

**IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT
AND DEVELOPMENT PROGRAMME IN THE EASTERN CAPE PROVINCE**



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Glossary

DPME	Department of Performance Monitoring and Evaluation
DCoGTA	Department of Cooperative Governance & Traditional Affairs
NPC	National Planning Commission
NDP	National Development Plan
SLuM	sustainable land use management
SDFs	Spatial Development Frameworks
MPRA	Municipal Property Rates Act
OTP	Office of the Premier
ESC	Evaluation Steering Committee
DEP	Departmental Evaluation Plan
LED	Local Economic Development
IDP	Integrated Development Plan
TOR	Terms of Reference
DSDFs	District Spatial Development Framework
SPLUMA	Spatial Planning and Land Use Management Act
SPLUMD	Spatial Planning, Land Use Management and Development
TOC	Theory of Change
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
RSA	Republic of South Africa
NTR	National Treasury Regulations
MTSF	Medium-Term Strategic Framework
B2B	Back-to-Basics (B2B)

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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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Source: Author

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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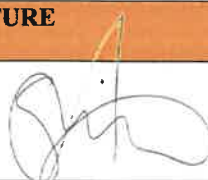


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We also extend our gratitude to members of the Evaluation Steering Committee who provided comments and feedback throughout this evaluation

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**SECTION A:
POLICY ENVIRONMENT**

**IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT
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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 to support the local government [municipalities and traditional leaders in this context] within the local government sphere of government. At a fundamental level, spatial development places responsibility onto all spheres of government shape the South African landscape to bring about the required development.

The former government's spatial planning design was characterised by grouping people according to their skin colour, race, and separate development where black people in particular were forced to settle in the periphery of the urban areas, homeland states, and filthy townships with no proper sanitation services. Communities were dispossessed of their land, and consequently access to land was never a dream to be realised.

The introduction of the SPLUMD programme came into effect to create a balance between economic development, spatial equality, and sustainable environmental practices and management, based on the Spatial Planning, Land Use Management Act, SPLUMA (Act No. 16 of 2013). The SPLUMD programme should be based on participatory principles enshrined in the Constitution, RSA, 1996, where both municipalities, traditional leaders and communities, and all stakeholders are involved in the design and implementation processes of the programme to realise its intended objectives and outcomes

The aim of the SPLUMD programme is to facilitate spatial reforms within the local government space and to improve the spatial land scape of the province towards sustainable land use management and development. Consequently, the Eastern Cape Department of Cooperative Governance & Traditional Affairs (DCoGTA) is at the centre of coordination and integration

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of systems, programmes and activities to realise the overall objectives of SPLUMA through the SPLUMD programme.

The integration and coordination of government programmes in the province is undertaken through a provincial IGR platform, which is a joint effort by the three coordinating departments namely; Office of the Premier (OTP), Provincial Treasury & Planning and DCoGTA. The coordinating departments exercise their respect functions based on the Memorandum of Understanding (MoU) which seeks to enhance integration and coordination of support to municipalities and traditional leadership institutions.

It is worth mentioning, despite the mandate and provincial efforts, the local government sphere remains independent, which therefore suggests that any form of support to be given to municipalities or traditional leaders needs to receive by the end-user, for it to be effective. Apart from its independency, the local government space is characterised by political complexities which delays the delivery of services to communities. Despite the challenges, DCoGTA continues to provide the support to municipalities and traditional leadership institutions.

**PART B:
EXECUTIVE SUMMARY**

PART B: EXECUTIVE SUMMARY

1 INTRODUCTION AND BACKGROUND

The local government spatial planning, land use management and development programme seeks to give meaning to the Spatial Planning, Land Use Management Act (Act No. 16 of 2013), for municipalities to address under-development, infrastructure (social and economic) development backlogs as well as triple challenges facing the communities in South Africa. It worth indicating that any form of development occurs at a local government space and, particularly at a ward level, hence special reference is given to municipalities. The Spatial Planning and Land Use Management Act (Act No. 16 of 2013) as an overarching legislation seeks to undo the apartheid government's skewed spatial development and facilitate inclusive spatial planning, land use management and development reforms, and despite the progress made thus far, municipalities struggle with the implementation aspect. The Act has been in operational since 2015.

The Act mandates the preparation of Spatial Development Frameworks (SDFs) by all three spheres of government, including the Provincial Spatial Development Framework (PSDF). The PSDF is envisaged as a fundamental tool to guide the Province's future development. The PSDF must consider all policies, plans and programmes of public and private bodies that impact on spatial planning, land development and land use management. In order to do this, we need to have a better understanding of the dynamics of the Province, the current policies and legislation and the impact of those policies on bringing change into the Province. Hence the introduction of a SPLUMD programme by DCoGTA guided by these principles; Spatial Justice, Spatial Sustainability, Efficiency, Spatial Resilience and Good Governance.

This implementation evaluation of the Spatial Planning, Land Use Management and Development (SPLUMD) programme 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 sought to assess the Implementation of Spatial Planning and Land Use programme by the department to support and improve the spatial land scape of the province and better support municipalities in the facilitation of land use planning and land use

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management programmes including the promotion of integrated human settlement through effective and coordinated hands-on support

2 OVERVIEW OF THE INTERVENTION

With the challenges experienced by municipalities with the implementation of SPLUMA, the SPLUMD programme came into effect to facilitate a more comprehensive set of spatial, social, environmental and cultural dynamics, all which are interlinked. By addressing the spatial challenges in the province, government will be able to intervene and address the triple challenges faced by the country and the Eastern Cape Province in particular that of poverty, unemployment and inequality. The focus of the intervention sought to examine the process underway in addressing the apartheid spatial design of the Eastern Cape Province to ensure viable local economic development, economic growth, inclusive human settlement and integrated development planning by all sectors.

The wars of dispossession of the nineteenth century have left the Province with its familiar divide between the “developed” west and “underdeveloped” and poverty-stricken east. At the level of planning and related legislation, including that on land tenure and land administration, very different systems still apply inside and outside of the former Bantustan areas of the Province. These differences, in turn, reflect and are the living legacies of very different systems of colonial and apartheid administrations that developed in these adjacent areas.

The SPLUMA (Act No. 3 of 2013) provides that:

“To provide a framework for spatial planning and land use management in the Republic; to specify the relationship between the spatial planning and the land use management system and other kinds of planning; to provide for the inclusive, developmental, equitable and efficient spatial planning at the different spheres of government; to provide a framework for the monitoring, coordination and review of the spatial planning and land use management system; to provide a framework for policies, principles, norms and standards for spatial development planning and land use management; to address past spatial and regulatory imbalances; to promote greater consistency and uniformity in the application procedures and decision-making by authorities responsible for land use decisions and development applications; to provide for the establishment, functions and operations of Municipal Planning Tribunals; to provide for the facilitation and enforcement of land use and development measures; and to provide for matters connected therewith.”

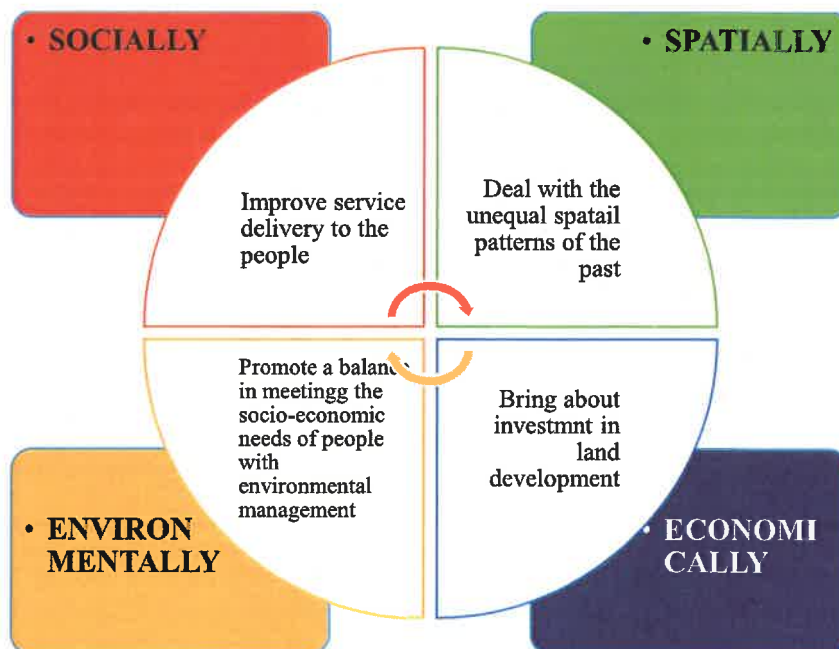
The SPLUMD rides on the above mentioned Act as an enabler for participatory implementation of the national and provincial imperatives at a grass-root level, and seeks to reinforce the set out in the National Development Plan (NDP) to deal with the socio-economic challenges

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crippling South Africa through spatial transformation. Before the dawn of the new democratic government, the spatial planning design was purposed to serve on racial segregation grounds, and land use was not the most efficient. Historically, provincial sphere of government was entrusted with much bigger responsibility with regard to provincial spatial planning and land use management whilst municipalities focused on urban development.

This brief historical background justifies the need for SPLUMD implementation in support of all the 39 municipalities in the Eastern Cape Province. It is equally important for the provincial government (led by COGTA) to take into account the principles of participatory and cooperative governance in the implementation of SPLUMD through the Intergovernmental and stakeholder management frameworks. Apart from the support given to municipalities, Traditional Leaders are a critical stakeholder in the entire process, owing to the nature and dynamics that surround SPLUMA. The SPLUMD programme is aimed at developing common understanding across all stakeholders and ensure inclusive implementation of spatial development programmes.

Figure 1.1: Making Sense of SPLUMD



Source & Modified: The Association for Water and Rural Development, 2017

The above figure clarifies the intention or objective for each SPLUMD deliverable. The entire implementation of SPLUMD in the province should reflect aspects such as institutionalisation,

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resourcing, governance and capabilities in order to determine the extent to which the objectives of the programme are realised, and the level of impact. The SPLUMD programme responds to Outcome 9 “*A responsive, accountable, effective and efficient local government system*” whose purpose is to improve general welfare of citizens through vibrant local economic development, human settlements, infrastructure development, spatial development, and land use management.

3 BRIEF BACKGROUND TO THE EVALUATION

The aim of the programme evaluation is to assess the implementation of the Spatial Planning, Land Use Management and Development Programme in the Eastern Cape Province, and reflect on spinoffs as well as challenges associated with the programme. In terms of the Constitution (Act 108 of 1996), all the three government spheres are entrusted with land use planning and management powers, and requires all state organs to coordinate legislation with one another. Equally so, sustainable land use management (SLuM) is encompassed by the economic, ecological and socio-cultural dimensions of sustainable development; in a process flow, it is characterised by land use planning, land use design and development (Metternicht, 2018).

In broad terms, the Eastern Cape spatial planning is currently conducted in terms of the Municipal Systems Act (Act 32 of 2000) and applicable Regulations. That is to say, all municipalities in EC currently have Spatial Development Frameworks (SDFs) that either form part of the Integrated Development Plans (IDPs) or have been formulated as separate documents. In most cases, the relevant Municipal Council has formally adopted these SDFs.

However, processes of spatial planning are limited by available capacity (experienced, professional planners) in municipalities and are further challenged by resource constraints in terms of budgetary provision and time frames that are often fixed to budgetary cycles rather than the requirements of properly sequenced planning and consultative processes aligned to quality outcomes. Consequently, there is an over-emphasis on “product”. That is, most spatial planning processes seek to arrive at a document that has complied with minimum standards (checklist), often at the expense of thoroughgoing consultative and technical processes.

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The evaluation links the commitment (plan) made by the department that seeks to support municipalities to implement SPLUMA, in the Eastern Cape Province based on the following objectives:

- » To facilitate improved spatial land scape of the province in both the urban and rural setup, for better human settlement, access to job opportunities and economic growth in general.
- » To improve spatial planning and land use management functioning
- » To ensure orderly and sustainable development of land.
- » To promote orderly development and security of title.
- » To support municipalities with the compliance with Municipal Property Rates Act (MPRA) Act No.16 of 2013.
- » To support municipalities on the development of responsive IDP's

The implementation of SPLUMD, is guided by the following principles;

1. The principle of social justice, whereby –

- (a) Past spatial and other development imbalances must be redressed through improved access to and use of land.
- (b) Spatial development frameworks (SDF's) and policies at all spheres of government must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, former homeland areas and areas characterised by widespread poverty and deprivation.
- (c) Spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons.
- (d) Land use management system must include all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas, informal settlements and former homeland areas.
- (e) Land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas
- (f) A municipal Planning Tribunal considering an application before it, may not be impede or restricted in the exercise of its discretion solely on the ground that the value of land or property is affected by the outcome of the application.

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2. The principle of spatial sustainability, whereby spatial planning and land use management systems must-

- (a) Promote land development that is within the fiscal, institutional and administrative means of the Republic.
- (b) Ensure that special consideration is given to the protection of prime and unique agricultural land.
- (c) Uphold consistency of land use measures in accordance with environment instruments.
- (d) Promote and stimulate the effective and equitable functioning of land markets.
- (e) Consider all current and future costs to all parties for the provision of infrastructure and social services in land developments.
- (f) Promote land development in locations that are sustainable and limit urban sprawl.
- (g) Result in communities that are viable.

3. The principle of efficiency, whereby-

- (a) Land development optimises the use of existing resources and infrastructure.
- (b) Decision-making procedures are designed to minimise negative financial, social, economic or environmental impacts.
- (c) Development application procedures are efficient and streamlined and timeframes are adhered to by all parties.

4. The principle of spatial resilience, whereby flexibility in spatial plans, policies and land use management systems are accommodated to ensure sustainable livelihoods in communities most likely to suffer the impact of economic and environmental shocks.

5. The principle of good administration, whereby-

- (a) All spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in the Act.
- (b) All government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of spatial development frameworks.
- (c) The requirements of any law relating to land development and land use are met timeously.
- (d) The preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public

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participation that afford all parties the opportunity to provide inputs on matters affecting them.

- (e) Policies, legislation and procedures must be clearly set in order to inform and empower members of the public.

The SPLUMD in municipalities starts with the IDPs from which the SDBIP is developed. The IDP encompassed critical sector plans which are there to also inform development which are as follows: viz Spatial Development Framework, Housing Sector Plan, Infrastructure master plan, etc.

A policy covering the Spatial Planning and Land Development must be developed by management and approved by the councils and management must implement the provisions of the policy.

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:

- » The majority of respondents agreed to have full understanding of the Spatial Planning, Land Use Management and Development as well as the its design and intended outcomes.
- » There is common agreement by respondents that municipalities through the existing Spatial Planning System have performance measures that respond to development programmes linked to the Spatial Planning, Land Use Management & Development Act (SPLUMA).

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- » It is a majority view that the Eastern Cape Province has an all-inclusive Spatial Planning System, whilst also municipalities have SPLUMD policy framework to give effect to sustainable local government development.
- » The intention to have all-inclusive systems is there however the transition process for SPLUMA implementation has proven to be difficult due to under capacity of the town planning department, lack of financial support from the municipality and the relevant sector departments.
- » The majority of the respondent agree that municipalities have in place integrated Stakeholder Management Plan through which all relevant stakeholders participated in the planning and implementation of SPLUMD.
- » There is no inclusive Spatial Planning System based on the fact that even post-apartheid EC was still subjected to colonial planning system, different parts of the EC were subjected to colonial planning for example former Transkei towns were subjected to Transkei Town Planning Ordinance till 2020,
- » There is lack of coordination amongst stakeholders which makes it difficult to implement SPLUMA. The introduction of DDM may assist in this coordination if implemented.
- » There is an effective implementation of SPLUMD in response to spatial, land tenure, environmental, human settlement and community demands, and responds to current business support package for local economic development and infrastructure.
- » It was found that the Eastern Cape Province has an effective and enabling policy environment that promotes integrated and participatory implementation SPLUMD.
- » The majority of respondents agreed to the effectiveness of the municipal spatial planning system which is characterised by effective By-Laws, human settlement, response to environmental frameworks and overall socio-economic development policy frameworks.
- » The SPLUMA legislation is effective in that it promotes effective participation and involvement of role players in the implementation of Spatial Planning, Land Use Management and Development.
- » The majority of the respondents agreed that the coordination support provided by COGTA-EC is effective in relation to Spatial Planning and Land Development.
- » In terms of resource allocation towards the realisation of the spatial and land development goals, the majority respondents found it to be effective.

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Analysis of Open-Ended Questionnaires (Findings)

- » Non-applicability of the Spatial plans which often remain extremely broad or pitched at high level., making it irrelative to the local spaces
- » SDFs are often found to have a lot of information, statistics and data but lack interpretation in terms of analysis to get to implications and future prospects.
- » No scheme regulations are in place in rural parts of the former Transkei, the entire former Ciskei (both urban and rural, except for Bhisho) and Butterworth Town.
- » Existence of various pieces of legislation that seek to govern the land development or land use processes,
- » Capacity at local government level is insufficient to ensure appropriate administration of the planning function throughout the province
- » With the lack of reliable and up-to-date records on land use and zoning, it is impossible to expect administration to achieve the desired level of performance.
- » Although the integrated planning concept has been adopted in all local government development processes, the reality is that integration is often weak to non-existent
- » There appears to be continued dependence on a paper-based system, where all documentation and communication takes place through letter and memo's whereas information management and communication can be greatly improved and processes sped up.
- » Although legislation, regulations and by-laws may be inclusive of all the necessary provisions; these are often ignored in practice by municipalities in administration of planning matters

Based on the above, it can be deduced that the provincial SPLUMD programme should ideally aim to simplify the design of planning processes and set in place mechanisms to carry out monitoring of (i) the processes followed; (ii) compliance with appropriate qualitative standards of planning; and (iii) the implementation of plans.

