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Implementation Evaluation of the Comprehensive Rural Development Programme In Dysselsdorp, Oudtshoorn Western Cape: February 2010 – March 2013

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This shorter 1/5/27 page report allows for a one page outline of the main messages that have come from the research, an seven page executive summary and a short report 25 pages to present the findings and methodology used in a language that is clear and accessible to the non-research specialist and/or for those who may not have time to read the full report.

This report has been independently prepared by Impact Economix. The Evaluation Steering Committee was responsible for overseeing the Evaluation and included the Western Cape Government's Department of Agriculture (WCDoA) and Casidra. The Steering Committee provided comments at various stages (including meetings held on 28th February and 30th May 2014) and approved reports associated with various milestones of this evaluation.

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List of Abbreviations

Casidra	Cape Agency for Sustainable Integrated Development in Rural Areas
CPF	Community Police Forum
CoS	Council of Stakeholders
CRDP	Comprehensive Rural Development Programme
CSIR	Council for Scientific and Industrial Research
DBE	Department of Basic Education
DDG	Deputy Director General
DoA	Department of Agriculture
DoH	Department of Health
DRDLR	Department of Rural Development and Land Reform
DTPW	Department of Transport and Public Works
DWA	Department of Water Affairs
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
FAMSA	Families South Africa
FAS	Foetal Alcohol Syndrome
FET	Further Education and Training
IDP	Integrated Development Planning
IDT	Independent Development Trust
ISC	Interdepartmental Steering Committee
MOU	Memorandum of Understanding
NARYSEC	National Rural Youth Service Corps
NEP	National Evaluation Plan
NEPF	National Evaluation Policy Framework
NES	National Evaluation System
NPO	Non-profit Organisations
NGO	Non-Governmental Organisation
NYDA	National Youth Development Agency
RDC	Rural Development Co-ordination
SARS	South African Revenue Service
SAPS	South African Police Service
WCDoA	Western Cape Department of Agriculture
WCED	Western Cape Education Department
WCG	Western Cape Provincial Government

Preface

In November 2011, the National Cabinet approved the National Evaluation Policy Framework (NEPF) developed by the National Department of Performance, Monitoring and Evaluation (DPME). A National Evaluation System (NES) was then developed from the NEPF. The NES includes a National Evaluation Plan (NEP) that is developed on a yearly basis starting from the 2012/2013 financial year. DPME requires that each provincial government develops its own evaluation plan (Western Cape Provincial Government. 2013).

The 2012/13 NEP earmarked 8 national evaluations for implementation in the 2012/13 financial year (DPME, 2012). One of the key evaluations was the Implementation evaluation of the Comprehensive Rural Development Programme (CRDP). This was a nationwide evaluation focusing on selected rural nodes where the CRDP was being implemented.

The Western Cape Government (WCG) approved the implementation of the CRDP in August 2009 and Dysselsdorp was subsequently chosen as the pilot site (WC DoA. 2013). The implementation of the CRDP commenced in February 2010.

The WCG approved its Provincial Evaluation Plan in March 2013. This evaluation plan included an evaluation of the CRDP in Dysselsdorp. The key objective of the evaluation is to assess the impact of the CRDP and its initiatives and to identify strategies for improving implementation of the programme in the future.

It is hoped that this evaluation will be part of a broader multi-stakeholder learning process which can contribute towards the achievement of the National Development Plan, National Outcome 7 and the following WCG's Provincial Strategic Objectives:

1. Increasing opportunities for growth and jobs;
2. Improving education outcomes;
3. Increasing access to safe and efficient transport;
4. Increasing wellness;
5. Increasing safety;
6. Developing integrated and sustainable human settlements;
7. Mainstreaming sustainability and optimising resource-use efficiency;
8. Promoting social inclusion and reducing poverty;
9. *Collapsed into Provincial Strategic Objectives 8 above;*
10. Integrating service delivery for maximum impact;
11. Creating opportunities for growth and development in rural areas;
12. Building the best-run provincial government in the world.

SIGNATORY TO BE DECIDED BY WCD_oA

Format of the Report

This evaluation report is divided into three main parts as follows:

1. Policy Summary of the Evaluation
2. Executive summary
3. Main Evaluation Report

The policy summary of the evaluation of the CRDP describes the evaluation's main policy recommendations for senior decision-makers.

The executive summary provides a snapshot of the whole evaluation. This includes the aim of the evaluation, the key findings, and the main conclusions and recommendations.

The main report provides a detailed evaluation and is structured as follows:

1. Introduction
2. Background and context
3. Findings
 - 1) Overview of CRDP including participation.
 - 2) Economic Development including Job Creation.
 - 3) Social Upliftment.
 - 4) Enabling institutional environment for sustainable and inclusive growth
 - 5) Programme design.
4. Conclusions and Recommendations
5. Annexures:
 - 1) Detailed Methodology.
 - 2) Data collection instruments including the Dysselsdorp Household Survey Questionnaire.
 - 3) Official DRDLR Media Release on Minister 2010 Nkwinti's visit to Dysselsdorp
 - 4) Overview of the Participatory Appraisal of Competitive Advantage (PACA) methodology for Local Economic Development.
 - 5) CRDP Impact on Household Income 78
 - 6) Job Creation Case Studies 80

In addition, as part of the evaluation process a detailed long evaluation report containing more detailed data or evidence has been prepared and is available.

PART I

POLICY SUMMARY

In 2013, the Western Cape Department of Agriculture (WCDoA) commissioned the implementation evaluation of the Comprehensive Rural Development Programme (CRDP) in Dysselsdorp. The aim of this evaluation is to assess the successes and challenges of implementing the CRDP in Dysselsdorp and to make recommendations to strengthen the implementation of coordinated rural development. The evaluation covered the period from February 2010 to March 2013.

