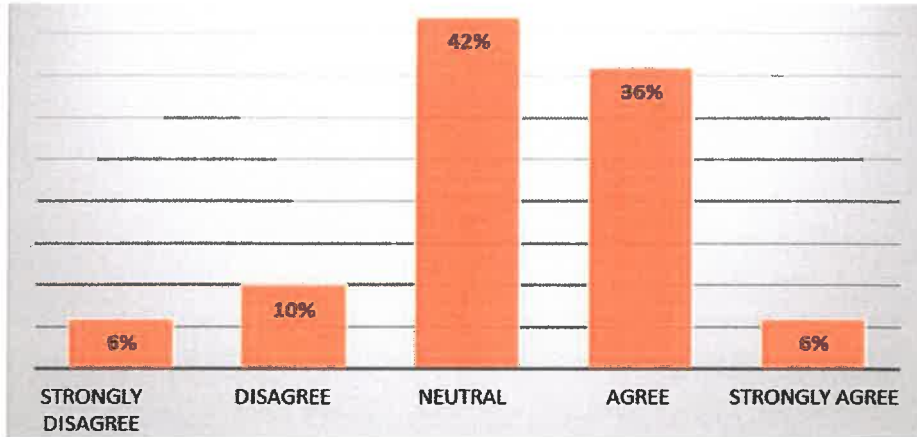


Figure 5.28: O.R. Tambo rapid Land Release Plan Frequency

A majority tie of respondents (42%) agreed (agreed and strongly agreed) and unsure (42%) in terms of the Municipality's rapid land release plan to facilitate the housing development projects linked to the One Plan and One Budget Overall Plan compared to 16% who disagreed (strongly disagreed and disagreed).

22. **F22:** The DDM acknowledges the implementation of the Municipal Infrastructure Investment Plan (MIIP) and MIG Policy Framework to facilitate rapid infrastructure development that responds to under-development, unemployment and poverty challenges.

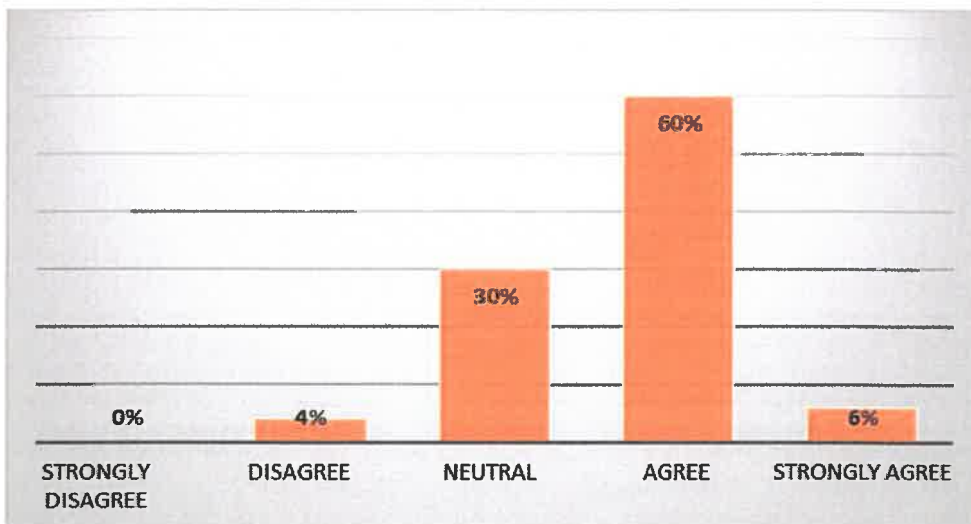


Figure 5.29: DDM and the Implementation of MIIP and MIG Policy Frequency

A majority of respondents (66%) agreed (agreed and strongly agreed) in terms of the DDM's acknowledging the implementation of the Municipal Infrastructure Investment Plan (MIIP) and

MIG Policy Framework to facilitate rapid infrastructure development that responds to underdevelopment, unemployment and poverty challenges compared to 4% who disagreed (strongly disagreed and disagreed).

23. F23: The District Municipality Integrated Local Economic Development Strategy is linked to the DDM objectives and respond to the District Socio-Economic Challenges.