6 RECOMMENDATIONS

The following recommendations are forwarded:

- The Eastern Cape Government through existing MoU among the coordinating departments, search for an alternative mechanism(s) to get traditional leaders on board from the planning and implementation of SPLUMD and SPLUMA.

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- The Department should conduct an in-depth problem analysis (at a municipal and traditional leadership space), in order to customise the capacity building programs.
- Government should revisit the relevance and significance (and to a larger extent the nature) of the Transkier Town Planning Ordinance in relation to an Inclusive Spatial Planning System.
- The EC-Government should enhance its methodology to address capacity deficiency in the town planning environment as one of the scarce and important skills, for municipal development.
- For the Spatial Planning System to be effective, municipalities should consider spatial planning as the basis for all development, by prioritising the allocation of funds to the programme.
- There is a need for the implementation of the system to coordinate departments in Eastern Cape
- The Department of COGTA in its support coordination, it should have a focused-approach to implement the SPLUMA imperatives.
- The EC-Government should employ alternatives means to effectively and efficiently coordinate all stakeholders towards SPLUMA implementation., building on the DDM.

Based on proposition 6 findings (recommendations by respondents, reflected in table 5.2), DCoGTA should process the recommendation and development of an implementation plan with clear deliverables and timeframes. It Is equally recommended that the DCoGTA organises a Provincial Spatial Planning & Land Use symposium to devise mechanisms that would see the implementation of SPLUMD.

**PART C:
EVALUATION REPORT**

PART C: EVALUATION REPORT

1 INTRODUCTION

1.1 Background to the Intervention

The aim of the programme evaluation is to assess the implementation of the Spatial Planning, Land Use Management and Development Programme in the Eastern Cape Province, and reflect on spinoffs as well as challenges associated with the programme. In terms of the Constitution (Act 108 of 1996), all the three government spheres are entrusted with land use planning and management powers, and requires all state organs to coordinate legislation with one another. Equally so, sustainable land use management (SLuM) is encompassed by the economic, ecological and socio-cultural dimensions of sustainable development; in a process flow, it is characterised by land use planning, land use design and development (Metternicht, 2018).

In broad terms, the Eastern Cape spatial planning is currently conducted in terms of the Municipal Systems Act (Act 32 of 2000) and applicable Regulations. That is to say, all municipalities in EC currently have Spatial Development Frameworks (SDFs) that either form part of the Integrated Development Plans (IDPs) or have been formulated as separate documents. In most cases, the relevant Municipal Council has formally adopted these SDFs.

1.2 Background to the evaluation

Despite the introduction of the SPLUMA Legislation, spatial planning, land use management still remain a thorny issue for municipalities and traditional leadership, in tackling social and economic deficiencies at the grass-root level. Both infrastructure development and local economic development largely depend on spatial planning and land use management factors in creating vibrant local economies that contribute to poverty, unemployment reduction and inequality.

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.

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1.3 Purpose of the evaluation

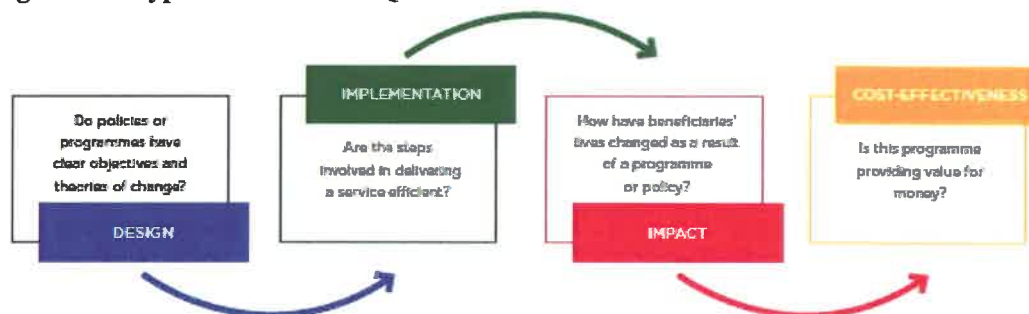
The purpose of this evaluation was to evaluate the implementation of the Spatial Planning, Land Use Management and Development in relation to its pre-determined objectives.

1.4 Key evaluation question(s)

This evaluation sought to respond to the following question:

1. To what extent is the design and implementation of SPLUMD responds to its pre-determined objectives?
2. What is the level of acceptability of the SPLUMA programme by role players in the local government sphere?
3. To what extent has the SPLUMD programme addressed the challenges that relate to infrastructure development backlogs and under-development at grass roots level?
4. What key challenges have been encountered with the implementation of SPLUMD?
5. What are the legislative limitation to the implementation of the SPLUMD programme?

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.

1.5 Objectives of the Evaluation

The evaluation of the SPLUMD programme is based on the below evaluation objectives in line with the problem analysis and evaluation questions:

1. To evaluate and determine the extent to which the design and implementation of SPLUMD responds to its pre-determined objectives.
2. To analyse the level of acceptability of the SPLUMA programme by role players in the local government sphere.

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3. To determine the extent to which the SPLUMD programme has addressed the challenges that relate to infrastructure development backlogs and under-development at grass-root level.
4. To identify challenges encountered during the implementation of SPLUMD.
5. To assess and identify legislative limitation to the implementation of the SPLUMD programme.

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

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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 236 questionnaires were distributed to all the targeted respondents, and 120 questionnaires were completed which amounted to 51% response rate. From the 120 returned questionnaires, 2 questionnaires were incomplete and could not be included in the data analysis (50%). The collected data was analysed by the in-house M&E team, using the internally developed data analysis system (Excel).

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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 with particular reference to the SPLUMD implementation. 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.

Quantitatively, eighty (235) 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.

CATEGORY	TARGETED
Nominated Representative/Councillor (MECs, Mayors or Executive Mayors, Chairperson SALGA)	50
Head of Departments/CEOs/Municipal Managers	64
IDP/Spatial Planning/Infrastructure Specialist or Directors	39
CONTRALESA	2
MISA	2
Sector Departments SM/GM (in Districts)	78
TOTAL	235

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.

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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 SPLUMD programme, various policy documents on SPLuM, and the relevant legislations that incorporated effective and efficient realisation of SPLUMD objectives at a local government sphere.
- » **Structured questionnaires:** the questionnaire was designed in such a way that it responds to the evaluation question in order to determine the extent to which SPLUMD implementation led to the realisation of the pre-determined objective, in the Eastern Cape Province. 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 six theoretical propositions regarding the effective implementation of SPLUMD

A total of 235 questionnaires were distributed to all the targeted respondents, and 120 questionnaires were completed which amounted to 51% 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)	50	38	76%
Head of Departments/CEOs/Municipal Managers	64	53	83%
IDP/Spatial Planning/Infrastructure Specialist or Directors	39	13	33%
CONTRALESA	2	1	100%
MISA	2	1	100%
Sector Departments SM/GM (in Districts)	78	14	18%
TOTAL	235	120	51%

Source: COGTA, Author

From the 120 returned questionnaires, 2 questionnaires were incomplete and could not be included in the data analysis (51%).

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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 7 Kings/Queens in the province. 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 been 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.

Apart from an inward looking capacity development, officials of the coordinating departments in the province need to jointly engage in development engagement keep up with the demands of the communities (socio-economic development) as well as the design and implementation of responsive legislations.

3 THEORY OF CHANGE

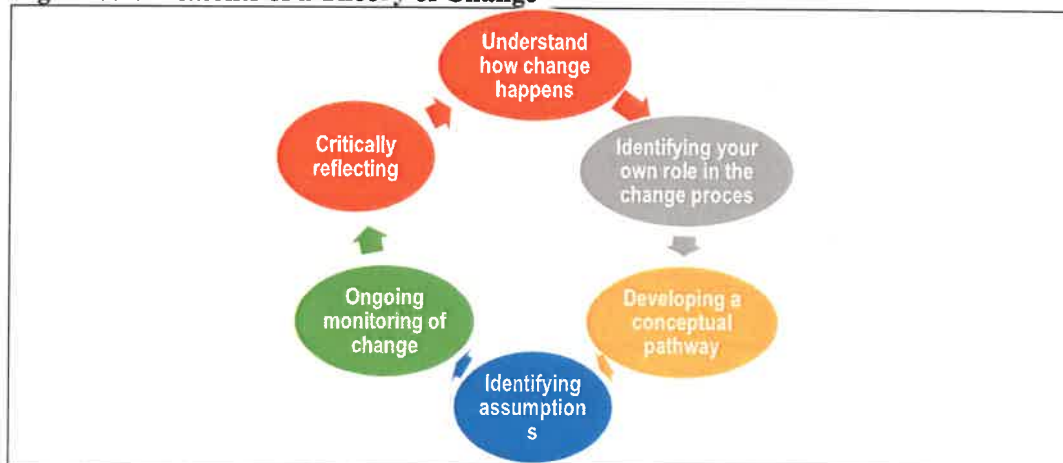
Theories of Change can be developed in many different ways but there are often common elements. These include an articulation of how change happens in a particular context, clarification of an organisation and its partners' roles in contributing to change, and the definition and testing of critical assumptions. According to Vogel (2012:5), theory of change (ToC) can be considered as an “on-going process of discussion-based analysis and learning that produces powerful insights to support programme design, strategy, implementation, evaluation and impact assessment, communicated through diagrams and narratives which are updated at regular intervals.” A Theory of Change can also be seen as a product, and is often presented as a combination of diagram and narrative summary

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. Jones (2010) writes that, the development of ToC often involves conducting some analysis of the key forces which have the potential to affect any desired outcomes.

Figure 3.1: Elements of a Theory of Change



Source: Green, 2013.

Even though a ToC is not a planning tool per se, it can provide essential analysis that is needed in order to develop effective plans. So, for example, a ToC at organisational level might enable

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the development of a better strategic plan, whilst a ToC at programme level might enable the development of a more robust logical framework or other type of planning document.

However, the most significant links may be with evaluation and impact assessment processes. This is because a ToC often lays out the expected story in advance of the changes happening, which means that it provides an explicit framework for the assessment of long-term change.

3.1 Overview of the existing theory of change and logframe

In line with the above ToC elements and taking into account Figure 3.1 below, the Department’s ToC, to a considerable extent, responds to the SPLUMD objectives and the envisioned outcomes except the impact element. Taking into account the nature of the programme itself, which requires all role-players to play their respective responsibilities, the ToC lack explicit details or reflections on stakeholder management plan. Despite the overall objective in respect to current ToC, it is important for department to consider key enablers that would lead to the successful realisation of the ToC objective and the programme itself. One other critical ToC element is the constant monitoring, which is the extent to which the activities/actions are monitored, to measure progress.

TABLE 3.1: COGTA-CURRENT TOC

Objective	Problems	Causal Factors	Activities	Outputs	Outcomes	Indicators	Source of evidence
1. To partner with municipalities, DALR and SALGA in the improvement of integrated spatial planning and land management in municipalities	1. Lack of capacity to implement SPLUMA in municipalities	1. Inadequate budget allocation to municipalities 2. High staff turnover in municipalities	1.1 Second town planners to the municipalities in need.	1.1 Human capital	1.1 Structures and systems (MPT, etc.) of SPLUMA implementation are in place.	Number of municipalities supported with the implementation of SPLUMA.	SPLUMD implementation report
			1.2 Train municipal planning officials on SPLUMA processes.	1.2 Competent municipal planning officials	1.2 Municipal planning officials better understand SPLUMA processes.		
			1.3 Provide financial support to municipalities that are under intervention.	1.3 & 1.4 Municipalities have budget to implement SPLUMA projects.	1.3&1.4 Municipalities SPLUMA projects are being implemented.		
			1.4 Provide technical support in the town planning and land use				

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			management matters.			
			1.5 Publish spatial planning by-laws for municipalities	1.5 Published spatial planning by-laws.	1.5 Spatial planning by-laws are being enforced.	

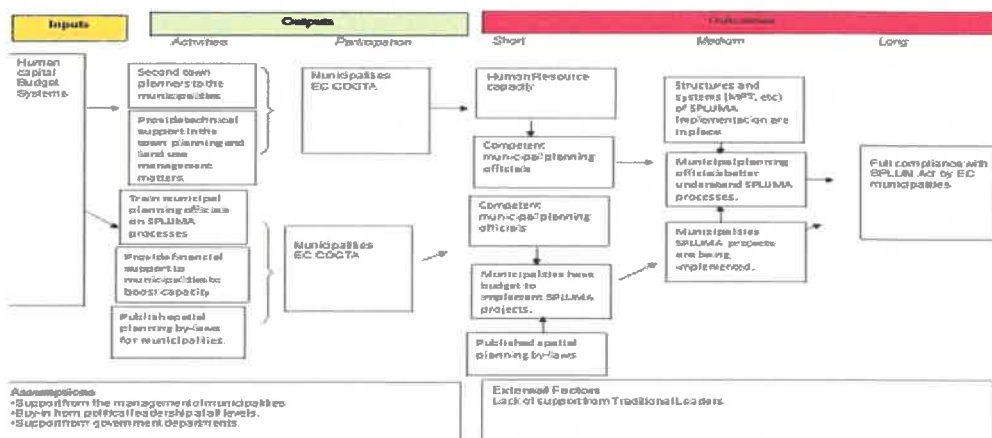
Source: COGTA, Eastern Cape

Drawing from the above discussion, and as part of strengthening the ToC in respect of SPLUMD, the below factors should be considered:

- » Factor in the Stakeholder Management Plan in the ToC;
- » Identify key enablers (ToC process flow) leading to the realisation of the SPLUMD objective;
- » Monitoring aspect (activities) to assess the implementation of the activities linked to both the SPLUMD and ToC objectives

With the existing legislative framework which governs spatial planning and land use in the Province as well as the existing ToC, the Department together with the coordinating department, should also identify external forces/factors that hinders or have potential to hinder the achievement of the SPLUMD objective, as part of risk management.

Figure 3.2: Program: SPLUMD Log-frame Model



Source: COGTA, Eastern Cape Province

The above log-frame outlines the entire process /value chain, taking into account both internal and external factors, in defining key inputs, outputs and outcome of the SPLUMD implementation.

4 LITERATURE REVIEW: HISTORICAL CONTEXT & CURRENT REFLECTION

4.1 Eastern Cape Province at Glance

The Eastern Cape Province is made up of 39 municipalities, 7 kingdoms and 239 traditional councils across the province. It is divided into two metropolitan municipalities, 6 district municipalities, and 33 local municipalities. The Eastern Cape Province covers an area of close to 169 000 sqkm (which represents 13.9% of SA's total land area), making it the second largest province in South Africa after the Northern Cape. Due to its size and its fascinating history, it is commonly referred to as a world in one province. The province has a very strong and distinct culture and heritage, a rich history from the vibrant and timeless Xhosa traditions (Green Paper on Spatial Planning & Land Use Management-EC, 2015).

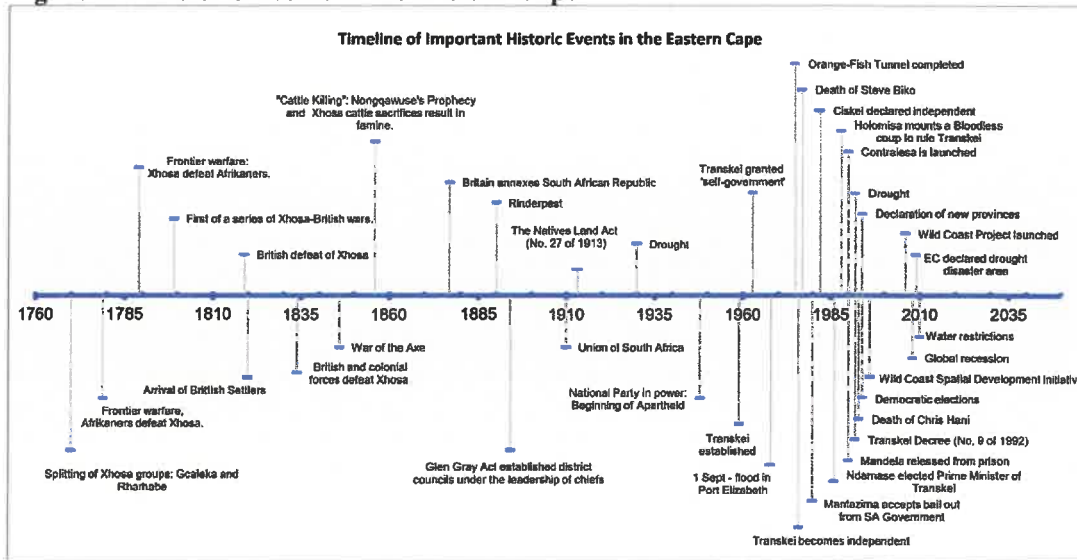
History tells us that, the province of the Eastern Cape is one of the first areas occupied by the Portuguese back in 1488 as well as the British in the 1820s, and it was the war zone between local Xhosa's and Khoisan as well as Dutch, Germans and British. This rich cultural heritage has been preserved in some of the region's smaller towns including Bathurst, Grahamstown and Cradock. Renowned as the birth province of globally recognised and respected liberation struggle icons like Nelson Mandela, Desmond Tutu, Steve Biko, O.R. Tambo, Robert Sobukwe, Goven Mbeki and the list goes on. These great leaders did not only create a meaningful legacy for the Province but also contributed to the entire South African history. As a matter of fact, Eastern Cape is not regarded as a 'Home of Legends'.

The Eastern Provincial government, led by the Office of the Premier, delivers on its constitutional mandate through thirteen government department which are also located in the six districts to better service the province. The Provincial government is also comprised of state owned enterprises and development agencies to drive economic growth and development. The province is equally characterised by two strategically located Industrial Development Zones which are East London IDZ and Coega IDZ (located in Gqeberha).