Key policy findings and recommendations from the evaluation are categorised into two broad areas: 1) CRDP impacts/benefits and 2) CRDP implementation as follows:

1.1 Impacts of CRDP: Economic Development

The majority (94%) of job opportunities that have been created have been short term opportunities with very little sustainable enterprise development or private sector investment to date. However, some high potential private sector opportunities are emerging which need further support to create more sustainable jobs in the area.

A collective and shared understanding of the CRDP's key economic development objectives and opportunities in Dysselsdorp is limited and this could potentially constrain the area's future economic development potential unless jointly developed and shared action plans to unlock the area's economic potential are developed.

It is recommended that:

- 1.1.1 A facilitated rapid action planning process (using a methodology called the Participatory Appraisal of Competitive Advantage or PACA) should be initiated (see **Annexure 4** Overview of PACA). It is proposed that this is funded by the WCG and Oudtshoorn Local Municipality.
- 1.1.2 The WCDoA should establish an Eden District government-private sector CRDP task team to link and align key private sector-driven initiatives to accelerate economic development.
- 1.1.3 The results of this evaluation should be shared with the private sector partners who have an interest in either investing in the area and/or expanding existing enterprises in the region.

1.2 Impacts of CRDP: Social Upliftment

There is a fair (yet basic) understanding of the CRDP among community beneficiaries. Fifty six percent (56%) of households had at least one member who was aware of the CRDP. However, only fifteen (15%) of households had at least one person who had ever been employed in a CRDP related project. Of those surveyed, twenty-four (24%) of households had a food garden.

It is recommended that:

- 1.2.1 The CRDP Phase model should be extended from 3 years to 5 years or more in order for the impact of the CRDP on the community to be fully realised.
- 1.2.2 Community training programmes to be linked to specifically identified opportunities to ensure training programmes are demand-driven (or informed) wherever possible.
- 1.2.3 The WCG's Food Security Programme needs to be refined to include a more comprehensive approach over and above food gardens and should include a Theory of Change which shows the logic and relationships between different components of food security.

2.1 Implementation of CRDP: An Enabling Institutional Environment and Coordination for Sustainable and Inclusive Growth:

Resource constraints including challenges with obtaining financial commitments from national and provincial departments in relation to identified needs have been evident resulting in delays and/or lack of implementation of some planned projects. Financial planning and project management systems need to be strengthened to accelerate delivery.

It is recommended that:

- 2.1.1 The WCDoA reviews various options to enhance the participation of, and coordinate funding from, relevant departments in all 3 spheres including:
- Both Department of Rural Development and Land Reform (DRDLR) and WCDoA crystallise and clarify exactly what the implementation of the CRDP in Dysselsdorp should achieve (esp. regarding the economic development approach).
 - WCDoA to clarify the status of +-R30 million initially committed in 2010 by DRDLR to assist the WCG with CRDP operational funding.
 - Strengthening the CRDP project management and monitoring system to improve both the allocation of government funds to projects as well ensure that completion targets for projects are achieved.
 - The IDP project prioritisation process should form the basis for the Dysselsdorp CRDP Nodal project list as this will ensure that provincial departments have a formal agreement to commit resources to the CRDP projects.
 - Ensuring departmental Annual Performance Plans (APPs) include a section on the CRDP.
 - Refining the Dysselsdorp Integrated Framework Document (IFD).
 - Strengthening the WCDoA (development planning sub-programme) and DRDLR staff capacity per node.

2.2 Community involvement in the CRDP has been reasonable, however, governance issues are preventing adequate transparency of the CoS, involvement of and communication with all relevant community organisations and representatives, and the identification of all relevant community needs to inform CRDP planning and implementation. The DRDLR and WCDoA need to strengthen joint coordination and communication so that Provincial and National government is able to speak with one voice to the community wherever possible.

It is recommended that:

- 2.2.1 The CoS governance and election matters be finalised and that a transparent, inclusive and fair election process (facilitated by the IEC) takes place so that all relevant community sectors are meaningfully and effectively represented on the CoS.
- 2.2.2 Participation in the Intergovernmental Steering Committee (ISC) must become a Key Performance Indicator (KPI) which forms part of the performance agreements of responsible officials at national, provincial and municipal levels (e.g. obligate eighty percent (80%) attendance of ISC meetings p.a).
- 2.2.3 A formalised policy and process needs to be developed and agreed by the three spheres to guide the selection of both local contractors/service providers as well as strengthen the local labour market.

2.3 The Phased CRDP Model:

The CRDP is an ambitious long-term undertaking. The envisaged three year period set aside for the completion of the CRDP model is too short for the community to sustainably achieve the goals of the CRDP as well as see the viability of local economic development consequences.

It is recommended that:

- 2.3.1 The effectiveness and efficiency of the CRDP model should be refined (see **Figure 1** in the main report) including: extending the overall period for focused government support from 3 to 5 years; beginning the economic development phase in phase 2 and in parallel with social development; involving the private sector early on in phase 2; and strengthening the approach to aligning identified projects with existing whole-of-government programmes and funds.