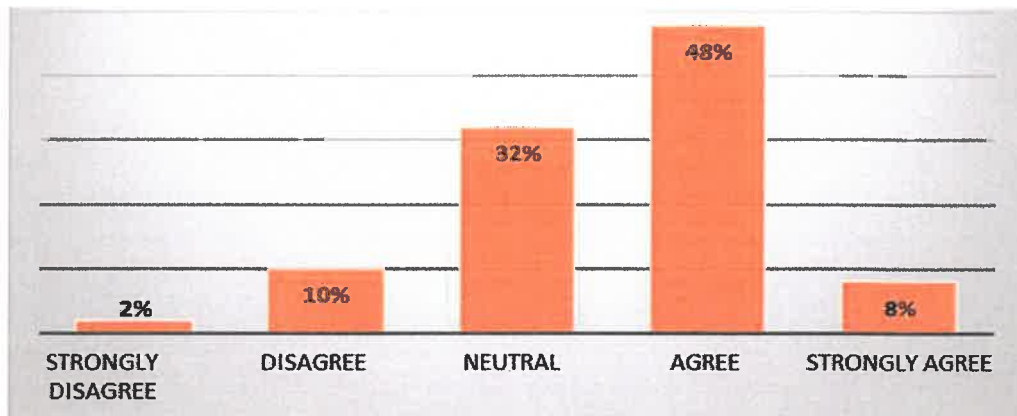


Figure 5.30: District Municipality Integrated LED strategy linkage to the DDM Frequency

A majority of respondents (56%) agreed (agreed and strongly agreed) in terms of the District Municipality Integrated Local Economic Development Strategy linkage to the DDM objectives and respond to the DDM socio-economic Challenges compared to 12% who disagreed (strongly disagreed and disagreed).

24. F24: The Municipality has in place key development enablers such as urbanisation management plan, focused Industrial Development Zone(s) and economic development hubs towards job creation through vibrant economy.

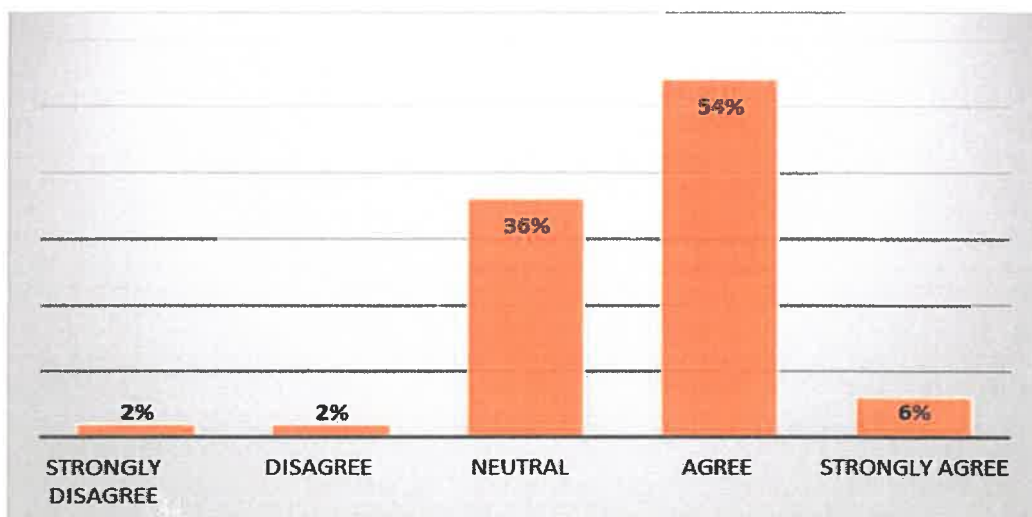


Figure 5.31: Development Enablers Frequency

A majority of respondents (60%) agreed (agreed and strongly agreed) in terms of the municipality having in place key development enablers such as urbanisation management plan, focused Industrial Development Zone(s) and economic development hubs towards job creation through vibrant economy compared to 4% who disagreed (strongly disagreed and disagreed).