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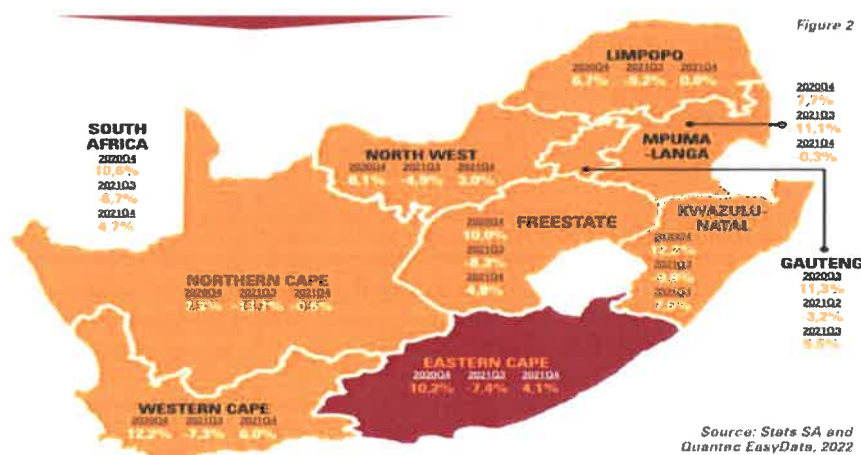
The socio-economic development mandate in the province cuts across all the departments, municipalities and traditional leadership institutions as well as communities. This is to ensure that all role-players are fully involved in programme design, planning and implementation in line with the Batho Pele principles.

Figure 4.1: Historic Events in the Eastern Cape



Source: Hamann and Tuinder, 2012

The above figure gives a picture of key important historic events that took place in the Eastern Cape Province since 1760, and those events have had effect on the province's spatial, land use



management social and economic patterns, with both negative and positives. This in other words implies that the current Eastern Cape province is a result of the all what occurred in the past.

4.2 Economic State of the Eastern Cape Province

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Source: Stats SA 7 Quantec EasyData, 2022

Figure 4.2: Economic Status of the Province (EC)

The figure 4.2 provides a comparison of provincial economic growth rates for 2020Q4, 2021Q3 and 2021Q4. The following observations are drawn from the figure: On YoY basis, economies in all nine provinces expanded. The largest growth rates were recorded in Mpumalanga (up by 8.0 percentage points), Northern Cape (up by 7.8 percentage points) and Limpopo (up by 6.7 percentage points). The Eastern Cape province improve from -7.4% during in Q3 to 4.1% in Q4 of 2021.

4.2 Eastern Spatial Planning and Land Use Management Environment

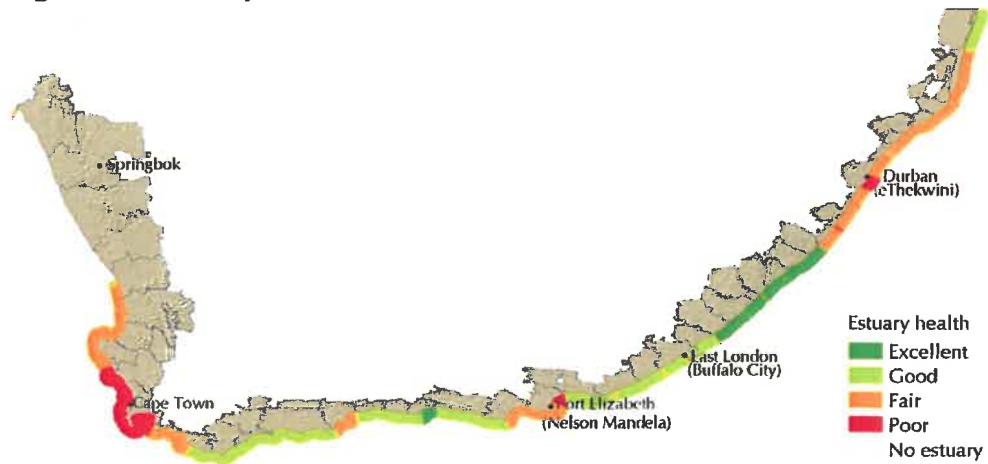
“Without a long running start in history, we shall not have the momentum needed, in our own consciousness, to take a sufficiently bold leap into the future; for a large part of our present plans, not least many that pride themselves on being ‘advanced’ or ‘progressive,’ are dreary mechanical caricatures of the urban and regional forms that are now potentially within our grasp.” Lewis Mumford *c.f.* Eastern Cape Green Paper Working Document (2015).

Like any other environment, change in the Eastern Cape occurs within a complex combination of legislative, social, economic and political forces that act on national, regional, local as well as international level. Despite the negatively skewed development, which the democratic government inherited from the Apartheid government, democratic process contributed to the development of vibrant economic growth which fortunately benefited some part of the province, whilst some other areas remain with tripled challenges and underdevelopment. Large scale development and growth plans such as Coega IDZ, East London IDZ and Wild Coast SDI, booming ecotourism industry as well as coastal luxury resorts are located/surrounded with rural environments with poor basis service (clear water, sanitation and electricity). In addition, land degradation, disasters, droughts and the downward spiral in livestock farming underpin human migration patterns to overflowing urban centres and a dependence of rural communities on grants and remittances. What worsens the situation are the conflicting interests that exist between government and traditional leaders, and it unfortunately delays development progress in various aspects. It is truly a land of diversity, submerged in history, with all the challenges and opportunities that come with such heritage (RSA, 2015).

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In the context of the Eastern Cape Province, the current land use and settlement patterns that manifest are a result of a complex factors at play, which are climate, relief, vegetation, socio-economic, political, historical and mythical foundation. These factors have unfortunately led to high level of concentration of people and concerning level of planning for planning, as people's need differ.

Figure 4.3: Estuary health in South Africa source: State of the Environment



SOURCE: State of The Environment, Department of Environmental Affairs

The Eastern Cape Province is considered to have more estuaries compared with other provinces. Estuaries are not only important nursery but also a feeding area for various flora and fauna, as well as imperative for tourism and residents. The estuary health index offers a whole valuation of the estuary condition by in view of three facets, namely the status of water quality fish, assemblages and the aesthetics of the estuary. The pointer thus measures the extent of urbanisation and development as well as the ecosystem health.

4.2.1 Human Settlement Patterns

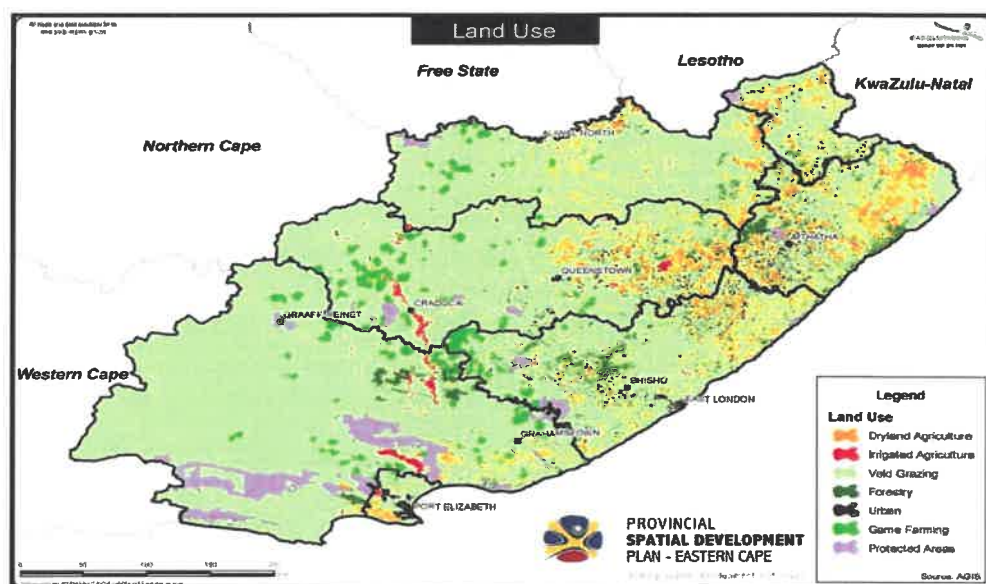
In terms of the Eastern Cape, Migration is one of the important elements that shape the human landscape in a form of a temporary and permanent migration. The province records the highest net permanent rate in respect of our-migration in South Africa. The destination for 41% of all emigrants between 2001 and 2007 was the Western Cape, followed at a distance by Gauteng and Kwazulu-Natal. 73% of black Africans living in the Western Cape were born in the Eastern Cape, and about 2/3 of these were born in the former Transkei. This reflects a country-wide trend of long-term outward migration from poorer provinces to the three main urban and economic centres of South Africa (Hamann and Tuinder, 2012).

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In terms of temporary migration, with particular reference to labour migration which is viewed as a responsive way to access income for rural households on account of chronic poverty. It links rural areas with larger settlements, and continues the legacy of Apartheid in which the homelands functioned as reserves for labourers who sent a large proportion of their earnings back home. Due to constant triple challenges, people in the province are even more moving from the rural setting to urban areas, cities or towns in search for better opportunities to respond to their daily challenges. And this process leads a sprawl of peri-urban and informal settlement.

In addition, many high density rural communities in the former homelands are undergoing 'in situ urbanization', where these communities begin to function more like suburbs of the urban centres in their vicinity. The links between villages and towns are growing – urban and rural distinctions are disappearing.

Figure 4. 4: Land Use Economy



Source: Hamann and Tuinder, 2012

The Eastern Cape province in terms of land use, is dominated by grazing coupled with dryland agriculture along the eastern section of the province. In some way, the Eastern Cape's surface area is 10% more conserved, and of that, only 4.3% is within the protection of National Parks or Provincial preservation areas. Almost half of the local municipalities have no protected areas due to the skewed distribution of protected areas, despite having rare, threatened species. In terms of agriculture, the province with specific reference to south-western areas, is

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dominated by fruit and beef farming, the north-eastern regions are dominated by subsistence farming (mainly maize, cattle and sorghum). Whilst the southern coastal area is more conducive to forestry. Pineapples are cultivated around East London. In the inland areas of the Karoo, the harsh climate limits agriculture to sheep farming. Around Grahamstown and Alexandria one finds chicory and dairy farms (Hamann and Tuinder, 2012).

The industrial centre around Gqeberha and Uitenhage is the province's largest employer, specializing in vehicle manufacturing. In addition, a multi-billion Rand industrial development zone (IDZ) and deep water port are being developed in Coega to boost investment in export-oriented industries.

4.2.2 Environmental threats

The Eastern Cape faces a number of environmental threats, chiefly among them land degradation. The province is one of the three most degraded provinces in South Africa (together with Limpopo and KZN). It exhibits high levels of soil degradation, particularly in commercial farmland areas. In other areas, the thicket biome is threatened by invasive alien species and overgrazing by domestic herbivores:

Figure 4.5: Selected environmental threats in South Africa



Source: Hamann and Tuinder, 2012

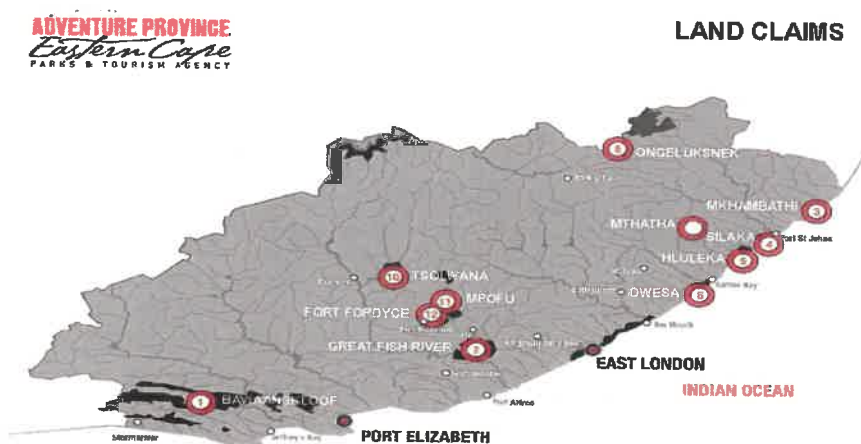
Co-management of protected areas: In terms of protected areas, the People and Parks strategy of the Eastern Cape Parks and Tourism Agency (ECPTA) recognizes the inextricable link between sustainable biodiversity conservation and socio-economic development. The ECPTA

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is involved in the following activities, amongst others (Eastern Cape Parks and Tourism Agency 2009; Liebenberg 2010):

- Protected area expansion through stewardship agreements;
- Environmental education and capacity building;
- Infrastructure development, thicket restoration, and alien plant clearing through the Extended Public Works Programme;
- Local economic development through community public private partnerships; and
- Strategic support in land claims in which communities are claiming land that is protected.

Figure 4.6 Land claims on protected areas in the Eastern Cape



Source: (Liebenberg 2010)

The processes of land reform and land restitution have seen the formation of land trusts, and Community Property Associations in many of the former homelands of South Africa. Land restitution through land claims is limited by slow processing and post-settlement implementation (Eastern Cape Parks and Tourism Agency 2009; Liebenberg 2010).

Following the Restitution of Land Rights Act, 1994, an inter-ministerial Memorandum of Agreement on land claims in protected areas in 2002 described a process for land claims on protected land, and made it feasible for this land to be restored to claimants without physical occupation by restitution beneficiaries (Eastern Cape Parks and Tourism Agency 2009). The land is now managed in partnership by the restitution beneficiaries and resources users and the ECPTA.

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4.3 The Spatial Planning, Land Use Management and Development Legislative Framework

The implementation of the Spatial Planning, Land Use Management and Development programme in the Eastern Cape Province occurs within an existing legislative framework based on national and provincial policy imperatives deliverables, towards the realisation of the pre-determined programme objectives. One of the critical factors relates to the extent to which the participatory democratic principles are applied in the planning and implementation of the programme by all stakeholders. This mainly because there is no strategy/plan or programme that can be regarded as relevant if it doesn't take into account the needs and aspirations of all stakeholder, hence the necessity for sustainable participation an involvement. The facilitation of spatial and land use management reforms in South Africa is centred on the Constitutional foundations in create an enabling policy environment, for the successful realisation of the development objectives.

The 1999 Green Paper on Development and Planning and the 2001 White Paper on Spatial Planning and Land Use Management give acknowledgement to the negative planning legislation and systems in South Africa. The two policy documents acknowledged the existence of various planning systems within each province/municipality which described it as an unusually complex and ineffective legal background.

The White Paper on Spatial Planning and Land Use Management (2001) declared that:

“There will no longer be a need for provincial legislation dealing with spatial planning, land use management and land development”.

The Local Government: Municipal Structures Act (1998) and the Municipal Systems Act (2000) ushered in the new local government structures and systems, and introduced uniformity.

Preceding to 1994, the functions of Traditional Leaders was largely focused on facilitation rather than executive or administrative, which were set out in the respective Ciskei and Transkei Administrative Authorities Acts (No.37 of 1984 and No.4 of 1965 respectively) and Agricultural Development Acts (No.14 of 1989 and No.10 of 1966 respectively). Whilst the Administrative Authorities Acts permitted some limited flexibility in the type of local rural traditional structures, the later Agricultural Development Acts made no provision for any land allocation function by traditional authorities, whose role was to limited to the provision of

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assistance. Thus, effectively, while authority over land allocation existed in customary law, such customary authority was superseded by statute across the Ciskei, Transkei and RSA. However, these Acts have all been repealed since 1994 (the former 2 amended in 1997, the latter 2 repealed in 1999). Today, S20 of the TLGFA provides that national or provincial government, “through legislative or other measures” may provide a role for Traditional Councils and traditional leaders in respect of inter alia land administration.

4.3.1 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. The Constitution is supreme law of the country, and it provides all the requirements that pertain to transformation and development, in a most responsive and transparent manner. Equally, SPLUMA is based on the constitution, and SPLUMD programme as an enabling tool to realise the provisions of SPLUMA.

4.3.2 Spatial Planning and Land Use Management Act (Act 16 of 2013) (SPLUMA)

SPLUMA, in the first instance, serves as a National Act to direct the activities and constituent processes of spatial planning and land use management across the country as a whole. It is also presented as legislation that may be used to direct further processes and law-making, including Provincial legislation dealing with spatial planning and land use management (as set out in Schedule 1 of the Act). It also clearly sets out Development Principles to be adhered to in Spatial Planning and Land Use Management in South Africa. It is intended to sit at the centre of a range of activities that make up the overall processes of spatial planning and land use management. As such, it is aligned with and gives effect to the provisions related to planning and associated activities of the state, as set out or prescribed in a range of core legislation, starting with the Constitution.

Section 4 of the Spatial Planning and Land Use Management Act (Act 16 of 2013) defines the Spatial Planning System based on the following components:

- a) Spatial development frameworks to be prepared and adopted by national, provincial and municipal spheres of government;
- b) development principles, norms and standards that must guide spatial planning, land use management and land development;

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- c) the management and facilitation of land use contemplated in Chapter 5 through the mechanism of land use schemes; and
- d) procedures and processes for the preparation, submission and consideration of land development applications and related processes as provided for in Chapter 6 and provincial legislation.

From the above Spatial Planning System, within the context of SPLUMA, Spatial Planning is articulated into three pronged categories:

- » National Planning
- » Provincial Planning and
- » Municipal Planning.