Executive Summary

1. The Comprehensive Rural Development Programme (CRDP) is a national government programme implemented since 2009. The CRDP aims to mobilise and empower rural communities to take initiative and full charge of their collective destiny. With the support of the WCG, Dysselsdorp was chosen as a pilot site for the CRDP implementation in the Western Cape and implementation commenced in February 2010. In 2013, the WCDoA commissioned the implementation evaluation of the CRDP in Dysselsdorp. The aim of this evaluation was to assess what successes and challenges had been experienced, and to identify suggestions for improved implementation. The evaluation covered the period from February 2010 to March 2013.
2. The evaluation methodology included the following:
 - Developing an evaluation plan from the Terms of Reference.
 - Designing data collection instruments.
 - Conducting 37 key informant interviews with members of the CoS, ISC (incl. 3 spheres of government), the private sector and 2 focus groups.
 - Conducting a 2013 household survey of 259 households and a 2013 Institutional Survey of CoS participants.
 - Desk review of project records.
 - Data and socio-economic trend analysis (2001 and 2010 Census, 2007 Household Survey, 2010 and 2013 Dysselsdorp household surveys).
 - Analysis, synthesis, and report writing.
3. The census results show that the Dysselsdorp population decreased by 2% between 2001 and 2011 (when the 2011 population totalled 11,910). The decline is largely attributed to migration out of the area by the working population in search for jobs elsewhere (mainly to Cape Town). Approximately 18% of households (2013 Dysselsdorp Household Survey) had had someone who migrated out of Dysselsdorp to look for work between 2010 and 2013 and 9% of households (i.e. about 200 households) reported that a family member intended to leave Dysselsdorp over the next two years (2014-2015).

4. Conclusions and Recommendations

The main conclusions and recommendations and which are intended to accelerate rural development in Dysselsdorp (including job creation and poverty reduction) are categorised into the following two broad areas: 1) CRDP impacts/ benefits and 2) CRDP implementation (please also refer to the full report which contains 33 recommendations and in more detail):

4.1 Impacts of CRDP: Economic Development

- 4.1.1 **The majority (94%) of job opportunities that have been created (973 job opportunities, WCDoA Database) have been short term opportunities and there has been limited sustainable enterprise development or private sector investment to date. The cooperatives established in 2010 have not been optimally functional for various reasons. However, some high potential private sector opportunities are emerging which need comprehensive consideration and integration as well as support to create more sustainable jobs in the area.**
- 4.1.2 The level of unemployment is high and has been fairly stable over the past three years with 61% of all adults in the working age group (15 – 64 years) unemployed in 2013 compared to 62% in 2011. Levels of poverty are high with 75% of all employed adults earning less than or equal to R2000 per month and 61% of households earning less than R2000 per month/household and only 14% of households earn more than R4000 per month/household (2013 Survey). This situation negatively impacts on sustaining livelihoods and household abilities to afford services (i.e. the

- cost of services to the municipality with high levels of non-payment reported by a key informant).
- 4.1.3 Most cooperatives have not resulted in viable businesses due to a lack of funding and poor project management.
 - 4.1.4 The national government initially committed R66m to the CRDP in Dysselsdorp in 2010 (see **Annexure 3**). As at October 2013, at least R80 million had been spent in total by the 3 spheres of government i.e. the national, provincial and local combined (WCDoA database). It is not clear how much of DRDLR's promised R66m has actually been allocated and spent.
 - 4.1.5 As a relatively poor rural area, there are not many private sector investments into the area, however, there are a few important opportunities with significant potential to create jobs, increase income, and/or reduce household costs. Co-ordination of promising emerging public and private sector initiatives which are at the implementation stage should be considered for integration into an economic development plan as well as provide the necessary resources and support to secure the assistance of private sector involvement to take full advantage of potential job creation and community benefits. Promising initiatives include the Solar Power Project, private sector plans to conduct a feasibility study into the establishment of a Shoprite Usave centre, a proposed Steel Factory linked to the Solar Project, a large new planned dam (currently unnamed) in the area (just above the Kamanassie dam with 3-4 times the holding capacity of the latter and with capacity to irrigate 5000ha, likely to commence in 2017) (Agri Western Cape), and the expansion of agricultural produce processing facilities.
 - 4.1.6 However, the involvement of the private sector in the CRDP has not been fully institutionalised (i.e. organised through a coordinated mechanism) or is not well-targeted and coordinated. A shared understanding of the CRDP's key economic development objectives and opportunities in Dysselsdorp lacks amongst various government departments, the community and the private sector and this could potentially constrain the area's economic development potential in future unless jointly developed and shared action plans to unlock the area's economic potential are developed. Future economic opportunities demand a carefully and tightly coordinated and facilitated process to ensure the involvement of all key role-players in jointly taking forward these opportunities to successful implementation.

It is recommended that:

- R1 A facilitated rapid action planning process (using a methodology called the Participatory Appraisal of Competitive Advantage or PACA) should be initiated in order to develop a shared understanding (amongst key government, community and private sector leadership) of practical actions, resources, roles and responsibilities required to unlock priority economic opportunities (see **Annexure 4** Overview of PACA). Funding by the WCG and Oudtshoorn Municipality should be explored for this purpose.
- R2 The WCDoA consider the establishment of an Eden District public-private sector CRDP task team to ensure the coordinated implementation of private sector initiatives and streamline and focus combined support on high potential job-creation and economic opportunities. If desirable, this should be linked to the Economic Development Partnership's facilitation role at a District level and WCDoA should investigate this (with DEDAT).
- R3 The results of this evaluation should be shared with the private sector partners to encourage interest in either investing in the area and/or expanding existing enterprises in the region.

- R4 A municipal incentives policy must be developed by the local municipality to prioritise disadvantaged communities like Dysselsdorp. The incentives policy could e.g. provide for rates and electricity holidays.

4.2 Impacts of CRDP: Social Upliftment

The community is characterised by high levels of poverty and dependency: 81% of households are dependent on government grants and 91% of households believe that government should provide jobs for them. Almost 100% of households have access to a clinic/hospital, refuse removal and water, whereas 11% of households do not have access to household or community toilets and 14% do not have access to electricity (2013 Survey).