6 CONCLUSIONS

This section presented the data collected via structured questionnaires. The inadequate participation and involvement of Traditional Leaders in the District Development Model emerged as an overriding concern, whilst the evidence showed that the DDM design and planning took a participatory approach, aligned to the O.R Tambo District development needs. Respondents agreed that the existing legislative frameworks support the design and implementation of the District Development Model at the pilot site, O.R. Tambo. They further agreed that there is need for the provincial government to prioritise the DDM funding model, the development binding protocols.

The study showed that PPPs arrangements can be the alternative mechanisms to enhance socio-economic development. This is largely because the private sector possesses technical skills i.e. project planning, management and implementation skills, amongst others. Therefore, organised, structured and functional Development Protocols and PPP methods are important for district municipality in improving service delivery. Based on the literature review and evaluation findings the purpose of the evaluation has been realised.

In terms of the type and nature of evaluation, the current Theory of Change in respect to the District Development provides basis for the implementation of the DDM, as it relies on the existing relevant policy and development frameworks.

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Annexure 2: Evaluation Instruments

QUESTIONNAIRE

DESIGN EVALUATION OF THE DISTRICT DEVELOPMENT MODEL

CODE					Q_NO

Confidentiality

- » Information that will be collected in this study will be treated confidentially. You are guaranteed that your name will not be identified in the report of the results of the study. Again, participation in this study is voluntary.

PART 1: GENERAL INFORMATION

A. DEMOGRAPHIC INFORMATION OF RESPONDENTS (Quantitative data)

1. What office/post do you hold?		
	Answer Options	Selection(tick)
An elected Representative/Councillor (MEC, Mayor, SALGA-Provincial Chairperson)	1	
DG/Head of Department/Municipal Managers/COE/SALGA Provincial Head	2	
Chief Directors/Directors (Sector Departments IN OR TAMBO DISTRICT) and COGTA Directors (DSC)	3	
IDP/Spatial Planning/Infrastructure Specialist	4	
Labour Union Rep	5	

2. Please Indicate your Gender		
Gender	Answer Options	Selection(tick)
Male	1	
Female	2	
Other...Specify	3	

3. Please Indicate the Age Group You Fall Into		
Ager Group	Answer Options	Selection(tick)
18- 30	1	
31- 40	2	
41 – 50	3	
51 -60	4	
61 and Above	5	

Design Evaluation of the District Development Mode (DDM) in O.R. Tambo District Municipality Pilot Site

4. PLEASE INDICATE YOUR ROLE IN THE DDM PROJECT

Which of the following best describes your role in the DDM	Answer Options	Selection (Tick)
Political	1	
Administrative	2	
Technical	3	
Social	4	
Economic & Infrastructure	5	
Other, specify _____		

5. PLEASE INDICATE YOUR RACE

Your Race	Answer Options	Selection(Tick)
African	1	
Coloured	2	
Indian	3	
White	4	
Other	5	

6. PLEASE INDICATE YOUR HIGHEST LEVEL OF QUALIFICATION

Qualifications Level	Answer Options	Selection(Tick)
Grade 10/ Standard 8	1	
Grade 12/ Matric	2	
National Diploma (Technikon)	3	
Undergraduate Degree (University)	4	
Postgraduate Degree (University)	5	
Other.....	6	

7. PLEASE INDICATE YOUR WORK EXPERIENCE

Years of Work Experience	Answer Options	Selection (Tick)
0- 5	1	
6- 10	2	
11 – 15	3	
16-20	5	
21 AND ABOVE	4	

PART II: NATURE AND LOCALITY OF DISTRICT DEVELOPMENT MODEL

Use the scale 1 (strongly Disagree) to 5 (strongly Agree) and put a check (X)

SCALE				
1=Strongly Disagree	2=Disagree	3=Neutral	4=Agree	5= Strongly Agree

B	PROPOSITION 1: KNOWLEDGE AND UNDERSTANDING OF THE DISTRICT DEVELOPMENT MODEL CONCEPT	1	2	3	4	5	CODE
1.	I have in-depth knowledge and understanding of the District Development Model (DDM).						B1
2.	I am aware of the District Development Model intended outcomes and there is a clear process designed to achieve them (outcomes).						B2
3.	The Municipality (OR Tambo) District One Plan facilitate inclusive development.						B3
4.	The DDM concept is explicit in nature and its Rollout Plan in OR Tambo pilot site paved a positive medium to long term sustainable and inclusive development.						B4
5.	The Municipality has relevant performance indicators in place in response to the DDM objectives and deliverables.						B5
6.	In your understanding Does the municipality have the District One Plan in place?						B6
	Option	Tick ()					
	Yes	1					
	No	2					