Section 2 of the Planning Professional Act (Act 36 of 2002) defines 'planning' as:

"Planning and the planning profession are areas of expertise which involve the initiation and management of change in the built and natural environment across a spectrum of areas, ranging from urban to rural and delineated at different geographic scales (regions, sub-region city, town, village, neighbourhood) in order to further human development environmental sustainability in the fields of:

- i. *The delimitation, regulation and management of land uses;*
- ii. *The organisation of service infrastructure, utilities, facilities and housing for human settlements; and*
- iii. *The co-ordination and integration of social, economic and physical sectors which comprise human settlements,*

Through the synthesis and integration of information for the preparation of strategic, policy, statutory and other development plans within the South African development context. Planning must pursue and serve the interest of the public to benefit the present and future generations."

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

Section 81(3) of the Municipal Structures Act 117 of 1998 states that:

"Before a municipal council takes a decision on any matter directly affecting the area of a Traditional Authority, the council must give the leader of that authority the opportunity to express a view on the matter."

And Section 81(4) of the MSA 117 of 1998 further states that *"The MEC for local government in a province, after consultation with the provincial House of Traditional Leaders, may by notice in the Provincial Gazette – Regulate the participation of traditional leaders in the proceedings of a municipal council; Prescribe a role for traditional leaders in the affairs of a municipality."*

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4.4 Spatial Planning Related Issues

In a broader and current context, the Eastern Cape spatial planning is managed in line with the legal requirements outlined in the Municipal Systems Act (Act 32 of 2000) and relevant Regulations. This means that municipalities in the Eastern Cape have their Spatial Development Frameworks (SDFs) linked to the municipal Integrated Development Plans (IDPs). However, the processes related to the implementation of spatial planning are subject to by available capacity (experienced, professional planners) in municipalities and are further challenged by resource constraints in terms of budgetary provision and time frames that are often fixed to budgetary cycles rather than the requirements of properly sequenced planning and consultative processes aligned to quality outcomes.

One of the key issues associated with planning is the non-applicability of the Spatial plans which often remain extremely broad or pitched at high level., making it irrelevant to the local spaces. The second aspect relates to SDFs which are often found to have a lot of information, statistics and data but lack interpretation in terms of analysis to get to implications and future prospects. Consequently, spatial plans are often not recognized by affected communities. Plans are not “owned” by target communities, as they do not relate to their needs, priorities or lived reality. Decision-making therefore often continues to happen at local / rural level, without the assistance of planning input.

Based on the above, it can be deduced that the provincial SPLUM legislation should ideally aim to simplify the design of planning processes and set in place mechanisms to carry out monitoring of (i) the processes followed; (ii) compliance with appropriate qualitative standards of planning; and (iii) the implementation of plans.

4.5 Land Use Management Issues

One of the leading challenges associated with the land use management system in the modern day is constant existence of various pieces of legislation that seek to govern the land development or land use processes, and this in line with differentiated historic forms of planning and implementation of spatial planning legislation. This complex reality has delayed the effective and efficient use of land and its management in the Eastern Cape Province.

In addition to the current complex reality, rural land areas in the Eastern Cape [particularly the former Transkei and Ciskei] have no legislation to govern land use management.

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Moreover, there are no legal provisions focused on land use rights allocation, and the only formal measures in place exist within the context of 'use of space', which include:

- » Agricultural resource management processes
- » Environmental legislation (NEMA, Wild Coast Decree, Coastal Management Act and Natural Forest Act).

This complexity, when combined with the familiar issues linking to planning capacity in the provincial and municipal spheres of government, has occasioned in a land use management system with serious deficiencies spanning both urban and rural environments:

□

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Inconsistency:	The range of Provincial legislation that continues to apply to the Eastern Cape Province, within past administrative demarcation boundaries, results in inconsistent, often confusing processes for administering land use management.
Urban bias:	<p>Legislation, regulations and bylaws catering for land use management have been structured to respond mainly to urban land use scenarios within the statutory regulatory environment (focus on urban land use definitions and terminology, surveyed cadastre, freehold title, formal administrative systems etc.), leaving a large vacuum as far as the reality in informal settlements and rural parts of the province is concerned, in terms of the following:</p> <ul style="list-style-type: none"> • Local community structures and traditional practices (protocols) around how consultation takes place and agreements are reached. • he way land is administered in terms of occupation rights and use rights (tenure).
Failure to recognise the Eastern Cape context:	The reality of the spatial and developmental context of the Eastern Cape is different from the context in which the systems that we apply have originated and subsequently evolved. When evaluating the existing range of LUM regulations and procedures, it is clear that these are insufficient in context and content to deal with the varying demands and needs for land use management in the province, both in the urban and rural context.
Concepts and Terminology in Schemes:	Spatial concepts and terminology such as rural, informal, or illegal, often have many different interpretations, which leads to confusion between planners, policy makers, communities and implementers. It is therefore essential that we first understand the range of functional spaces in the province, before merely applying token categories.
Role of LUM in local government fiscus and protection of property values:	Zoning, along with the formal systems of demarcation and registration of properties, is an important part of the property valuation and taxation system of Local Government. Closely linked to this, is the role that LUM plays in protecting property values. However, this role must be recognised as being grounded in a particular understanding of land as “property” (that is, an asset that is principally of economic or financial value). This can be seen as potentially problematic when dealing with different cultural assumptions and worldviews regarding the values attached to land.

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<p>Land Use Management Does Not Address the Needs of the Poor:</p>	<p>The poor, being heavily dependent on the public sector for access to land, infrastructure and shelter, have little option but to revert to informal systems of delivery if the public sector fails. To date, provision for managing space to accommodate the needs of the poor has been neglected in many of the LUM systems.</p>
<p>The “Informal” is not recognised:</p>	<p>In the planning and LUM environment “formal”, is generally accepted as the best (and only) option for development. This, by implication leads to the concept of anything “informal” being considered as unacceptable and “illegal” and therefore also difficult to bring into the ambit of recognised “formal” processes of management. It needs to be recognised that unless planning and management systems embrace the realities that poor people in the province are facing, and ways are found to make informality function better, “informality” will continue to exist as a mechanism of coping.</p>
<p>Inability of LUM to effectively achieve desired planned spatial outcomes:</p>	<p>With the emphasis of existing LUM systems being on control and restrictions, it has been argued that LUM systems have failed to ensure achievement of planned spatial outcomes (guided by the SDF process). The emphasis of LUMS should therefore be redirected from “what may not be done” to “what should be done”. Such an approach needs to consider incentives (either penalty or reward orientated) as a means to encourage development towards desired spatial outcomes. Here the relationship between Spatial or “Forward” Planning and LUM systems should be reconfigured and closely integrated.</p>
<p>Spatial LUM system not synced with other areas of resource use or development:</p>	<p>Land Use Management (inclusive of heritage, cultural, environmental and natural resource utilization/protection) is separated along departmental-functional mandates, often resulting in confusing situations for end-users (communities). Apart from the confusion, processes to obtain authorisation also become complex, slow, overlapping and expensive as a result. Thus, LUM should move towards a system of principles, guidelines and standards that can be applied to mitigate potential negative impacts associated with a particular activity or locality. Similarly, the relationship between the various LUM systems (spatial, natural and heritage resource management and environmental management) should be reconfigured and closely integrated.</p>

Sourced & Modified:

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4.6 Comparative Spatial Planning and Land Management Capacity

A summary of institutional capacity in relation to the spatial planning and land use management responsibilities of municipalities in the EC demonstrates that:

- » Most municipalities have council approved SDF's
- » No scheme regulations are in place in rural parts of the former Transkei, the entire former Ciskei (both urban and rural, except for Bhisho) and Butterworth Town.

Therefore, no legal mechanism is available in these areas to manage land use.

- » Very few municipalities' Scheme Registers and Maps are up to date
- » 50% of the municipalities' heads of planning do not hold any planning qualification,
- » 13% hold technical diplomas in planning and 37% hold degrees in town planning.
- » 75% of the municipalities do not have a professional registered planner in their employ (RSA, 2015).

From the above, it is clear that capacity at local government level is insufficient to ensure appropriate administration of the planning function throughout the province. The lack of planning capacity at senior management level may explain the perception of planning being ignored or seen as an unnecessary irritation or by-product by some local municipal structures. This can also manifest in a lack of "political" support for planning which leads to inadequate priority being given and budgets being committed to the planning function. The resulting underperformance of planning further reinforces such perceptions.

With the lack of reliable and up-to-date records on land use and zoning, it is impossible to expect administration to achieve the desired level of performance. With the reality of an extremely high turnover of planning staff, especially at the smaller municipalities, this situation is further worsened by the lack of institutional memory. It is therefore not surprising that the administration of planning and land use management at local government level is far from ideal. This negative impact of this situation is further multiplied by the additional responsibility placed on local government by the constitutional ruling that confirms planning as a municipal Function. The above has led to the following consequences:

- ❑ **Lack of integration results in lack of delivery:** Whilst effective planning is required to consider the entire developmental environment that impacts on implementation, such as bulk infrastructure, land tenure, social infrastructure and services and economic development, the responsibility and control over such elements do not sit solely within the

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ambit of planning. For implementation of plans to result in visible development, integration is key. Although the integrated planning concept has been adopted in all local government development processes, the reality is that integration is often weak to non-existent

❑ Administration and systems not innovative:

There is little evidence of municipalities using technology to maximise the benefits / opportunities that it offers. There appears to be continued dependence on a paper-based system, where all documentation and communication takes place through letter and memo's whereas information management and communication can be greatly improved and processes sped up.

❑ Lack of adherence to procedures, processes and timeframes: Although legislation, regulations and by-laws may be inclusive of all the necessary provisions; these are often ignored in practice by municipalities in administration of planning matters. This not only applies to the planning sections of municipalities, but also to other sections / departments that need to respond or comment on planning matters and simply do not responding (hamstrung by the broader administrative environment). With the various court rulings that confirmed planning as a municipal function, the options of recourse to a higher authority, in the form of an appeal, has fallen away. Options for recourse (in terms of planning legislation) to poor administrative practice and poor or unfair decision-making is therefore limited and considered to be weak. Without the required provision in job-descriptions and performance contracts of managers to hold them accountable for performance and service delivery, applicants or objectors alike, will have no option but to resort to the courts (at exorbitant costs) to contest decisions or challenge procedural aspects of municipal processes. This puts fair or just planning and administrative processes behind the reach of most South Africans and can be considered as denying the public the right to fair administration.

4.7 Traditional System in the Democratic Dispensation

Section 211 of chapter 12 of the Constitution provides explicitly for the recognition of traditional leadership and also recognises that, as with all branches of the law, customary law must be subject to repeal and amendment. Section 212, the only other section in this, the shortest chapter in the Constitution, provides for the role of traditional leaders at local levels and the elaboration of customary law and institutions.

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There has been concern that a number of current legislative initiatives, including provisions of the *Spatial Planning and Land Use Management Act No.16 of 2013 (SPLUMA)* and the 2013 *Traditional Affairs Bill* may contain provisions which may not stand up to scrutiny against the provisions of the Constitution. These are mainly provisions that could be interpreted to elevate Traditional Councils as a 4th tier of governance.

According to S28(4) of the *Traditional Leadership & Governance Framework Act No.41 of 2003 (TLGFA)*, Tribal Authorities established in terms of the *Bantu Authorities Act No.68 of 1951* were deemed to be Traditional Councils.

5 KEY EVALUATION FINDINGS

This evaluation was planned to assess the implementation of the Spatial Planning, Land Use Management and Development in the Eastern Cape province. 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, synthesis 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: General Information, (explanatory or independent variables) requested demographic information of respondents.

Part II: Spatial Planning and Land Use Management Effective Implementation (response or dependent variables) asked questions based on six propositions.

5.1 Key Findings

The findings from the questionnaire survey are:

- » The majority of respondents agreed to have full understanding of the Spatial Planning, Land Use Management and Development as well as the its design and intended outcomes.

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- » There is common agreement by respondents that municipalities through the existing Spatial Planning System have performance measures that respond to development programmes linked to the Spatial Planning, Land Use Management & Development Act (SPLUMA).
- » It is a majority view that the Eastern Cape Province has an all-inclusive Spatial Planning System, whilst also municipalities have SPLUMD policy framework to give effect to sustainable local government development.
- » The intention to have all-inclusive systems is there however the transition process for SPLUMA implementation has proven to be difficult due to under capacity of the town planning department, lack of financial support from the municipality and the relevant sector departments.
- » The majority of the respondent agree that municipalities have in place integrated Stakeholder Management Plan through which all relevant stakeholders participated in the planning and implementation of SPLUMD.
- » There is no inclusive Spatial Planning System based on the fact that even post-apartheid EC was still subjected to colonial planning system, different parts of the EC were subjected to colonial planning for example former Transkei towns were subjected to Transkei Town Planning Ordinance till 2020,
- » There is lack of coordination amongst stakeholders which makes it difficult to implement SPLUMA. The introduction of DDP may assist in this coordination if implemented.
- » There is an effective implementation of SPLUMD in response to spatial, land tenure, environmental, human settlement and community demands, and responds to current business support package for local economic development and infrastructure.
- » It was found that the Eastern Cape Province has an effective and enabling policy environment that promotes integrated and participatory implementation SPLUMD.
- » The majority of respondents agreed to the effectiveness of the municipal spatial planning system which is characterised by effective By-Laws, human settlement, response to environmental frameworks and overall socio-economic development policy frameworks.
- » The SPLUMA legislation is effective in that it promotes effective participation and involvement of role players in the implementation of Spatial Planning, Land Use Management and Development.

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- » The majority of the respondents agreed that the coordination support provided by COGTA-EC is effective in relation to Spatial Planning and Land Development.
- » In terms of resource allocation towards the realisation of the spatial and land development goals, the majority respondents found it to be effective.

Literature review Analysis

- » Non-applicability of the Spatial plans which often remain extremely broad or pitched at high level., making it irrelative to the local spaces
- » SDFs are often found to have a lot of information, statistics and data but lack interpretation in terms of analysis to get to implications and future prospects.
- » No scheme regulations are in place in rural parts of the former Transkei, the entire former Ciskei (both urban and rural, except for Bhisho) and Butterworth Town.
- » Existence of various pieces of legislation that seek to govern the land development or land use processes,
- » Capacity at local government level is insufficient to ensure appropriate administration of the planning function throughout the province
- » With the lack of reliable and up-to-date records on land use and zoning, it is impossible to expect administration to achieve the desired level of performance.
- » Although the integrated planning concept has been adopted in all local government development processes, the reality is that integration is often weak to non-existent
- » There appears to be continued dependence on a paper-based system, where all documentation and communication takes place through letter and memo's whereas information management and communication can be greatly improved and processes sped up.
- » Although legislation, regulations and by-laws may be inclusive of all the necessary provisions; these are often ignored in practice by municipalities in administration of planning matters

Based on the above, it can be deduced that the provincial SPLUMD programme should ideally aim to simplify the design of planning processes and set in place mechanisms to carry out monitoring of (i) the processes followed; (ii) compliance with appropriate qualitative standards of planning; and (iii) the implementation of plans.

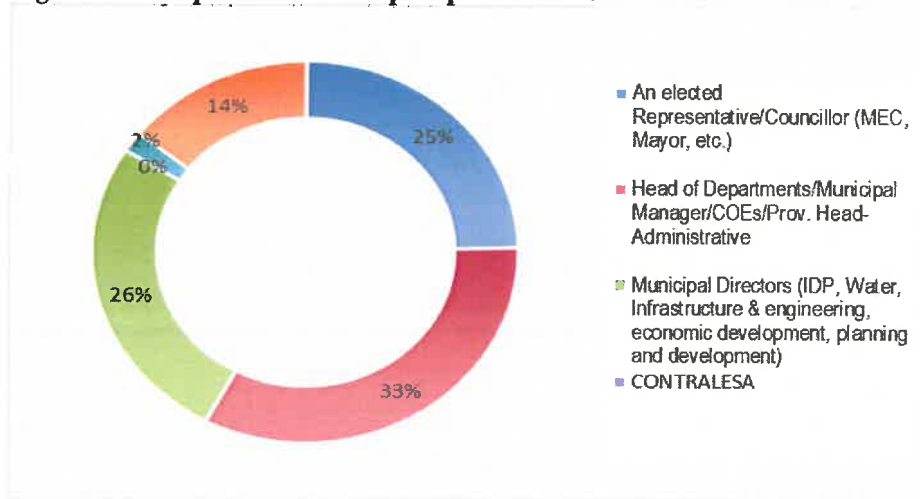
5.2 Biographical and descriptive data

The responses from the purposively selected respondents are discussed below.

5.2.1 Work Occupation

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

Figure 5.1: Respondents' work post/position rate



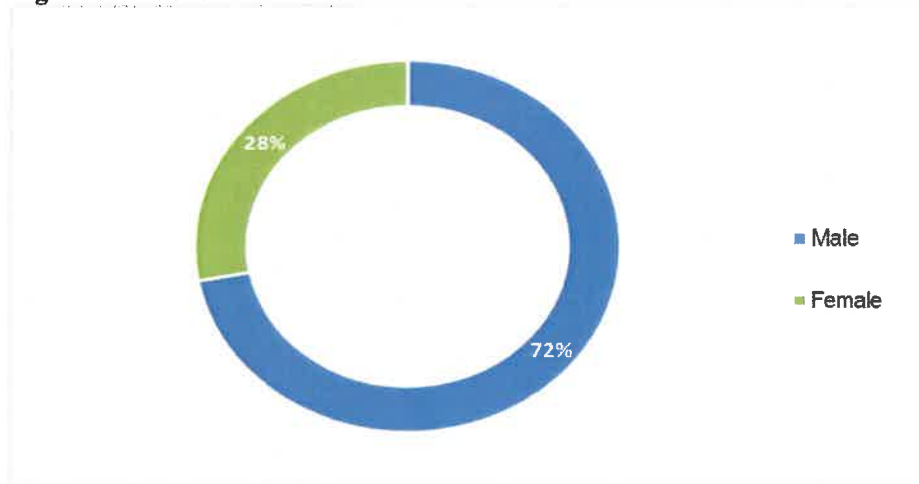
Source: Author

A majority of respondents who participated in the evaluation are at administration level (33%) and this category is comprised of Head of Departments, Municipal Managers, Chief Executive Officers for SOEs in the province, followed by respondents at a municipal technical level (26%) which includes areas such as water, infrastructure and engineering, economic development, and planning and development. The other key role players in the SPLUMD who completed the questionnaire are at political level (elective representatives) (25%). This category is comprised of Members of the Executive Council, Executive Mayors/Mayors and Councillor(s) in SOEs- such as SALGA. The forth layers in respect of other key role-players in development include District Chief Directors/Directors of sector departments as well as COGTA district directors (14%) and MISA (2%) respectively. And a 0% response illustrates no representation from CONTRALESA.