Levels of education have been improving (the proportion of the population with no schooling has declined consistently - (16 % in 1996, 11% in 2001 and 4 % in 2011) but education levels are still alarmingly low and are a major constraint on the community's ability to access or take advantage of potential job opportunities, including its ability to successfully operate cooperatives. Fifty six percent (56%) of households had at least one member who was aware of the CRDP, forty six percent (46%) of households had at least one member who had participated in a CRDP initiative (which included attending CRDP meetings) and thirty seven percent (37%) of households indicated one member who had attended at least one CRDP community meeting between March 2010 and February 2013. However, in only fifteen percent (15%) of households, at least one person had been employed in a CRDP related project. Twenty four (24%) of households had a supplementary food garden.

It is recommended that:

- R5 The CRDP Phase model should be extended from 3 years to 5 years or more with clear and agreed short, medium and long-term targets to ensure a sustainable impact of the CRDP on the community are fully realised.
- R6 Linking community training programmes to specifically identified economic opportunities so that these are demand-driven (or informed) wherever possible.

4.3 Implementation of CRDP: An Enabling Institutional Environment and Coordination for Sustainable and Inclusive Growth

Resource constraints including challenges with obtaining financial commitments from national and provincial departments in relation to identified needs result in delays and/or lack of implementation of some planned projects. Collective financial planning and project management systems need to be strengthened to accelerate delivery.

Approximately R80.43 million (WCDoA Database) has been spent on Dysselsdorp CRDP projects between February 2010 and March 2013. The main resource challenges are obtaining project funding commitments from national departments (e.g. DRDLR and DPW) as well as Provincial departments (e.g. WC DEDAT). Moreover, it appears that sufficient staffing capacity is under pressure of the increasing extend of the CRDP nodes as well as the intensive time demands involved in facilitating community involvement in the numerous CRDP initiatives.

It is recommended that:

- R7 The WCDoA needs to review various options to enhance intergovernmental participation, and secure sufficient resource allocation from, relevant departments in all 3 spheres including:
- a) Both DRDLR and WCDoA need to:
 - o Clarify and collectively agree on the specific aims of the CRDP in Dysselsdorp (esp. towards manifesting an integrated economic development approach).

- o Agree on key objectives and each relevant government departments' (Provincial or National) roles in supporting the CRDP implementation to secure funding/resource commitments for rural development projects (i.e. negotiate roles and joint plans).
 - b) The national DRDLR take an active role in enforcing the commitment of other national departments working on the CRDP.
 - c) WCDoA to clarify the status of the initial allocation of R30 million committed in 2010 by DRDLR, to assist the WCG with CRDP operational funding.
 - d) Strengthening the CRDP project management and monitoring system to improve both the allocation of government funds to projects as well ensure that completion targets for projects are achieved.
 - e) The IDP project prioritisation process should form the foundation for the Dysselsdorp CRDP Nodal project list to ensure that provincial departments have a formal agreement to commit resources to specific nodes. Heads of Department (HOD) should sign off on such commitments on an annual basis to enable a higher rate of concrete implementation of planned projects.
 - f) Ensuring departmental Annual Performance Plans (APPs) include alignment with relevant CRDP objectives and a clear link with interventions/ projects which support the CRDP.
 - g) Refining the Dysselsdorp Integrated Framework Document (IFD).
 - h) Strengthening the WCDoA and DRDLR staff capacity per rural node.
 - i) Strengthening mandates and roles of CRDP work group coordinators to engage with all relevant role-players and report on progress through a standardised monitoring system.
- R8 The monitoring system for the Dysselsdorp node needs to be formalised and documented in the form of a monitoring manual which confirms the key indicators (including outcome indicators to be monitored), the data sources, the roles and responsibilities, and the reporting processes. This system should include targeting the same households over time to create panel datasets and to measure trends in development. In addition, the system should integrate project data from all three spheres of government so that job and training opportunities are consolidated and monitored and reported in an integrated manner. The 2010 Dysselsdorp Household Survey database conducted by DRDLR would provide the WCDoA with a baseline data source for this purpose.

Greater community involvement in the CRDP is hindered by governance challenges and inadequate transparency of the CoS. Involvement of and communication with all relevant community organisations and representatives, and the identification of all relevant community structures need to inform CRDP planning and implementation. The DRDLR and WCDoA should develop an appropriate strategy for ensuring community participation, including effective communication strategies that will strengthen collective stakeholder engagement.

It is recommended that:

- R9 The CoS governance and election matters be finalised and that a transparent, inclusive and fair election process takes place to ensure all relevant community sectors are meaningfully and effectively represented on the CoS. The IEC should facilitate the election process.
- R10 A capacity development plan for the CoS to be developed to adequately capacitate the CoS as an effective community development vehicle which can assume management of the initial projects and other initiatives that arise from the CRDP including securing and managing funds to address community needs.

- R11 The COS continue to convene quarterly meetings where the three spheres of government (and all other relevant stakeholders) can discuss and agree on priorities and progress with implementation can be discussed.
- R12 Participation in the ISC to be considered as a Key Performance Indicator (KPI) which forms part of performance agreements of responsible officials at national, provincial and municipal levels (e.g. compulsory attendance at a minimum of 80% of ISC meetings p.a.).
- R13 A formalised policy and process needs to be developed and agreed by the three spheres to guide the selection of both local contractors as well as local labour. This policy should include ensuring that government-contractor contracts contain clear conditions (with penalties for violating these if necessary) regarding the use of local contractors and/or local labour.