Use the scale 1 (strongly Disagree) to 5 (strongly Agree) and put a check (X)

SCALE				
1=Strongly Disagree	2=Disagree	3=Neutral	4=Agree	5= Strongly Agree

C	PROPOSITION 2: DISTRICT DEVELOPMENT MODEL INSTITUTIONALIZATION	1	2	3	4	5	CODE
7.	The District Development Model is comprised of an Rollout Plan/framework to facilitate structured implementation of the District "One Plan & One Budget".						C7

Design Evaluation of the District Development Mode (DDM) in O.R. Tambo District Municipality Pilot Site

C	PROPOSITION 2: DISTRICT DEVELOPMENT MODEL INSTITUTIONALIZATION	1	2	3	4	5	CODE
8.	The DDM rollout plan in OR Tambo pilot site has Political Structure(s) in place to create an enabling environment for the successful implementation of the DDM.						C8
9.	The DDM rollout plan in OR Tambo pilot site has Administrative/Technical Structure(s) in place to create an enabling planning and implementation environment.						C9
10.	The DDM Rollout Plan/Framework provides clear processes on structural support arrangements such as Social Compacts and Binding Implementation Protocols.						C10
11.	The OR Tambo District One Plan aligns to DDM founding principles						C11

Use the scale 1 (strongly Disagree) to 5 (strongly Agree) and put a check (X)

SCALE				
1=Strongly Disagree	2=Disagree	3=Neutral	4=Agree	5= Strongly Agree

D	PROPOSITION 3: DDM STAKEHOLDER MANAGEMENT	1	2	3	4	5	CODE
12.	The Municipality has District Development Model Stakeholder Management System						D12
13.	All relevant stakeholders as per the DDM Concept Note & Institutional Plan/framework were involved in the design and planning of the DDM with reference to the OR Tambo Pilot site.						D13
14.	The DDM rollout plan provides explicit details on stakeholder involvement and management provisions						D14
15.	Traditional Leadership forms part of the District DDM Stakeholders with full participation and involvement in planning and implementation of DDM.						D15
16.	The Provincial IGR framework/and structure has provided platform for all stakeholder involvement and participation in the DDM project.						D16
E.	PROPOSITION 4: DDM ROLLOUT RESOURCING	1	2	3	4	5	CODE
17.	The DDM rollout came with substantial budget resource to fund the implementation of high impacts projects at the DDM Pilot site.						E17
18.	There is a DDM Funding Model in place to support the resourcing of the DDM implementation						E18
19.	There is a District oversight structure planned to monitor the expenditure linked to the DDM						E19

Design Evaluation of the District Development Mode (DDM) in O.R. Tambo District Municipality Pilot Site

F	PROPOSITION 5 : ANTICIPATED DDM IMPACT ON OR TAMBO DEVELOPMENT	1	2	3	4	5	CODE
20.	The DDM in OR Tambo District Pilot site will contribute towards the implementation of the District Spatial Development Framework (DSDF).						F20
21.	The Municipality has a Rapid Land Release Plan in place to facilitate the housing development projects linked to the One Plan and One Budget overall Plan.						F21
22.	The DDM acknowledges the implementation of the Municipal Infrastructure Investment Plan (MIIP) and MIG Policy Framework to facilitate rapid infrastructure development that responds to under-development, unemployment and poverty challenges.						F22
23.	The District Municipality Integrated Local Economic Development Strategy is linked to the DDM objectives and respond to the District Socio-Economic Challenges.						F23
24.	The Municipality has in place key development enablers such as urbanisation management plan, focused Industrial Development Zone(s) and economic development hubs towards job creation through vibrant economy.						F24

Thank you very much for your cooperation!!!!

NOTES SECTION