5.2.2 Gender

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

Figure 5.2: Gender incidence



Source: Author

Males constitute 72% and females 28% of the respondents.

5.2.3 Age

The respondents were requested to provide their age categories.

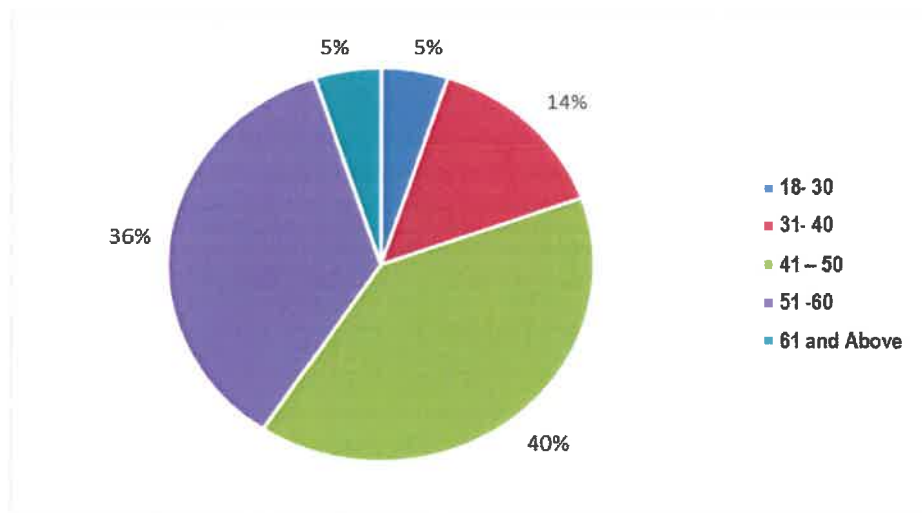


Figure 5.3: Respondents' age prevalence

The majority of respondents aged between 41-50 (40%) are political representatives, administrators (HOD, CEOs, MMs), sector department in the districts, MISA as well as COGTA District Support Centre Directors, followed by those aged between 51-60 (36%). Respondents aged between 31-40 and 18-30 account for 14% and 5% respectively, whilst the respondents aged 61 and above account for 5%. Considering the continuous nature of the SPLUM programme in the Easter Cape Province in driving inclusive development, the age

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prevalence reveals that there is likely a possible loss of knowledge and skills if there is no impartation and skills transfer to the lower-aged respondents.

5.2.4 Population group

The respondents provided their population group.

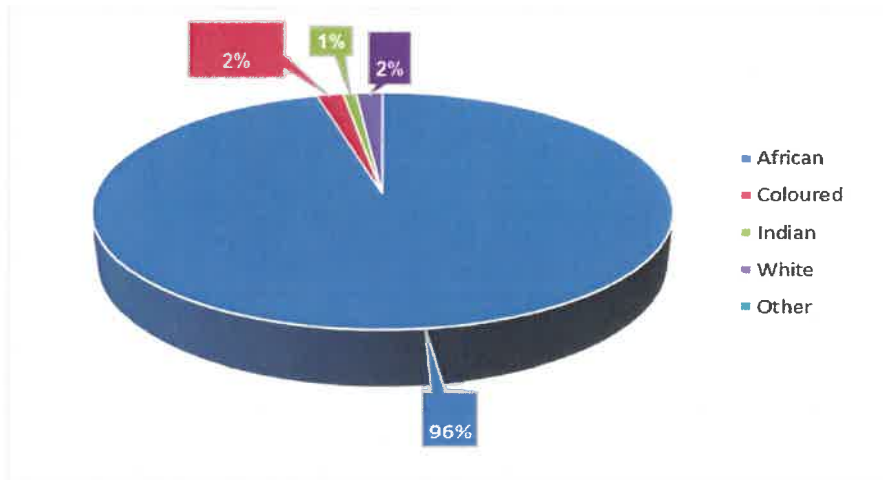


Figure 5.4: Race group rate

In terms of race categorisation from the respondents who completed questionnaire, back Africans dominate with 96% whilst coloured and whites accounts for only 2% each, and Indians account for 1%.

5.2.5 Education levels

The respondents provided their level of education in relation to spatial planning, land use management and development.

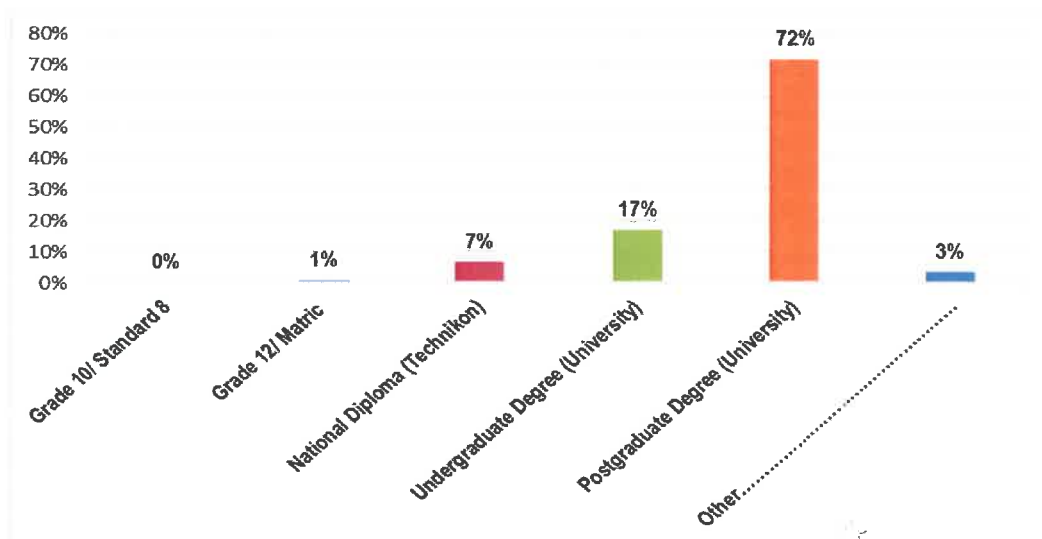


Figure 5.5: Level of education frequency

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The above figure reveals that 72% of respondents hold a postgraduate degree at university level, 17% have completed an undergraduate degree at university level, 7% have a national diploma at Technikon and 1% only have grade 12%. In respect of the 'Other' (3%), the respondents provided information that they hold postgraduate degree (such as Masters) which therefore means that the total percentage of respondents who hold a postgraduate degree is 75% (72% plus 3%).

5.2.6 Years of Experience

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

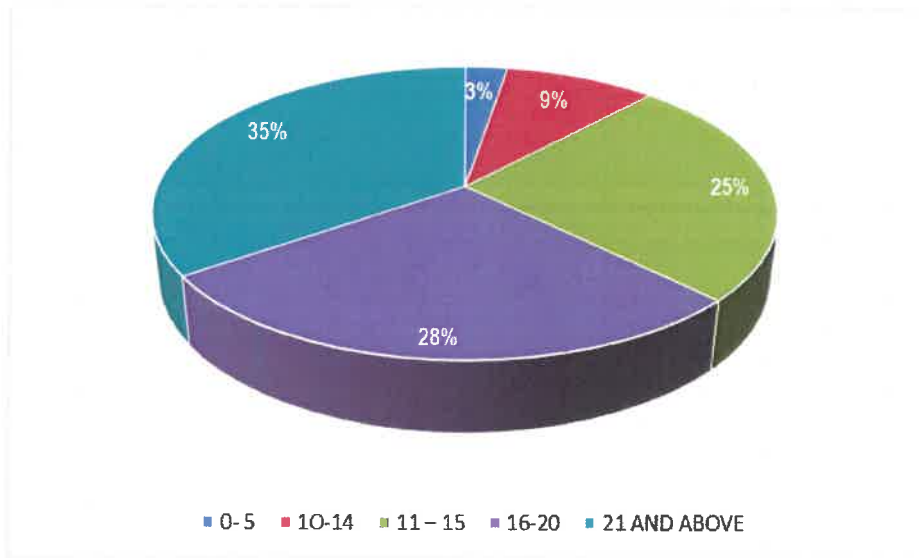


Figure 5.6: Level of experience frequency

In respect of the respondents' work experience, the results reveal that 35% of respondents have 21 and above years of experience, 28% of respondents have between 16-20 years, 25% of respondents have between 11-15 years, 9% of respondent have between 10-14 years whilst 3% of respondents have 0-5 years of experience.

5.3 Spatial Planning and Land Use Management Effective Implementation

This section of the report forwards the evaluation results on the effective implementation of the Spatial Planning, Land Use Management and Development programme (SPLUMD) based on five propositions namely:

- » **Proposition 1:** Knowledge and Understanding of the Spatial Planning, Land Use Management & Development;
- » **Proposition 2:** Systemic Implementation of Spatial Planning, Land Use Management & Development

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- » **Proposition 3:** Spatial Planning & Land Use Management Policy Environment for Effective & Efficient Implementation
- » **Proposition 4:** Stakeholder Involvement and Participation and
- » **Proposition 5:** Key Challenges Associated with The Implementation of Spatial Planning, Land Use Management and Development
- » **Proposition 6:** Recommendations

The five-point Likert response scale was used to measure the respondent's responses in each variable (statement) under the propositions, by means of rating. 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**

In some propositions, the Likert scale adopt the dependent variable statements as follows:

- 1 = **Extremely Not Effective**
- 2 = **Not Effective**
- 3 = **Not Sure**
- 4 = **Effective**
- 5 = **Extremely Effective**

5.3.1 Proposition 1: Knowledge and Understanding of the Spatial Planning, Land Use Management & Development;

Proposition 1 seeks to assess the extent to which SPLUMD implementation is understood by the role-players in the local government sphere.

1. **B1: I have in-depth knowledge and understanding of the Spatial Planning and Land Development programme**

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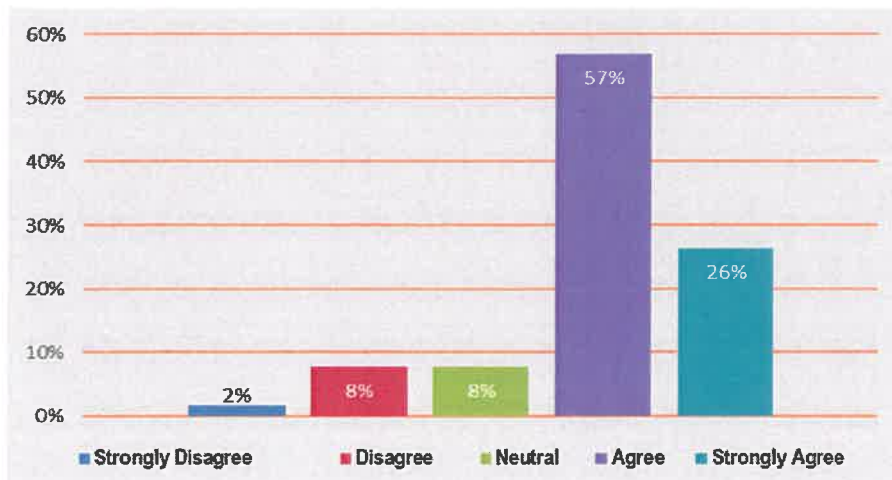


Figure 5.7: In-depth Knowledge & Understanding of SPLUMD frequency

A majority of respondents (83%) agreed (agreed and strongly agreed) regarding having in-depth knowledge and understanding of the SPLUMD against 10% who disagreed (strongly disagreed and disagreed) and 8% neutral.

2. B2: I am aware of the intended outcomes/objectives Spatial Planning, Land Use Management and Development and the associated design processes.

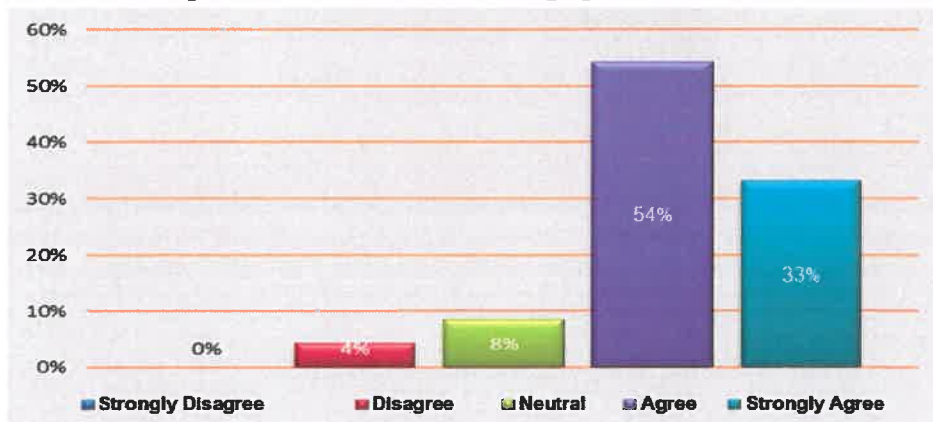


Figure 5.8: SPLUMD Intended Outcomes and Design process awareness frequency

Apart from 4% of respondents who disagreed, the majority of the respondents (87%) agreed (strongly agreed and agreed) in terms of understanding of the SPLUMD intended outcomes and design process, whilst 8% of the respondents remained neutral.

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3. B3: The Spatial Planning, Land Use Management and Development is measured through key performance measures, aligned to the SPLUMA.

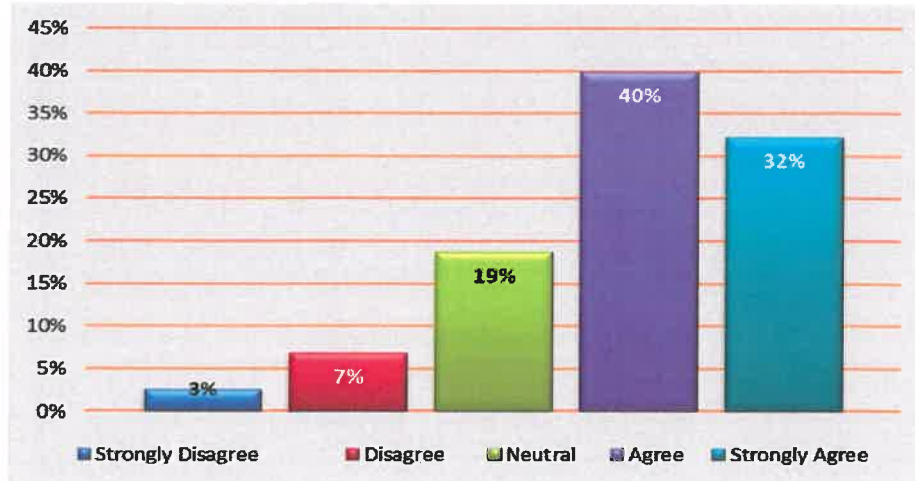


Figure 5.9: SPLUMD key measures and alignment to SPLUMA frequency

With the exception of 10% of respondents who disagreed, the majority (72%) of respondents agreed (agreed and strongly agreed) that the SPLUMD programme is measured through key performance measures aligned to the SPLUMA.

4. B4: The Municipality has relevant performance indicators/measures in place to respond to development programmes through the existing Spatial Planning System.

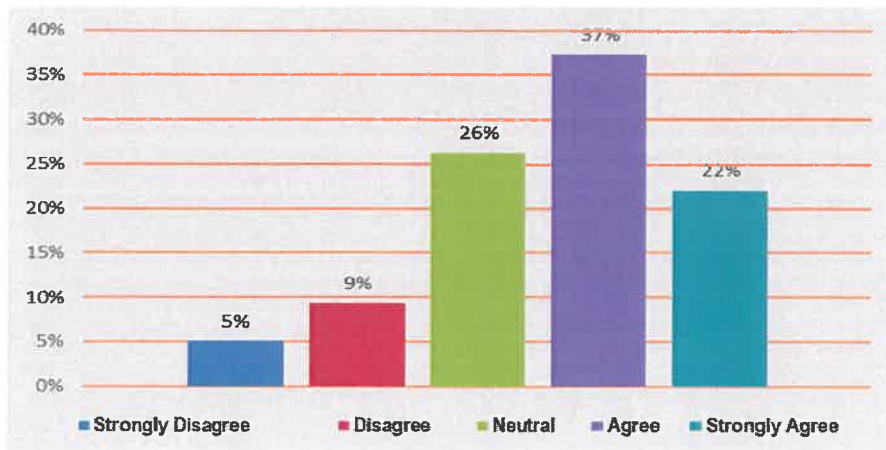


Figure 5.10: Availability of relevant performance indicators frequency

A majority of respondents (59%) agreed (agreed and strongly agreed) that the Municipalities (as targeted) have relevant performance indicators/measures in place to respond to development programmes through the existing Spatial Planning System against 14% who disagreed with the proposition whilst 26% of the respondents maintained neutral.

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5. B5: In your understating, Does the EC have all-Inclusive-Spatial Planning System?