The Phased CRDP Model: Social development service delivery requires dedicated resources and economic development requires high level government facilitation capacity at both the provincial and municipal levels to sufficiently leverage private sector involvement and investment towards sustained economic development. It is imperative that this process is not rushed and allows sufficient time. Finally, the process to register the CoS as an NPO has taken longer than expected, however, this is in the process of being resolved and should be pursued to ensure that a community-based vehicle is in place to raise funds on an ongoing basis and support the community's sustainable development.

It is recommended that:

R14 The CRDP model should be refined / adapted to address the following (see **Figure 1** on page 27) (note: the previously proposed PACA process in R1 should address points b-d below):

- a. The overall time-frame for focused government support should be extended from 3 years to 5 years or more in order for the impacts (especially economic development) of the CRDP on the community to be fully realised.
- b. The efficiency and effectiveness of the CRDP model and process can be improved by ensuring that the economic development phase is in parallel to the social development phase. This will ensure that economic development opportunities are identified early on in the process and inform the identification of infrastructure projects which are needed to support these economic opportunities. This will allow government to start budgeting as early as possible in the process and allow for the quicker implementation of economic development projects.
- c. Once needs, opportunities and infrastructure projects are identified, more emphasis is needed on aligning these with existing programmes and funds from the whole-of-government (incl. IDP, EPWP, CWP etc.).
- d. The private sector needs to be more strongly involved from the beginning of the process (e.g. the local chamber of commerce or a new public-private sector task team as described in Recommendation 2).
- e. The process to establish a community-based NPO should be strengthened with clear guidelines and support provided for both the NPO election and registration processes.

1. Introduction

This report presents the results of an Evaluation of the Comprehensive Rural Development Programme (CRDP) in Dysselsdorp.

1.1 Background to the evaluation

1.1.1 Comprehensive Rural Development Programme (CRDP¹)

The CRDP was approved by Cabinet (national) in July 2009. The CRDP aims to mobilise and empower rural communities to take initiatives aimed at control of their own destiny - with the support of all spheres of government. The goal of the CRDP is to achieve social cohesion and development by ensuring improved access to basic services, enterprise development and village industrialisation (DRDLR, 2009).

1.1.2 The CRDP implementation in the Western Cape Province

In the Western Cape Province, Dysselsdorp was selected as a pilot site for the implementation of the CRDP. The Western Cape Government (WCG), through the WCDoA (WCDoA), developed a five phase model to aid the implementation of the CRDP. The Western Cape Provincial Cabinet approved this model in August 2009. The five phases are Steering Committee planning, Social Facilitation, Social Upliftment, Infrastructure development and Economic Development.

Implementation of the CRDP in Dysselsdorp commenced on the 6th of February 2010 following a visit to Dysselsdorp by the Minister of Rural Development and Land Reform, in collaboration with the Western Cape Government. During the visit, Minister Nkwinti announced approximately R66 million from National government was secured for social and economic developments in Dysselsdorp. R36 million of this amount was set aside for financial compensation for the successful land claimants and the remaining R30 million for overall development of the area as part of the CRDP (DRDLR. 2010) (See **Annexure 3** for detailed report on Minister's visit to Dysselsdorp).

1.1.3 Dysselsdorp CRDP Institutional arrangements

The directorate of Rural Development Co-ordination (RDC) of the WCDoA acts as the coordinator and secretariat for the CRDP in the Province - working in close collaboration with the DRDLR.

At community level, the CRDP has established the Interdepartmental Steering Committee (ISC) and the Council of Stakeholders (CoS) which facilitate the consultation and planning processes and oversees implementation of the various CRDP projects.

The ISC is a management and coordination structure established to ensure adequate implementation capacity and to facilitate the coordinated contributions of various departments across the three spheres of government in a comprehensive approach to development in implementing targeted projects.

The CoS is a formal community structure tasked with facilitating the implementation of government projects in the community, improve communication and to organise the different stakeholder groups in the community (which include street committees, church groups, youth

¹ The CRDP background information provided in this section was adapted from the DRDLR website. (DRDLR. 2009) : <http://www.ruraldevelopment.gov.za/about-us/crdp#.UvHp9vmSySp>

groups). The intended impact of this structure is to improve social cohesion, participation and ownership of community projects.

1.2 Evaluation purpose and scope

1.2.1 Purpose

The Terms of Reference for this evaluation indicate that the purpose of this evaluation is to: “measure the extent to which the following has been achieved, with specific emphasis on promoting: economic development, social upliftment, an enabling institutional environment for sustainable and inclusive growth of the target population which consists of individuals, households, the community, the three spheres of government and the private sector towards long term socio-economic development.”

1.2.2 Scope

This evaluation focuses on the implementation of the CRDP using the RDC model and to assess if outcomes were reached towards socio-economic development in Wards 10 and 12 in Dysselsdorp from February 2010 until March 2013.

1.2.3 Key areas of investigation

The following key areas of investigation were extracted from the terms of reference of this evaluation:

- Economic development
- Social upliftment
- Enabling institutional environment for sustainable and inclusive growth

Based on the findings the evaluation will indicate the long term feasibility of the RDC model and the sustainability of the gains achieved across the social upliftment and economic development phases.

