



cogta

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KWAZULU-NATAL COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

PROGRAMME THREE SYNTHESIS EVALUATION REPORT

MARCH 2019

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LIST OF ACRONYMS

ACRONYM	DEFINITION
AG	Auditor General
APP	Annual Performance Plan
B2B	Back to Basics
COGTA	Kwazulu-Natal Cooperative Governance and Traditional Affairs
DTAC	District Technical Advisory Committees
FPPI	Framework for Programme Information
IDP	Integrated Development Plan
MFMA	Municipal Finance Management Act
MPPMR	Municipal Planning and Performance Management Regulations
MSA	Municipal Systems Act
PMS	Performance Management System
SDBIP	Service Delivery Budget Implementation Plan (
SOP	Standard Operating Procedure

1. INTRODUCTION AND BACKGROUND

The KwaZulu-Natal Department of Cooperative Governance and Traditional Affairs (COGTA) delivers on its mandate by setting interventions and aligning them to specific programmes. Currently there are four programmes, namely,

- Programme one – Administration;
- Programme two – Local Government;
- Programme three – Development and Planning and
- Programme four – Traditional Affairs

Programme three contributes directly to 5 of the 6 departmental goals. The programme at a strategic level strives to achieve its goals by achieving the following:

- Strengthened Governance
- Increased economic opportunities
- Strengthened delivery of basic services
- Well Integrated spatial planning system
- Adaptation to climate change

The Department of COGTA as mandated by Legislation in Section 154 of the Constitution is to assist and support municipalities in dispensing its functions, as such COGTA has assisted municipalities, amongst others, in these areas in order to realise economic growth by:

- Investing in strategic infrastructure that unlock economic opportunities and create jobs ;
- Increased support for small enterprises and co-operatives and
- Expand public work programmes.

Over the years the Province of KwaZulu-Natal has committed to a number of interventions that are aimed at addressing the impediments to socio-economic growth such as poverty, inequality and unemployment.

In its commitment to assist municipalities in driving economic development COGTA transferred funds to KwaZulu-Natal municipalities to implement initiatives that were aimed at boosting local economic development and improving service delivery. The programmes that have been earmarked for key strategic economic growth facilitation under the Development and Planning branch are Small town rehabilitation,

Corridor development, Local Economic development, Disaster Management, Traditional Administrative Centres (TAC) and Community Services Centres.

Over the years, evaluations on how projects have been implemented were conducted. Evaluations were conducted on the following implemented projects:

- Construction of public ablutions, paving of the library and public parking in Umzimkulu;
- Boshhoek and Muden Water projects;
- Small Town Rehabilitation projects in various towns;
- KwaSani ablutions
- Evaluation of Capital projects (including Traditional Administration Councils) in the Province.

Detailed reports for each evaluation can be acquired within the Evaluation Directorate.

This evaluation seeks to thematically synthesise a number of evaluations conducted from the years 2013/2014 to 2017/2018 by the Department under programme three. Common trends will be outlined in the report on how the Department has succeeded in its implementation.

2. PURPOSE OF THE EVALUATION

The evaluation aimed to bring together findings from different evaluations conducted (between 2013-2014 and 2017 and 2018) under programme three, Local Economic Development branch and Municipal Infrastructure Unit.

3. FINDINGS

3.1 RELEVANCE

The purpose of this section is to assess the alignment of support in relation to the identified needs and priorities of the programme target beneficiaries.

Method of support

In the past the municipalities were provided with an opportunity to present their detailed business plans to the Department. The Department would then provide funding in order of priority to the municipalities requiring support. This practice was cited as good as it mostly provided the municipalities or the beneficiary with an opportunity to understand the nature of their intervention, analyse its content, and to identify the impacts of the interventions

Regardless of how the project was conceptualised; all projects implemented were regarded as certainly relevant to address the needs of the communities as most were identified through the Integrated Development Planning (IDP) processes. Furthermore, in one way or the other implemented projects attempted to work towards increasing economic opportunities where small towns were rehabilitated and delivery of basic services was realised, whereby communities were provided with basic services such as water, electricity, roads, ablutions, parking , etc. The municipalities were also able to intervene and responded to acts of violence or protests by community through funds provided by the Department to help dampen the unruly citizens.

Overall, the provision of the support was to a large extent commended to be addressing the concerns of the communities.

Communication of interventions

The municipalities engaged as well as the Department confirmed that the intentions to implement relative projects were shared with the communities. Between a municipality and the Department, there were signed agreements for the transfer of funds. Between municipal and community level, the municipalities highlighted that majority of their projects are communicated through public participation consultation of the IDP document for the period. Some also mentioned that Councillors discuss the plans to bring service delivery initiatives to the ward committee level.

On interactions with communities, particularly for small towns' rehabilitation projects, lack of communication was identified whereby most communities and residing businesses mentioned to have not been consulted prior the project inception. Other communities however highlighted that whilst they were consulted there was no full engagement and consensus on projects to be implemented in their communities. Even though appreciation is similar, for projects where beneficiaries were consulted prior implementation and those not consulted, there needs to be an appreciation for communicating of services to be implemented in order to avoid fruitless expenditure.

To a minimal extent examples of built but not used structures were found mainly because the communities did not regard the services as what they needed. An example of Ladysmith Bridge built but not used due varying design deficiencies and largely regarded as an inconvenience and health and safety hazard since it has attracted unwarranted attention from illegal dwellers.