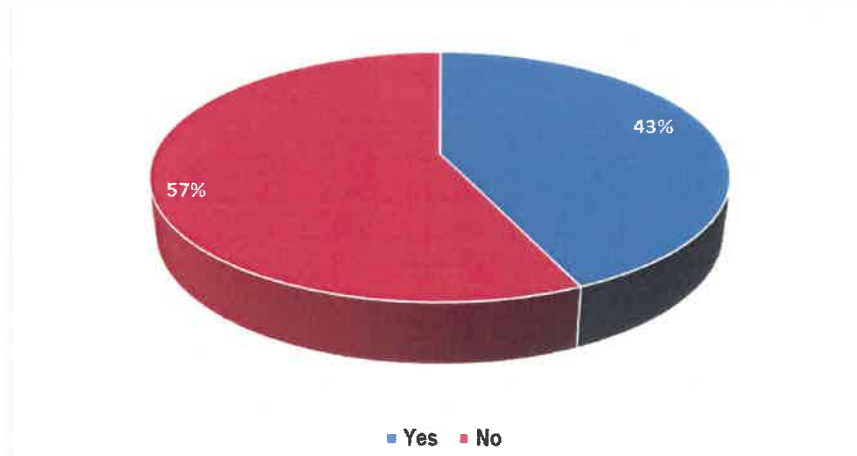


Figure 5.11: Frequency of an inclusive Spatial Plannign System in the Eastern Cape

A majority of respondents (57%) agreed that the eastern cape province has an inclusive Spatial Planning System whilst 43% disagreed.

6. B6: Does the municipality have a Spatial Planning, Land Use Management and Development Policy Framework?

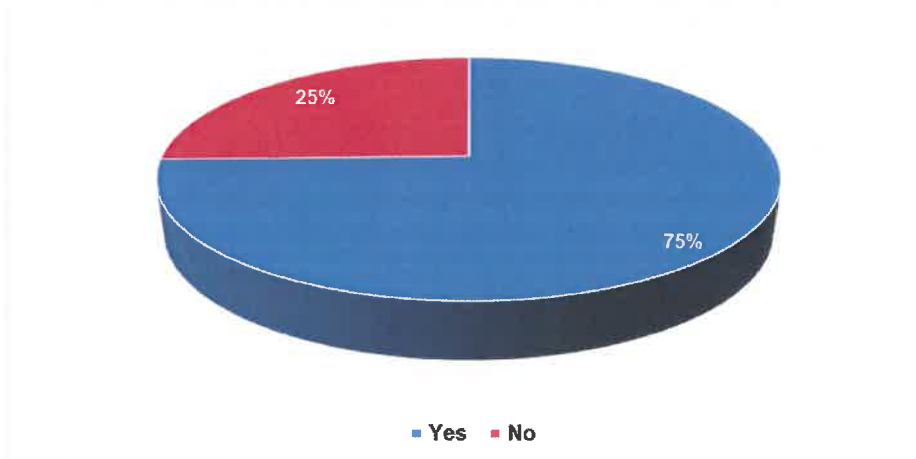


Figure 5.12: SPLUMD Policy framework a vailability Frequency

With the exception of 25% of respondents, 75% of the respondents agreed that their respective municipalities have Spatial Planning, Land Use Management and Development Policy Framework.

IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT PROGRAMME IN THE EASTERN CAPE PROVINCE

7. B7: Does the Municipality have an integrated Stakeholder Management Plan?

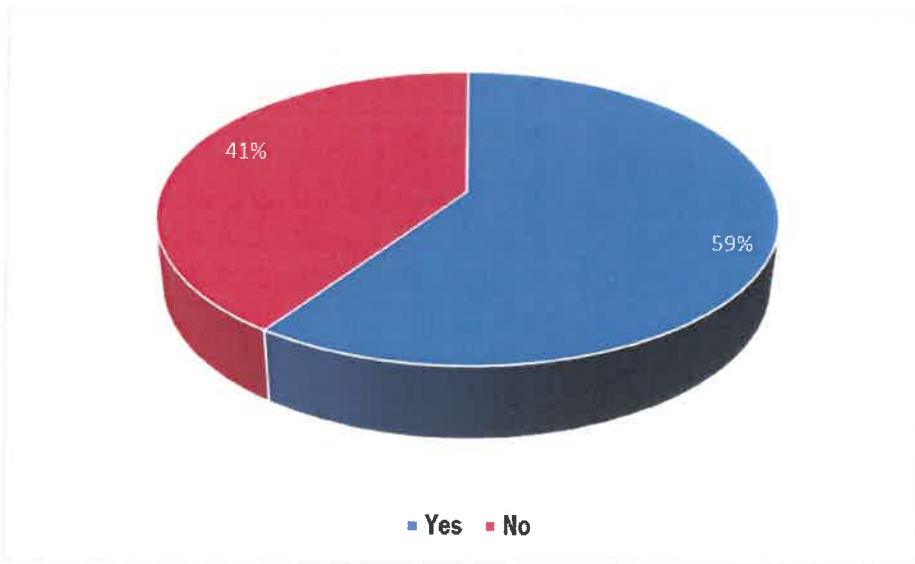


Figure 5.12: Frequency availability of an integrated Stakeholder Management Plan

A majority (59%) of the respondents recorded that municipalities have in place integrated stakeholder management in respect to SPLUMD implementation whilst 41% did not agree with the notion.

8. B8: Does the municipality involve all relevant stakeholders in the planning and implementation of Spatial Planning, Land Use Management and Development?

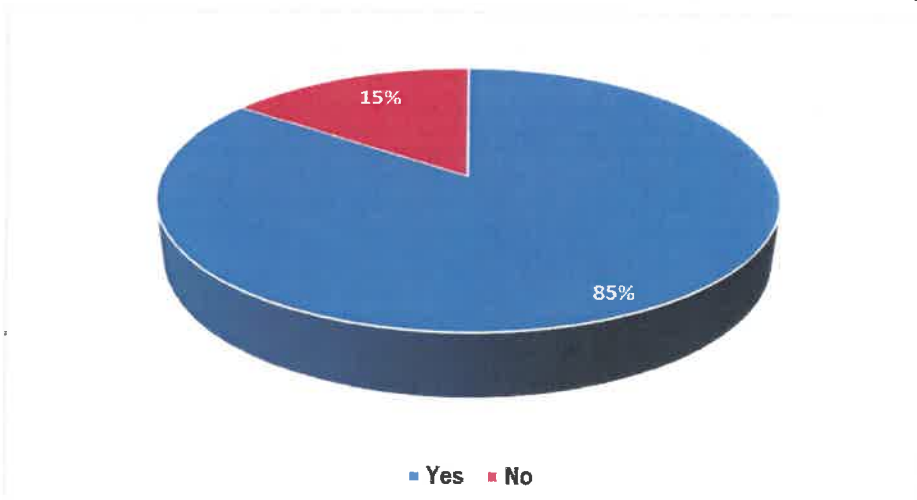


Figure 5.12: Frequency availability of an integrated Stakeholder Management Plan

With the exception of 15% of respondents who disagreed, the majority (85%) of respondents agreed that the municipalities involved all relevant stakeholders in the planning and implementation of Spatial Planning, Land Use Management and Development.

IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT PROGRAMME IN THE EASTERN CAPE PROVINCE

5.3.2 Proposition 2: Systemic Implementation of Spatial Planning, Land Use Management & Development

This proposition provides results in terms of the responses provided by respondents in respect of Systemic Implementation of Spatial Planning, Land Use Management & Development.

9. C9: The existing provincial structure for the implementation of SPLUMD allows for structured coordination and integration of support to municipalities.

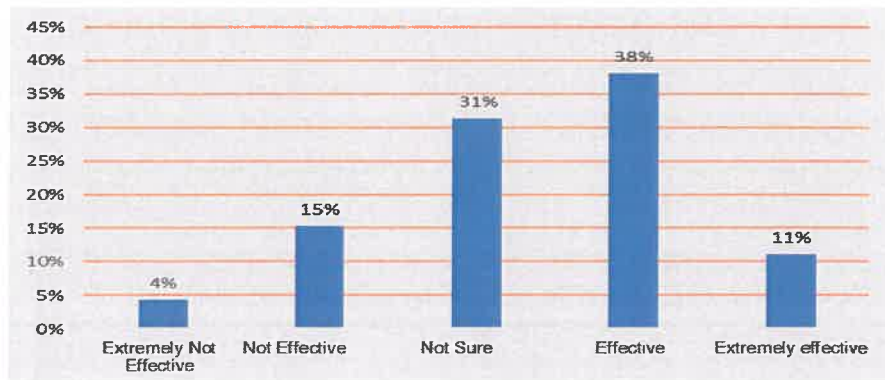


Figure 5.13: Existing Provincial Structure on SPLUMD implementation Frequency

A majority of respondents (49%) agreed (agreed and strongly agreed) in terms of the effectiveness of the existing provincial structure in the implementation of SPLUMD which further allows for structured coordination and integration of support to municipalities versus 19% of respondents who disagreed whilst 31% was unsure.

10. C10: The Municipal Spatial Planning System is comprised of structural setting/arrangement that provides for effective and efficient implementation of SPLUMD.

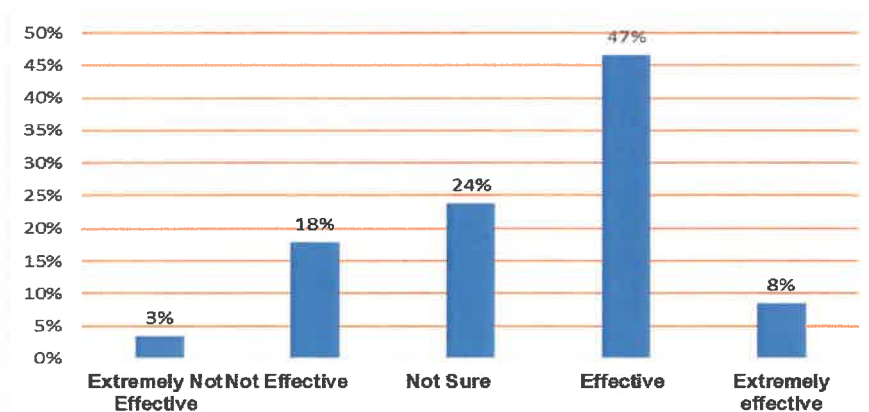


Figure 5.14: Effective and efficient implementation of SPLUMD Frequency

A majority of respondents (55%) agreed in terms of the effectiveness (extremely effective and effective) of the Municipal Spatial Planning System in providing effective and efficient implementation of SPLUMD.

IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT PROGRAMME IN THE EASTERN CAPE PROVINCE

11. C11: The SPLUMD implementation responds to current spatial, land tenure, environmental, human settlement and community demands.

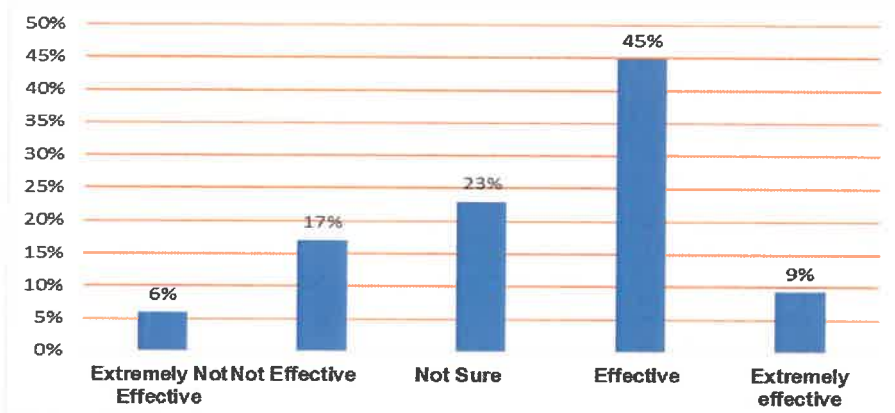


Figure 5.15: DDM Rollout Plan/Framework & Administrative Structure Frequency

With the exception of 23% of respondents who disregarded, a majority of respondents (54%) regarded (extremely effective and effective) SPLUMD implementation effective in responding to current spatial, land use tenure, environmental, human settlement and community demands whilst 23% of respondents were unsure.

12. C12: The SPLUMD implementation responds to current business support package for local economic development and infrastructure development challenges.

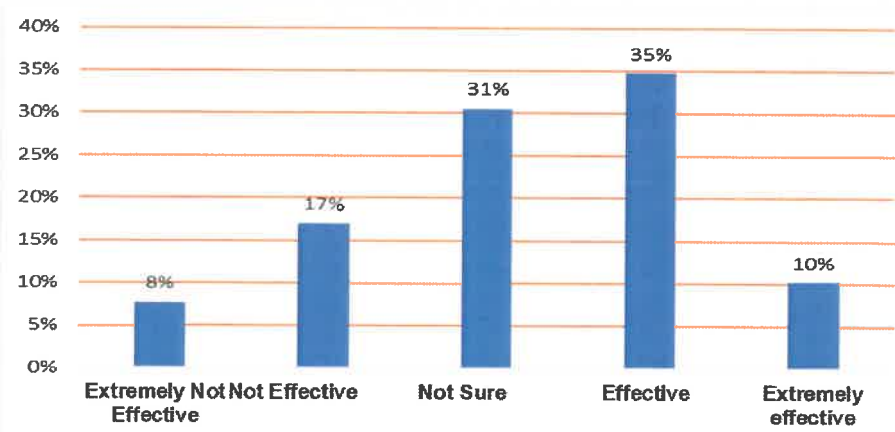


Figure 5.16: Response to business support package for LED Frequency

With the exception of 25% of respondents who disregarded, a majority of respondents (45%) regarded (extremely effective and effective) SPLUMD implementation effective in responding to current business support package for local economic development and infrastructure whilst 31% of respondents were unsure.

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5.3.3 Proposition 3: Spatial Planning & Land Use Management Policy Environment for Effective & Efficient Implementation

Proposition 3 provides an overall result of the effectiveness and efficiency of the Spatial Planning and Land Use Management Policy Framework.

13. D13: Eastern Cape Province has an enabling policy environment that allows for integrated and participatory implementation Spatial Planning, Land Use Management & Development.

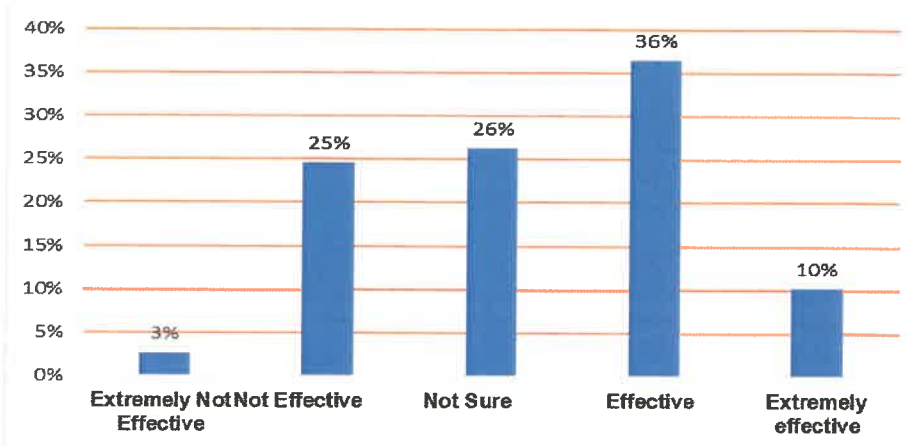


Figure 5.17: Eastern Cape enabling policy environment Frequency

A majority of respondents (46%) agreed (effective and extremely effective) that the Eastern Cape Province has an enabling policy environment that allows for integrated and participatory implementation Spatial Planning, Land Use Management & Development versus 28% of respondents who regarded the environment as ineffective whilst 26% of the respondents were unsure.

14. D14: The Municipality Spatial Planning System is characterised by effective By-Laws, human settlement, response to environmental frameworks and overall socio-economic development policy frameworks.

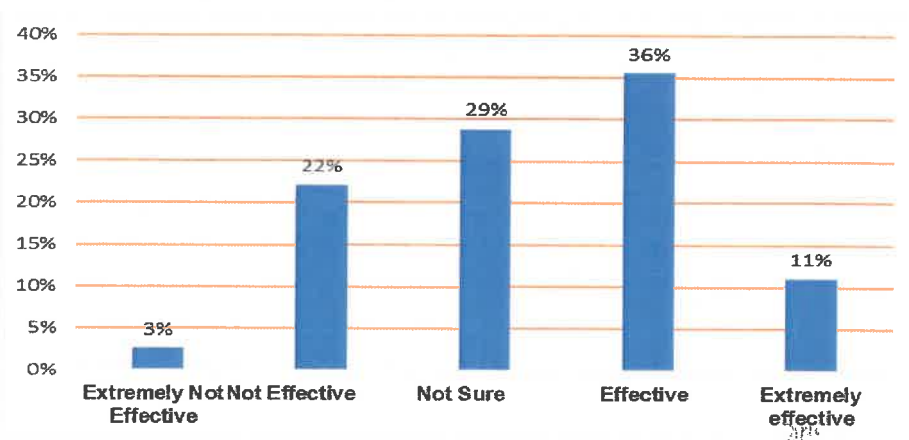


Figure 5.18: The Municipal Spatial Planning System effectiveness Frequency

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A majority of respondents (47%) regarded (effective and extremely effective) the Municipal Spatial Planning System effective in responding to environmental frameworks and overall socio-economic development policy frameworks against 25% of respondents who regarded the system as ineffective whilst 29% of the respondents were unsure.

15. D15: The SPLUMA legislation provides clear mechanisms that promote effective participation and involvement of role players in the implementation of Spatial Planning, Land Use Management and Development.