1.3 Report structure

The report is structured as follows:

1. Introduction
2. Background and context
3. Findings: Including an overview of CRDP, Economic Development, Social Upliftment, Enabling institutional environment for sustainable and inclusive growth and Programme design
4. Conclusions and Recommendations
5. Annexure

1.4 Methodology

The evaluation methodology included developing an evaluation plan from the Terms of Reference, designing data collection instruments, conducting 38 key informant interviews, 2 community focus groups, 2013 household survey of 259 households, 2013 Institutional Survey, desk review of project records, data analysis and synthesis, and report writing. A desk review of the internal project documents and other relevant literature was also conducted using national censuses (2001, 2011), past reports from DoA, DRDLR and other publicly available literature. The results of this desk review were triangulated with the results obtained from key informants and the household survey. The detailed methodology is found in Annexure 1.

2. Dysselsdorp Background and Socio-Economic Context

The Dysselsdorp community forms part of the Oudtshoorn Local Municipality, which falls under the Eden District. Dysselsdorp is divided into two wards, that is, ward 10 and ward 12. The settlement/town is approximately 20km from Oudtshoorn.

In 1996 the population was 11085, increasing to 12135 in 2001 then declining to 11 910 in 2011 (*Stats SA. 2011*). Other reports include the following statistics: the 2005 CSIR door to door survey indicated a total population of 10 518, the 2007 Community Survey recorded a population of 10277 and the 2010 Dysselsdorp Household profiling exercise indicated a much lower population of 9823.

The census results show that the proportion of the population with no schooling has consistently declined (16 % in 1996, 11% in 2001 and 4 % in 2011). The 2013 Household Survey showed that 5% of population had no schooling. This result is consistent with the census results in 2011. However, the 2010 Household survey showed that 10% of the population had no schooling.

The proportion of the population with some secondary school which has grown from 20% in 1996 (census), to 23% in 2001 (census), 23% in 2010 (2010 Household profiling survey) and then 30% in 2011 (census). The proportion of the population with Grade 12 has also grown from 3% in 1996 to 11 % in 2011. This pattern of education level suggests that the level of education is improving in the community, although the overall level is still very low.

The level of crime in Dysselsdorp slightly decreased from 2010 to 2013. The absolute numbers criminal offenses recorded by SAPS between April 2010 and March 2013 show that the total number of criminal cases decreased from 510 to 410 between 2011 and 2012; and it slightly increased between 2012 and 2013 to 416.

3. Findings

The results are organised according to the following subsections:

- a) Community awareness and participation in the Dysselsdorp CRDP
- b) Economic Development
- c) Social Upliftment
- d) Enabling institutional environment for sustainable and inclusive development and growth
- e) Program Design

3.1 Community awareness and participation in the Dysselsdorp CRDP

Community awareness of the CRDP

Fifty-eight percent (58%) of the respondents in the 2013 Household Survey had heard about the CRDP and most of these had heard about it from friends (46%) or community meetings (32%). Although the deeper comprehension of the CRDP concept is not yet fully understood, this level of awareness of the CRDP is fairly high since more than half of the community members are aware of the CRDP.

Overall participation and expenditure in CRDP related initiatives

Approximately R80mil was spent on a total of 49 different projects (between February 2010 and October 2013) in Dysselsdorp (Wards 10 and 12). Of this amount, national government departments (e.g. DRDLR, DWA) contributed approximately R37mil, provincial departments (e.g. WCDoA, WC DTPW) about R42mil, Eden District Municipality R500 000 and the Oudtshoorn Local Municipality about R6mil.

The 2013 Household survey showed that 44% of all households interviewed had participated in at least one CRDP related initiative. The CRDP related initiatives include public works programmes (Community Works Program (CWP), Expanded Public Works Programme (EPWP)), participating in a CRDP related cooperative, attending a CRDP related community meeting, participating in a CRDP community or household garden and participating in training conducted under the CRDP.

There was no significant difference between the proportions of community members who participated in the CRDP between ward 10 and ward 12. A more detailed analysis of the community's participation is presented in **Annexure 5**.

3.2 Economic development

The results in this section are presented in sub-sections are as follows:

- a) Infrastructure development
- b) Job creation under the CRDP including Cooperatives and NARYSEC

3.2.1 Infrastructure development benefits brought about by the CRDP

A total of approximately R27 million was spent on various infrastructure development projects with a total of 898 training opportunities and 852 job opportunities being created in the process. It should be noted that there were gaps of information (number of people trained and employed) on other projects suggesting that the later figures could be an underestimation.

a) Upgrading of major roads and community streets

The primary road project was the upgrade of the N12 intersection into Dysselsdorp. Approximately R 7 829 000 was spent on this project and 60 people were trained and employed on short term contracts. The road signage greatly improved general awareness of the area, improved the estatic outlook of the entrance to Dysselsdorp and job opportunities were created during the road construction process.

According to the WCDoA project database, 500 training and job opportunities were created under the upgrade of community streets. However, an official from the Oudtshoorn Municipality indicated that a total of 110 were employed under the same project in the same period. The discrepancy between the sources of information suggests that there is need for a stricter integrated reporting and monitoring system to keep track of the progress being made under the CRDP.

b) Upgrading of schools and other social facilities

The upgrading of schools created 272 training opportunities and 184 job opportunities (WCDoA database, 2013). The skills obtained during this process benefitted many community members who had no knowledge of working in such sectors.

The Poplap crèche was built to respond to the daycare gap of children born with Foetal Alcohol Syndrome (FAS) and/or HIV/AIDS. Approximately R1 640 000 was used in the construction of the crèche. According to the WCDoA project database, 94 people received training and were temporarily employed during the construction of the crèche.

c) Waaikraal Farm

Waaikraal farm is under Casidra management and employs 5 state officials. Waaikraal was upgraded in 2010 with the building of a new dam as part of the upgrade of infrastructure on the farm. The farm provides employment to an estimated 100 people for 3-4 days a week for 3-4 months of the year.