3.2 EFFICIENCY

This section examines the extent at which economic resources are converted to results.

The department provides its support through funding support as well as project management services. For all projects evaluated, feasibility studies were conducted and the designs were developed. Regardless of this attempt, most projects experienced challenges in related to project management efficiencies. Challenges experienced were mentioned as follows:

Project Delays

All projects evaluated within project timeframes. The delays were generally associated to the following aspects

- **Planning** – for some projects it was highlighted that the time-frames were not realistic in order to complete the projects and did not factor in the climatically seasons where conditions may change.
- **Community inclusivity or benefiting** - some projects fell out of scope due to community disruptions whereby locals felt they needed to benefit through employment for the duration of a project. Other delays were due to the demands put by small local businesses for them to benefit through sub-contract.

Project management deficiencies

The Department expanded its scope of practice by providing direct support to community related projects. There were challenges raised related to the capacity of internal and municipal project managers. It was mentioned that besides monitoring through site visits and attending steering committee meetings, other elements of project management including filling of documents were lacking. Further, it was mentioned that project managers either needed to have the technical skill so they are able to keep track of processes and are able to identify issues where the appointed implementers are not implementing according to satisfactory standards.

Project Funding

The Department currently provides funding support for the implementation of projects using different methods as follows:

- Funding is transferred to the municipalities for them to procure and manage service providers including the deliverables.
- Procurement of services is done through the Department managing the Service Provider, including consultant fees.

- The Department transfers funds for the municipalities to appoint a service provider, excluding consultant fees.

Regardless of the model used, municipalities highlighted that the grant funding provided was not always enough for them to complete the projects which lead to delays. In order to complete the projects, municipalities had to use their own funds. Despite the shortage of funds transferred, majority of project funding was used for its intentions, for an example, if the department transferred the grant to a municipality, the grant would be used to build that particular project. There were exceptional cases where funds were transferred back to the Department because projects were not implemented.

Value for Money

Previous evaluations conducted did not all detail the value for money aspect due to the technicality of projects. In order to mitigate this gap, experts in the field of quantity survey were appointed to gauge the value for money on capital projects. The evaluation highlighted that whilst the funding was used for its intentions, value for money on implemented projects could not be confirmed. Quality inefficiencies related to poor workmanship was identified for some implemented projects. Some structures built were found to be in unacceptable conditions.

3.4. EFFECTIVENESS

This section looked at the extent to which development interventions objectives were achieved, or are expected to be achieved. The projects amongst other things intended to create jobs, improve the infrastructure, and to provide basic services.

On completion, most of the projects implemented were found to have provided a different environment from what it used to be. For an example,

Projects created under Local Economic Development – Small town rehabilitation, to a greater extent, the towns were beatified as intended, there were better roads, taxi ranks were built, business and investment was attracted to the small towns, hawker stalls were for small business opportunities, parks were built and used for intended purposes, including recreational and general family gatherings.

Communities within the visited areas including businesses were appreciative of the support services received and commended their municipalities for improving their towns. Other participants however highlighted the need for more sustainable jobs to be created in the towns. Further, they recommended for factories to be brought back to towns so that they can have sustainable jobs. A need to bring services to the rural areas was also raised.

Community Services – Projects, mostly TACs were delivered for the benefit of traditional communities and its leaders. Most structures were used and benefited the communities. A few exceptions were noted whereby some structures were found to have dilapidated for various reasons including maintenance and other projects not handed over to the beneficiaries.

3.5 SUSTAINABILITY

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after project or programme implementation. Projects need to be environmentally as well as financially sustainable.

Long term benefits of the projects are usually dependent on the ability to make use the services delivered and ensuring maintenance. For maintenance purposes municipalities are supposed to reserve 30% of the budget towards maintaining and rehabilitating the built structures. Some municipalities attested to the fact that they do not have a functional maintenance plan, therefore are not maintaining some of the services.

Maintenance of structures – the evaluations conducted highlighted that some municipalities did not allocate budget for maintenance. Other municipalities allocated these functions to internal staff as a mitigation measure. The allocation to internal staff however, did not always work as it was depended on the availability of internal resources (including financial and human resources). Some project such as fixing of potholes needed extra budget which was not always available.

Projects such as ablutions and parking built in small towns had a potential to generate revenue for the municipalities. However, due to technical faults the systems put in place did not produce the results. Similarly in homes, where electrification projects was done, generating revenue was not easy as some communities are not willing to pay, others illegally connected electricity to their homesteads. Leaking roofs and dilapidating structures were found in other TACs built.

4. CONCLUSION

Findings indicate that the projects implemented were mostly relevant to address the needs of the municipalities and the general community. Challenges were experienced during implementation, whereby some projects were delayed due to the shortage of funds, climate conditions and community disruptions. Issues related to project management were also identified, whereby a need for specialists' skills from the Department was identified. Most projects implemented benefited the communities and businesses, and were used. Even though communities highlighted the need for more sustainable jobs to be created, temporary jobs were created and the structures built were used. Maintenance issues were identified as major concerns since some structures were

not well maintained and not budgeted for. Revenue generating projects implemented were not functioning as expected.

5. RECOMMENDATIONS

- 1) It was noted that the Department has expanded on its operations and have included project implementation. The Department needs to source the necessary professional skills.
- 2) Previous evaluations identified maintenance of structures as a challenge - It is recommended for the department to make use of the defects and liability period for the contractor to pay related costs. The Department to assist municipalities and ensure allocation of 30% budget for projects.