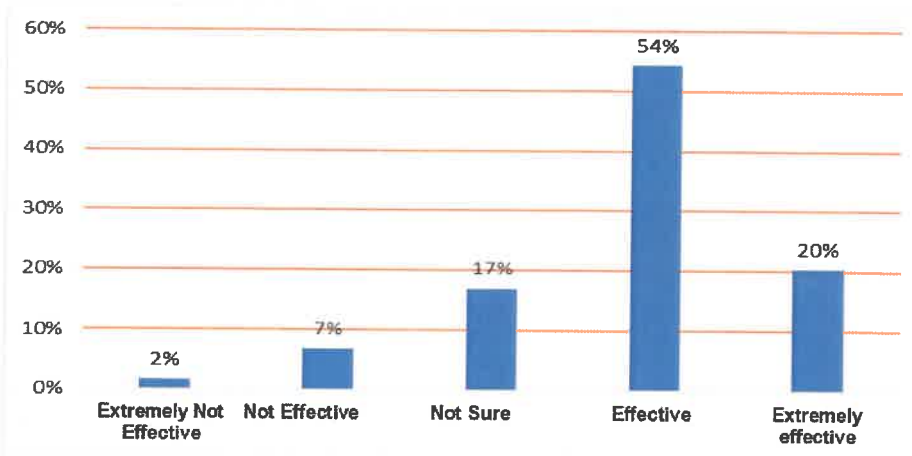


Figure 5.19: Effective participation and involvement of role players Frequency

A majority of respondents (74%) regarded (effective and extremely effective) the SPLUMA legislation effective as it provides clear mechanisms that promote effective participation and involvement of role players in the implementation of Spatial Planning, Land Use Management and Development against 9% of respondents who regarded the legislation as ineffective whilst 17% of the respondents were unsure.

16. D16: The Municipality makes adequate allocation of resources for the realisation of the spatial and land development goals.

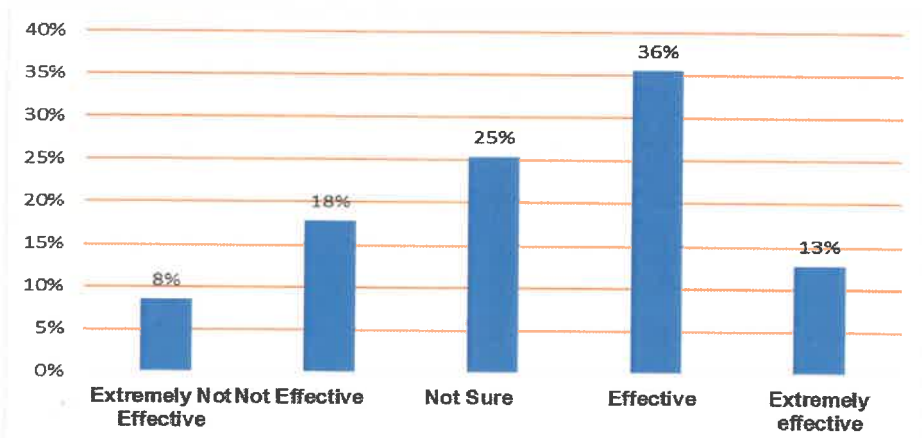


Figure 5.20: Adequate allocation of resources for SPLUMD goals Frequency

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A majority of respondents (49%) regarded effective (effective and extremely effective) in terms of the municipality making adequate allocation of resources for the realisation of the spatial and land development goals against 26% of respondents who regarded in effective the allocation of resources whilst 25% of the respondents were unsure.

17. D17: The Municipality has set aside capital budget for the development of infrastructure services.

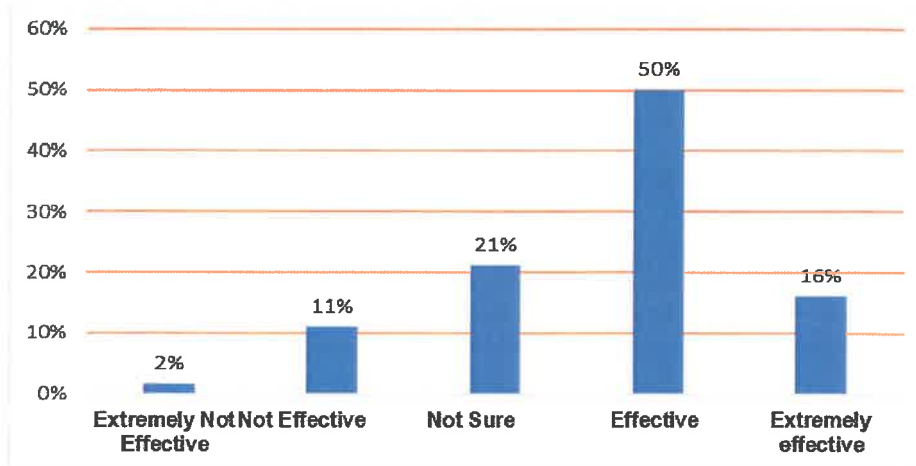


Figure 5.21: Setting aside of capital budget for infrastructure services Frequency

A majority of respondents (66%) regarded effective (effective and extremely effective) in terms of the municipality setting aside of capital budget for the development of infrastructure services against 13% of respondents who regarded in effective whilst 21% of the respondents were unsure.

18. D18: The Municipality has dedicated official(s) based on the approved organisational structure to deal with Spatial Planning and Land Use Management.

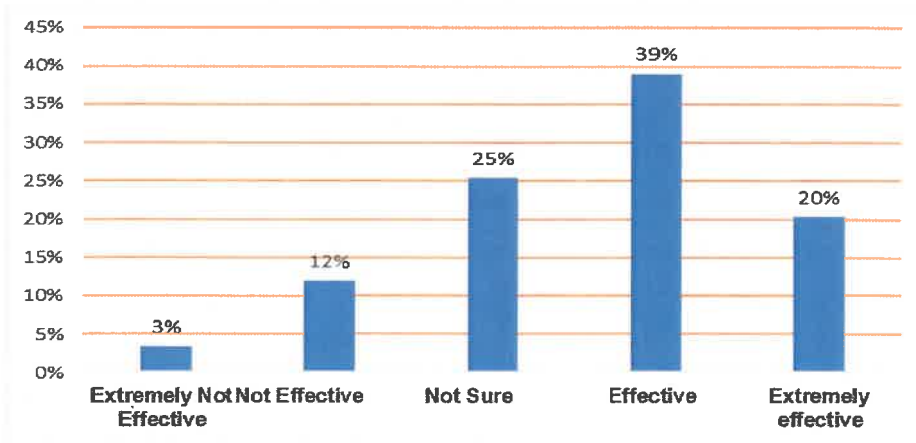


Figure 5.22: Setting aside of capital budget for infrastructure services Frequency

IMPLEMENTATION EVALUATION OF THE SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT PROGRAMME IN THE EASTERN CAPE PROVINCE

With the exception of respondents (15%), a majority of respondents (59%) regarded effective (effective and extremely effective) in terms of the municipality having dedicated official(s) based on the approved organisational structure to deal with Spatial Planning and Land Use Management whilst 25% of the respondents were unsure.

5.3.4 Proposition 4: stakeholder Involvement and Participation

Proposition 4 aimed at determining the extent to which stakeholders are involved and participate in the SPLUMD implementation.

19. E19: The Municipality Spatial Planning System is linked to integrated Stakeholder Management Plan.

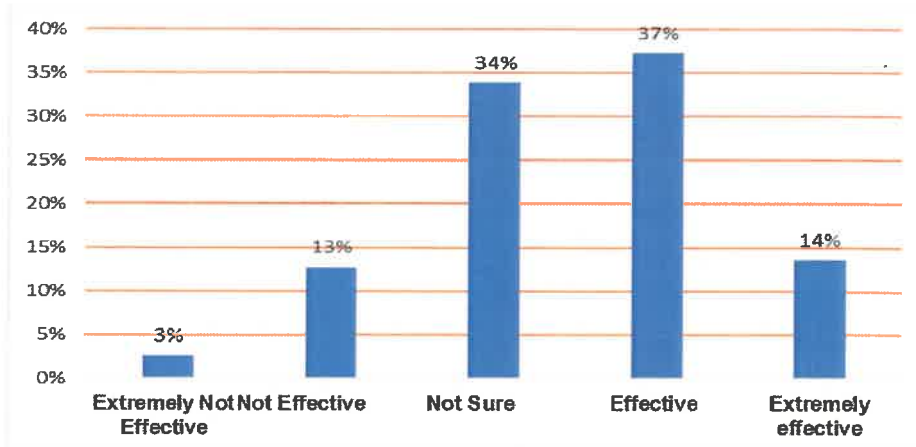


Figure 5.23: Stakeholder involvement and participation Frequency

With the exception of respondents (16%), a majority of respondents (51%) regarded effective (effective and extremely effective) in terms of the Municipality Spatial Planning System ensuring integrated Stakeholder Management Planning whilst 34% of the respondents were unsure.

20. E20: The Municipality has a clear roles and responsibilities for all stakeholders based on the integrated Stakeholder Management Plan.

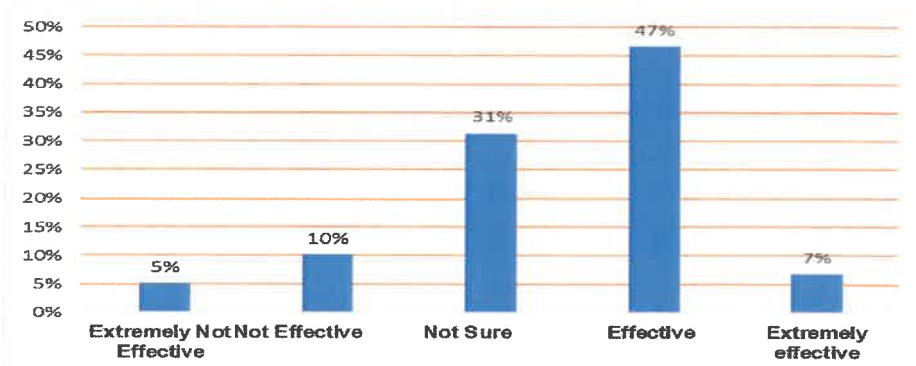


Figure 5.24: Integrated Stakeholder Management Plan effectiveness Frequency

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With the exception of 15% respondents who disagreed with the effectiveness, the majority of the respondents (54%) effectively agreed in terms of clear roles and responsibilities for all stakeholders based on the integrated stakeholder management plan whilst 31% of respondents were unsure.

21. E21: All relevant stakeholders formed part of the design and planning of the implementation of SPLUMA.

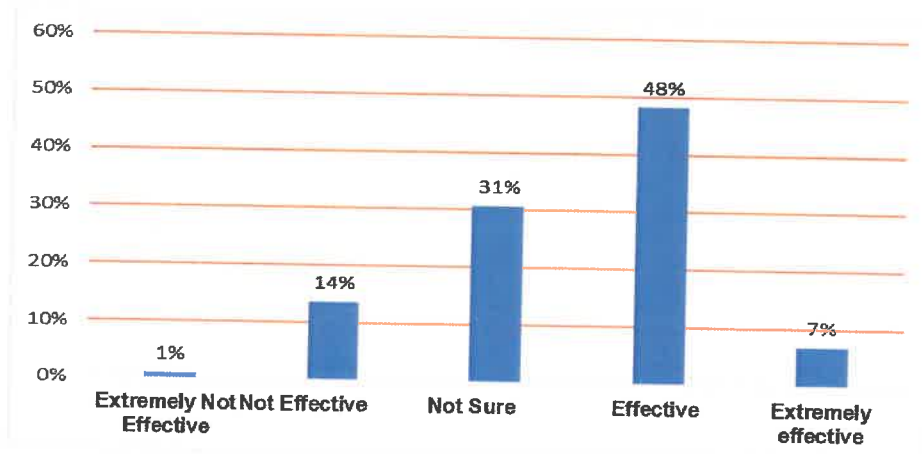


Figure 5.25: Involvement of stakeholders in the design and planning of SPLUMA Frequency

The majority of respondents (55%) effectively agreed (effective and extremely effective) in terms of the participation of all relevant stakeholders in the design and planning of the SPLUMA implementation versus 15% of the respondents who disagreed whilst 31% of respondents were unsure.

22. E22: The Eastern Cape Province (COGTA) coordinates its support to municipalities through a Spatial Planning and Land Development stakeholder management platform.

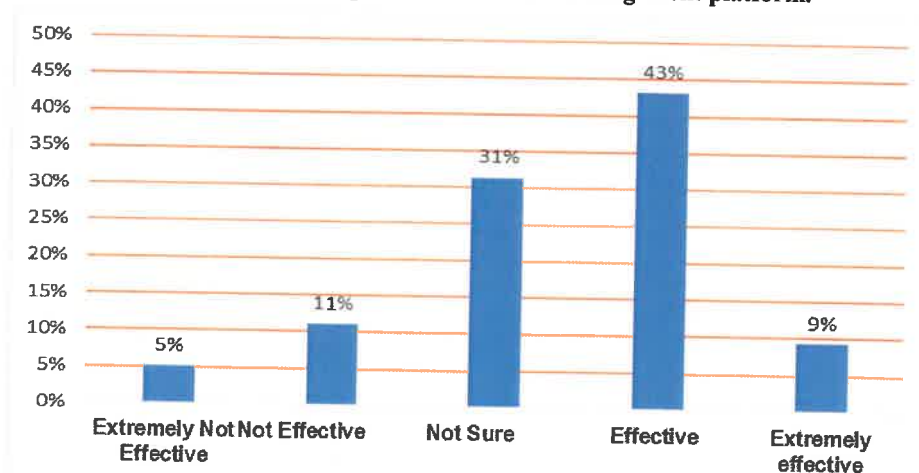


Figure 5.26: EC-COGTA's Coordination of support Frequency

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The majority of respondents (52%) effectively agreed (effective and extremely effective) in terms of EC COGTA's coordination of support to municipalities through a Spatial Planning and Land Development stakeholder management platform versus 16% of the respondents who disagreed whilst 31% of the respondents were unsure.

5.3.5 Proposition 5: Key Challenges Associated with The Implementation of Spatial Planning, Land Use Management and Development

Proposition 5 seeks to get a sense what hinders the implementation of SPLUMD.

F 23: Please list any key challenges that hinders the successful implementation of SPLUMD (NOT SPLUMA AS AN ACT).

COMMENT /RESPONSE

- Non formation of SPLUMA Tribunal.
- The issue of sites owing large amounts pf rates to the LM.
- The challenge of land claims putting a stand still on projects.
- People/citizens have little knowledge about SPLUMD.
- Lack of awareness to the community.
- Only affected people that they are well informed.
- Old Spatial Planning and Land Use Management Laws addressing challenges with the establishment of loss formal township.
- Our first challenge is the personnel to act as SPLUMD champion, another challenge is the financial resources for Local Municipalities for fully implement SPLUMD, for example some municipalities within the ANDM have not gazetted their SPLUMA by Laws, also there's a need for further engagement with other stakeholders like Traditional Leaders and Government Departments so to get the by-in that will enable a smooth implementation of the SPLUMD.
- No revenue base to employ our own planners
- No support from COGTA with planners or interns (secondment)
- Poor infrastructure affecting rate of development
- The EC Province all relevant stakeholder of SPLUMD lack of planning and coordination in support to municipalities.
- Municipalities do not have clear roles and responsibilities for stakeholders based on the alignment and integrated stakeholder Management Plan.
- Most municipalities facing limited capacity in LMs to perform functions.
- No Spatial Planning, Land Use Management and Development Policy Framework.
- Developing aligned land use schemes.
- Developing wall to wall SDF that aligned to SPLUMA.

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COMMENT /RESPONSE

- To get a professional team like town planners and GIS to assist with the assessment of applications.
- Difficult to get hold of certain stakeholders.
- Traditional Leaders and communities do not want to accept wall to wall implementation of SPLUMD.
- Land invasion due to slow development.
- Uncoordinated approach on implementation of IGR and IDP/Provincial and Local Sector Planning.
- Rural SDF – Incremental implementation.
- Land Claims and land invasion makes it difficult for the municipality to put services.
- Provision of bulk infrastructure to ensure that land is readily available for investors.
- Participation of business forum and the involvement.
- Creation of SPLUMD strategy to ensure that roles and responsibilities are clear.
- Alignment of resources and intervention from National, Provincial, District and Local.
- Budget constraints.
- Unresolved land issues which impact negatively on development
- Land claims that are not being finalised.
- Traditional Authorities are not very much interested in SPLUMD implementation
- Awareness is lacking.
- Capacity of municipalities is questionable.
- Non-financial viability of municipalities
- Land invasions.
- Limited involvement/ role understanding by traditional leaders must play on the SPLUMA prescript.
- The support from Traditional Leader.
- Lack of personnel skilled in town planning.
- No provision for organisational structure for town planning.
- Poor Coordination
- The failure to involve all stakeholders.
- Resistance or opposition from key stakeholders e.g Traditional Leaders especially if they have not been fully involved,
- Inadequate human and financial resources,
- Lack of clarity on operational guidelines or roles and responsibilities for implementation of SPLUMD.
- Legislation does not result in spatial transformation of an area.
- Without ring-fenced budgets to support SPLUMD, planning processes are hollowed out.
- Lack of By- Laws to enforce continuing with unplanned development.
- Inadequate coordination and integration
- Nonparticipants of Traditional Leaders
- Lack of land.
- Knowledge of SPLUMA

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COMMENT /RESPONSE

- The role of traditional leaders as they hesitate to participate in the implementation of SPLUMA.
- Inadequate knowledge proper planning.
- Non- involvement of stakeholders
- Land grabbing by communities.
- Selling of land by Traditional Leaders.
- Incapacity of Town Planners.
- Poor integration.
- Poor IGR.
- Land invasion the process of land disposal is very low.
- Lack of understanding by Traditional Leaders frequent stakeholder engagement.
- Common understanding of SPLUMA by Traditional Leaders.
- Capacity to consistently review-update SPLUMA.
- Alignment of SPLUMA to IDP.
- Lack of specialised personnel for SPLUMA.
- Lack of structured coordination with all stakeholders.
- Unwillingness of communities especially in rural areas to move in cases where densification is required
- Non-integrated approach in terms of planning programmes by all spheres of governed
- Lack of Planners in some LMs.
- No funding of planner's project.
- Objections from stakeholders.
- The key stakeholders like Traditional must be empowered and their roles to be clear on the implementation of SLUMD and LMs to be active on involving the Traditional Leaders.
- The EC Provincial Government does not have an approved clear Spatial Development Framework that will be able to assist with alignment of development for all spheres of government with province
- The SPLUMA is a good move for the development, but our Traditional Leaders resist the implementation. COGTA has done well for all the awareness of the programme but there is other perception on the SPLUMA by Traditional Leaders
- In depth understanding of SPLUMA purpose to the traditional authorities and minimal buy-in thereof.
- Institutional capacity in terms of policy, by-laws development and enforcement, human resources etc.
- Poor land administration by DARDLR and poor spatial and land use management in the municipalities.
- Clashes between local government and traditional authorities in terms of roles regarding land admin and land use planning (municipal versus communal areas under traditional leaders).
- Non-involvement of key sectors in SPLUMA Tribunals e.g environmental management, economic development, agriculture and land etc.
- None, as I do not have knowledge of the framework and the implementation plan.