Waaikraal farm also contributes to the expansion of the Liquorice Extraction plant with which the farm has a formal agreement to distill essential oils from lavender, rosemary and geranium under production on the farm. The Liquorice Extraction plant currently employs seven permanent staff and more than 200 community members benefit from job opportunities during the harvesting period from May to August.

3.2.2 Challenges with infrastructure development projects

a) Securing Funding Commitment for Infrastructure Projects

One major concern raised by key informants was that some departments did not fulfil their commitment to provide funding for infrastructure projects. This was caused by two main issues namely: inadequate allocation of funds from the national government to the implementing departments such as the Department of Public Works and in some cases a lack of understanding of the CRDP concepts and objects by the key role player government departments. There is need to formalise the commitment of government departments to funds which have been promised.

There appears to be a need for an improved CRDP communication strategy and process (at least within Provincial government) across departments and for a way to link and align the provincial departmental budgeting processes to the CRDP.

b) Choice of infrastructure development projects

The construction of sand bag houses is an example where most key informants indicated a lack of community participation in the prioritization process. According to the WCDoA, thirteen (13) sub-standard sand bag houses were constructed (by the DRDLR) under the CRDP. There was general consensus among many key informants that this project was implemented in a rushed manner with no appropriate consultation with the local community.

c) Lack of business premises

Most key informants indicated that the community wanted to start small businesses in Dysselsdorp but there were no suitable business premises. An industrial area close to the agri-value adding facility should be considered as an option for business premises.

d) Maintenance of CRDP infrastructure

There were concerns among some key informants that there was no strategy under the CRDP to sustainably maintain the community infrastructure that had been upgraded. For instance, the upgrading of schools, streets, old age home and the clinic that was done under the CRDP was seen by most key informants as a once off project. On the contrary, a key informant at the DRDLR indicated that all infrastructure developed in the community was officially handed over to the local municipality for maintenance and ownership upon completion. Given the pressure on the Local Municipality to maintain existing infrastructures against a limited budget, it may cause delay in maintaining some infrastructure in Dysselsdorp.

3.2.3 Employment and income trends

a) Employment status

Sixty-one percent (61%) of all adults in the working age group (15 – 64 years) in Dysselsdorp were unemployed. These results correspond to the level of unemployment found in the 2010 household profiling exercise (68%) and the 2011 national census (62%). This trend suggests that the level of unemployment has been consistently high between 2010 and 2013. Fifty-three percent (53%) of employed adults were working in the formal sector, 34% in the informal sector, and 11% in private households. This represents overall employment in the community, which may not be CRDP related.

b) Average individual and household monthly income

The majority of the key informants interviewed highlighted that CRDP job opportunities available were mainly short term contracts which paid very low wages. The 2013 Household Survey, 75% of all employed adults in the community earn less than or equal to R2000 per month. Similarly, 61% of households in Dysselsdorp earn less than R2000 per month/household (with 13% of households earning no income) and only 14% of households earn more than R4000 per month/household.

c) Sources of income between 2010 and 2013

Majority (81%) of households in Dysselsdorp depended on social grants as their main source of income between 2010 and 2013. The high level of dependence on social grants in the community is consistent with the high unemployment rate that is prevalent in the community.

3.2.4 Job creation

In general, job opportunities in the community were project specific and tended to be a few months in duration. In addition, in general municipal minimum wages were paid for unskilled labourers which equate to +-R114/ day or R2280/ month (communication with Oudtshoorn Municipality). (See **Annexure 6** for two examples of case studies on how people are getting jobs)

The results from the household survey show 15% of households had at least one person who had ever been employed under the CRDP. The households who had a person employed under the CRDP indicated that that they had been recruited through the CoS (42%) followed by those recruited through a family member or a friend (28%).

Ninety four percent (94%) of the jobs created under the CRDP for the Dysselsdorp community were short term contracts. Many key informants also confirmed that most available jobs were seasonal and short term contracts which lasted a few months (e.g. 3 months for upgrade of community streets).

3.2.5 Cooperatives

a) Participation in CRDP related cooperatives

The 2013 household survey showed that 90% of the households interviewed had not participated in any CRDP related cooperative. This low level of participation supports the indication by key informants that there was very little activity in cooperatives in the community.

b) Benefits of cooperatives

Despite the failure of most, two cooperatives established under the CRDP, were doing well and providing employment to the community. These are:

- i. Houmoed farm which employs about 11 people who receive a weekly salary.
- ii. LOVTI food garden cooperative which employs 8 people.

c) Challenges in cooperatives and why?

According to internal records from CASIDRA, approximately 53 cooperatives were initially set up but there are less than 10 that are still operational.

The 2013 Household Survey showed that the major reasons were lack of funding (46%) and poor management (27%). Additional reasons for the failure of cooperatives sighted by key informants interviewed include the following internal conflicts between members, lack of skills and experience sector where the cooperative focuses on, lack of a market to sell produce (Too many cooperatives for a small market and lack of support from government.

This suggests there is need to train cooperatives in project management and then also provide the necessary financial resources (e.g. from government) to enable business stability.

3.2.6 Stakeholder suggestions for improving job creation

Most key informants indicted that the short term job opportunities were not making a great impact on reducing poverty in the community.