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COMMENT /RESPONSE
<ul style="list-style-type: none"> • Lack of access to land developers is still a challenge in the region especial in the developmental land areas due to land claims. • Inability to develop SMMEs in the commercialisation areas due to high market rental value to be access by those who wish to start their own business in the commercial areas. Most if the time it accommodates those who already developed and able to compete in the market. • Lack of sense for sustainable development projects (Exploitation of natural resources). • Lack of adaptation and mitigation strategy to respond to the climate change. • Land degradation, water erosion is high and this lead to threaten the food security in this area. • Imbalance of project implementation between urban and rural areas that threatens provincial economic growth. • Inability to attract investors due to poor infrastructure and service delivery in the region. • Lack of information and data on food security, smallholder farmers, agricultural land use, agricultural stocks and foreign land ownership and exploitation has an element of less consideration of food security in the province and its prospects • Inclusion of traditional leaders. • Tough development agreement on settled land claims portions that have the ownership of CPAs. • Communal land ownership systems cause serious social dynamics that contribute negatively to land development proposals • Lack of understanding of SPLUMA process flow in effectively implementing SPLUMA and lack of internal consultation when implementing projects • Nonexistence of structures as required in terms of SPLUMA. • Lack or limited of public understanding or ignorance of SPLUMD processes. • Capability and capacity of municipal planners reviewing/approving By-Laws and processes not aligned within departments become stumbling blocks processes become check boxes as opposed to understanding development milestones and reactive rather than pro-active approaches. • Departments work in silos. • The policy has not been clear communicated to the government departments and stakeholders. • Support from traditional authorities’ cooperation from the communities’ inputs from external departments to spatial planning and land use applications and projects. • I have no challenges and I do not sit on the structure • There is no proper coordination and implementation of SPLUMA as there is benefit of doubt in local authorities (Traditional Leaders) because they believe that SPLUMA is here too de-empower them. • These are municipality related questions which we are not part of in terms of these programmes indicated here

TABLE 5.1: Challenges Associated with SPLuMD Implementation

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In terms of proposition 5 and based on the above feedback or responses from the respondents, five cross cutting factors that hinders the implementation of SPLUMD are forwarded as follows:

1. Inadequate or almost no capacity at municipal space to implement SPLUMD
2. Poor GR/coordination of technical support, to enable municipality to implementation SPLUMD
3. Non-acceptance of SPLUMA by traditional leaders and communities, and to a certain extend business sector do not participate
4. Financial resource is one critical element that hinders the municipalities to appoint qualifies planners, and no ring-fenced funds to drive SPLUMD.
5. Non-integration in the province, by sector departments to drive provincial spatial planning and land use (as this function cuts across all departments), which also contributes to poor institutionalisation of SPLUMD in the province
6. Lack of information and baseline data on development indicators, and SPLUMD.
7. Lack of adaptation and mitigation strategy to respond to the climate change

5.3.6 Proposition 6: Recommendations

G 24: Please list any key recommendations that would contribute to the successful implementation of SPLUMD

RESPONSES/RECOMMENDATIONS FROM RESPONDENTS

- Formation of the Tribunal.
- Improve GIS Capacity in improving Land Use Planning.
Customise Land Use Management tools to speak to the situation on the ground.
- Rates payments should be compulsory, failure to do so should result in legal consequences.
- Land claims procedures to be fast tracked so development may proceed.
- Providing Funding for base work or initiatives live having guiding frameworks in place, by-laws and regulations.
- Deploy capable planners that will be stationed at regional level to be the champions of the implementation process.
- Have monthly reporting structures to track progress.
- COGTA should assist municipalities with planners where a municipality cannot fund the positions in the organogram.
- COGTA to ensure that councils are aware of the compliance requirements instead of just dealing with departments.
- Robust engagement on the importance of SPLUMD at senior management at provincial level lead by COGTA.

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RESPONSES/RECOMMENDATIONS FROM RESPONDENTS

- Visibility at local municipalities on implementation and support from COGTA.
- Strengthen relationship and standardised uniform planning with Local Municipalities, regional and provincial planning.
- The SPLUMA Legislation to be revised to provide clear mechanisms that promotes effective participation and involvement of role players in the implementation of Spatial Planning, Land use Management and Development.
- Municipalities in assistance by COGTA to develop Spatial Planning, Land Use Management and Development Policy Frameworks with clear KPAs and Indicators, SOP guide tool and measurable targets.
- To strengthen awareness campaigns to communities for effective implementation by-in and support.
- Assistance with budget allocation implementation of SPLUMA (i.e SDF review, SLDF, Implementation of Housing Sector Plan) etc
- Upgrading and construction of infrastructure to ensure sound provision of basic services.
- Increase local government support.
- Finalisation of land claims to unlock land for development.
- Engagement with Traditional Leaders.
- Support stakeholder engagement.
- Strengthen IGR session enforce attendance of sector departments in IGR/TDP sessions of municipalities to coordinate planning and spatial planning principles.
- Encourage Traditional Leaders to participate.
- COGTA to assist municipalities for them to implement SPLUMA.
- COGTA/MISA to second dedicated town planners or land development officers for a period of 3 years to establish systems.
- Institutionalised SPLUMA processes municipal wide to inform spatial patterns which will influence settlements and business economic hubs positioned.
- Awareness to all stakeholders.
- Need dedicated officials to work on town planning.
- Effective coordination between Traditional Leaders and municipalities SPLUMA.
- To devise means to have traditional leaders participating in SPLUMD improve infrastructure delivery.
- It is the engagement of all stakeholders from the beginning.
- Inclusive stakeholder consultations especially in the case of Traditional Leaders and relevant communities.
- Proper prioritization of human and financial resources to ensure implementation
- Address the perception that development initiatives are tied to election cycles.
- Provide platform for active citizen participation ring fence (and protect) development funds
- Integration of municipal plans and well coordination within municipal departments.

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RESPONSES/RECOMMENDATIONS FROM RESPONDENTS

- Enhance Traditional Leaders participation.
- Developing aligned land use schemes, developing wall to wall SDF that is aligned to SPLUMA
- Public participation as to involve all the stakeholders concerned officials must get the full capacitation or the SPLUMA
- Municipalities to employ qualified Town Planners.
- Land Affairs Department to intervene through the HOTL on land issues.
- COGTA to come closer to municipalities to assist and support on SPLUMA
- We recommend that the municipal can be assisted with other challenge to implement the resolution concerned about SPLUMA and to improve the issue of land. It should be assisted by the district.
- Capacitation of official's inclusion of public participation through engagement of Traditional Leaders
- Direct support by Provincial Government to LMs in planning and application of SPLUMA dedicated unit solely responsible for SPLUMA.
- Training and Development of Local personnel to capacitate LM (Not dependent on consultants)
- Traditional Leaders not made aware of the Act and their role thereof.
- Strengthen IGR Forum and COGTA to play coordinating role.
- Strong personnel support from provincial and national.
- Develop legislation to mandate LMs to Spatial Planners.
- Capacitate and empower Traditional Leaders on their key and responsibilities on the SPLUMD.
- Traditional Leaders must take leadership especially the Reps that are in municipalities to unblock land invasion and land gap.
- Refresher trainings for traditional authorities and for councillors to avoid confused communication by these authorities.
- Refresher training to the municipal planners in order to prepare credible report to be considered by Tribunals. This will ensure decisions for this development are not delayed and effect developers negatively.
- The function is an important one and require stakeholder and sector involvement and participation. Recommend an IGR platform based on DDM principles to involve key government stakeholders and community sectors.
- Involve key sectors (environment, economic etc) in the municipal tribunals land development assessments or provide a commenting window before a decision is made.
- ECCGOTA facilitates and awareness session for all sectors of society include government departments.
- All sector department in all levels and stakeholders to be trained of the policy framework, to fully participate in the processes that are intended for the implementation of the framework.
- There must be clear roles and responsibilities for all involved.

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RESPONSES/RECOMMENDATIONS FROM RESPONDENTS

- To ensure that traditional authorities to be in a better position to understand the SPLUMA and SPLUMD.
- The region must develop adaptation and mitigation strategies to respond to the climate change.
- There are numerous capital projects that are implemented in urban and rural areas that leads to influx to urban areas, government need to balance the development while it is happening in urban areas it must also happen in rural areas to stimulate provincial economy through GNP and GDP.
- Resolving the matter of land reform automatically agriculture sector automatically there will be drastically economic growth.
- The government must do proper consultation.
- It must be inclusive and taken down to municipalities.
- Repeal and reviewal of the communal property association CPAs model for the ownership of land claimed portions.
- Training needs be considered that is directed towards the importance of SPLUMD and budgeting thereof during budgeting process.
- Breakdown silos within municipalities and EC.
- Review processes within municipalities and align them to successful implementation.
- Capacitate resources with adequate skills set.
- Introduce the use of technology/echnology into implementation
- Awareness and roadshows to the house of Traditional Leaders.
- Community awareness clear roles and responsibilities for all departments in the compilation of SDFs and in the approval of land use applications.
- Stakeholder engagement and communication of this critical policy or ACT SPLUMA

Table 5.2: Recommendations

6 CONCLUSIONS

This section presented the data collected via structured questionnaires. The lack of integration, institutional capacity, complex legislative provision emerged the overarching factors in relation to SPLUMD implementation, followed resourcing of SDF plans to drive the desired development at a local government level. The other key issue recorded is almost non-participation or involvement of Traditional Leaders in the SPLUMD programme, with the non-acceptance of the SPLUMA legislation. This is despite a majority agreement amongst the respondents that provincial government's enabling legislative spatial planning and land use management provisions, there is still a lot to be done, to ensure that role-players fully participation in the SPLUMD implementation processes.

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The evaluation literature review related findings reflected a complex provincial spatial planning and land use scenario, which compromises the realisation of the integrated SPLUMD objectives, and the intended economic growth and development. The literature review analysis also supports by the Theory of Change analysis, which reflects that the provincial government would need to revisit the existing ToC, for the successful implementation of SPLUMD, as it does provide explicit details in respect of intended impact as well as the application of the logframe principles to guide towards the realisation of the SPLUMD pre-determined objectives.

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Annexure 2: Evaluation Instruments

QUESTIONNAIRE

SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT

CODE					Q_NO

Confidentiality & Disclaimer

- » 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, etc.)	1	
Head of Departments/Municipal Manager/COEs/Prov. Head-Administrative	2	
Municipal Directors (IDP, Water, Infrastructure & engineering, economic development, planning and development)	3	
CONTRALESA	4	
MISA	5	
District Directors/Chief Directors- all Sector Departments in the Districts	6	

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

4. PLEASE INDICATE YOUR RACE		
Your Race	Answer Options	Selection(Tick)
African	1	

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Coloured	2	
Indian	3	
White	4	
Other, specify	5	

5. 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	

6. PLEASE INDICATE YOUR WORK EXPERIENCE

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

PART II: SPATIAL PLANNING AND LAND USE MANAGEMENT EFFECTIVE IMPLEMENTATION

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 SPATIAL PLANNING, LAND USE MANAGEMENT & DEVELOPMENT	1	2	3	4	5	CODE
1.	I have in-depth knowledge and understanding of the Spatial Planning and Land Development programme						B1
2.	I am aware of the intended outcomes/objectives Spatial Planning, Land Use Management and Development and the associated design processes.						B2
3	The Spatial Planning, Land Use Management and Development is measured through key performance measures, aligned to the SPLUMA.						B3

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4.	The Municipality has relevant performance indicators/measures in place to respond to development programmes through the existing Spatial Planning System.									B4						
5	<p>In your understating, Does the EC have all-Inclusive-Spatial Planning System?</p> <table border="1"> <tr> <td>Option</td> <td>Tick ()</td> </tr> <tr> <td>Yes</td> <td>1</td> </tr> <tr> <td>No</td> <td>2</td> </tr> </table> <p>Please elaborate to support your option:</p> <p>-----</p> <p>-----</p> <p>-----</p>									Option	Tick ()	Yes	1	No	2	B5
Option	Tick ()															
Yes	1															
No	2															
6.	<p>Does the Municipality have a Spatial Planning, Land Use Management and Development Policy Framework?</p> <table border="1"> <tr> <td>Option</td> <td>Tick ()</td> </tr> <tr> <td>Yes</td> <td>1</td> </tr> <tr> <td>No</td> <td>2</td> </tr> </table>									Option	Tick ()	Yes	1	No	2	B6
Option	Tick ()															
Yes	1															
No	2															
7.	<p>Does the Municipality have an integrated Stakeholder Management Plan?</p> <table border="1"> <tr> <td>Option</td> <td>Tick ()</td> </tr> <tr> <td>Yes</td> <td>1</td> </tr> <tr> <td>No</td> <td>2</td> </tr> </table>									Option	Tick ()	Yes	1	No	2	B7
Option	Tick ()															
Yes	1															
No	2															
8.	<p>Does the municipality involve all relevant stakeholders in the planning and implementation of Spatial Planning, Land Use Management and Development?</p> <table border="1"> <tr> <td>Option</td> <td>Tick ()</td> </tr> <tr> <td>Yes</td> <td>1</td> </tr> <tr> <td>No</td> <td>2</td> </tr> </table> <p>Please elaborate to support your option:</p> <p>-----</p> <p>-----</p> <p>-----</p>									Option	Tick ()	Yes	1	No	2	B8
Option	Tick ()															
Yes	1															
No	2															

Use the scale 1 (Extremely ineffective) to 5 (Extremely effective)) and put a check (X)

SCALE					
1=Extremely Not Effective	2=Not Effective	3=Not Sure	4=Effective	5= Extremely effective	

C	PROPOSITION 2: SYSTEMIC IMPLEMENTATION OF SPATIAL PLANNING LAND USE MANAGEMENT & DEVELOPMENT	1	2	3	4	5	CODE
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9.	The existing provincial structure for the implementation of SPLUMD allows for structured coordination and integration of support to municipalities.							C9
10.	The Municipal Spatial Planning System is comprised of structural setting/arrangement that provides for effective and efficient implementation of SPLUMD.							C10
11.	The SPLUMD implementation responds to current spatial, land tenure, environmental, human settlement and community demands.							C11
12.	The SPLUMD implementation responds to current business support package for local economic development and infrastructure development challenges.							C12

D	PROPOSITION 3: SPATIAL PLANNING & LAND USE MANAGEMENT POLICY ENVIRONMENT FOR EFFECTIVE & EFFICIENT IMPLEMENTATION	1	2	3	4	5	CODE
13.	The Eastern Cape Province has an enabling policy environment that allows for integrated and participatory implementation Spatial Planning, Land Use Management & Development.						D13
14.	The Municipality Spatial Planning System is characterised by effective By-Laws, human settlement, response to environmental frameworks and overall socio-economic development policy frameworks.						D14
15.	The SPLUMA legislation provides clear mechanisms that promote effective participation and involvement of role players in the implementation of Spatial Planning, Land Use Management and Development.						D14
16.	The Municipality makes adequate allocation of resources for the realisation of the spatial and land development goals.						D15
17.	The Municipality has set aside capital budget for the development of infrastructure services.						D16
18.	The Municipality has dedicated official(s) based on the approved organisational structure to deal with Spatial Planning and Land Use Management.						D17

E	PROPOSITION 4: STAKEHOLDER INVOLVEMENT AND PARTICIPATION	1	2	3	4	5	CODE
19	The Municipality Spatial Planning System is linked to integrated Stakeholder Management Plan.						E18

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20	The Municipality has a clear roles and responsibilities for all stakeholders based on the integrated Stakeholder Management Plan.							E19
21	All relevant stakeholders formed part of the design and planning of the implementation of SPLUMA.							E20
22	The Eastern Cape Province (COGTA) coordinates its support to municipalities through a Spatial Planning and Land Development stakeholder management platform.							E21

F.	PROPOSITION 5: KEY CHALLENGES ASSOCIATED WITH THE IMPLEMENTATION OF SPATIAL PLANNING, LAND USE MANAGEMENT AND DEVELOPMENT	CODE
23	<p>Please list any key challenges that hinders the successful implementation of SPLUMD (NOT SPLUMA AS AN ACT).</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>	
G	PROPOSITION 6: RECOMMENDATIONS	CODE
24	<p>Please list any key recommendations that would contribute to the successful implementation of SPLUMD</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>	

Thank you very much for your cooperation!!!!

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NOTES SECTION