Stakeholders made the following suggestions to improve job creation:

- a) One common suggestion that was mentioned by most key informants was the need for a factory that manufactures products from Dysselsdorp. Given Dysselsdorp's abundant supply of labour, if a secure industrial space with adequate land, electrical and water supply can be provided the area may be attractive to investors and cost competitive for certain types of industries which source inputs/ supplies from the region.
There is discussion among community leaders of setting up a shopping mall in the community, possibly to include Shoprite/Checkers and PEP. Most key informants believe that this will create jobs for people in the community and reduce household transport expenses to Oudtshoorn. According to Shoprite, the community will eventually own the shopping complex through a community trust after a few years of paying back the contracted developer.
- b) The fruit processing facility is another potential project that could provide the much needed employment for the community members. The owner of the fruit processing facility mentioned that he is interested in exploring the possibility of an Employee Ownership Scheme so that the employees can have a greater stake in the facility. He mentioned that he would like WCG assistance to explore this opportunity further.
- c) There is strong indication the community needs to be trained in various income generating projects such as farming livestock production (Ostrich farming, piggery and poultry). Some key informants advocated for the construction of a skills development centre where the community can learn to be artisanal skills.

3.3 Social Upliftment

This section is divided into the following sections: social upliftment projects, community mobilisation and participation, social transformation and empowerment, Social cohesion, and access to basic needs.

3.3.1 Social Upliftment projects

A total of R 6 986 746.00 was spent by different government departments on social upliftment projects. Forty two (42) community members were trained and 543 received employment opportunities.

3.3.2 Community Mobilisation and Participation

a) Challenges with community mobilization

The following challenges were reportedly affecting community mobilisations:

- i. Poor communication between community members and their leaders as evidenced by people asking the same questions at every community meeting. The community does not seem to have a culture of sharing development information. There is need to strengthen the function of CoS to improve information diffusion into the community.

- ii. At the COS level, there are concerns that lack of funding is affecting community mobilisation. One key informant indicated that there was no dedicated administrative person who was working at the COS office because no one was willing to settle for it the low salary offered by DRDLR. However, the WCDoA indicated that the CoS had previously been offered an administrative person but they did not utilise the person for community mobilisation. This suggests that there is growing lack of communication and cooperation between the WCDoA and the COS.
- iii. Political tensions in the community are also perceived to be negatively affecting community mobilisation as evidenced by some community members not willing to participate in programmes on the assumption that it was being driven by a certain political party.
- iv. According to some key informants, there seems to be some level of community resistance to the CRDP due to unfulfilled promises. Most unfulfilled promises are centred on jobs and economic development of the community.

b) What do stakeholders propose to improve community mobilization?

Social media was cited as the best way to improve community mobilisation for reaching the young people in the community. However, there were concerns among key informants that social media like Facebook would not reach older community members. In addition, most key informants on the CoS agreed that a website will go a long way in improving community mobilisation.

3.3.3 Social/Community Cohesion

Successes with community Cohesion

The CRDP has facilitated social cohesion among the community structures through sector workgroups where community members meet and share ideas.

Other community programmes such as the Family Preservation, Teenage Pregnancy, Domestic Violence and Drug Abuse initiatives conducted through the Department of Social Development have seen the rate of these social problems such as crime go down. For instance, the crimes statistics from SAPS confirmed that the number of drug related crimes decreased by 34% between 2010 and 2011; and by 49% between 2011 and 2012 (SAPS, 2013).

Challenges in community Cohesion

There are wide-spread perceptions that the community is divided by politics and religion. This suggests that there is no clear vision that can be collectively agreed upon by the community.

What do stakeholders propose to improve community Cohesion?

Most stake holders suggested that the community leadership structure must first demonstrate social cohesion; then the community will follow. This suggests the CoS, ISC, Local Municipality and WCDoA should continue to work together to find common ground despite their political differences in order for the community to follow suit and benefit.

3.3.4 Social Transformation & Empowerment

a) Benefits of community empowerment

Most key informants indicated that the CoS and ISC had been very helpful in showing them how government operates and how they as a community, can participate in development.

Furthermore, the CRDP has given a voice to the community. The structure of the CRDP allows the community to identify and prioritise the most pertinent developmental challenges

they need addressed. This process has empowered the community leaders on how to select and prioritise projects.

A youth advice centre linked to the community clinic established through the CRDP. The purpose of this centre is to educate the youth on health and life issues.

The CRDP has also facilitated the establishment of a youth forum. The purpose of the forum is to mobilise youth to participate in youth programmes.

There has been a lot of skills transfer to the community through various CRDP community projects. Some key informants indicated the Oudtshoorn Municipality has often played a mentorship role to the selected local contractors working on CRDP projects in the community, thereby empowering them with various skills.

The DRDLR also conducted some empowerment workshops with local based contractors. According to a key informant in the department, the training workshops were focused on supply chain management. The training workshop was conducted in collaboration with the CoS and the WC Department of Agriculture.

b) Challenges in community empowerment?

Some community members felt that while they had received training, there were no opportunities to apply the skills learnt.

There were some concerns by some government key informants that the community was too dependent on the government to work and provide them with everything. Approximately 90.6% of the households surveyed agreed that it is the government's responsibility to provide them with employment.

c) Suggestions to improve community empowerment

There is need to increase community training programmes. Some of these skills development programmes should be targeted at community leaders who sit on the CoS and ISC. Other key informants preferred training in entrepreneurial skills.

d) Successes with Social Transformation

The CRDP through the Department of Social Development (DSD) ran diversion programmes which help children who have committed petty crimes not to repeat the same offenses.

Other private organisations/civil society are also contributing to community transformation through various programmes. For instance, Families South Africa (FAMSA) conducts a family preservation programme with parents who are enrolled at Poplap crèche. The aim of this programme was to reduce the number of children born with FAS.

e) Challenges with Social Transformation

The following challenges were highlighted by key informants:

- Lack of recreational facilities for the youth is perceived to be driving them to local taverns and drug houses.
- Lack of jobs and income generating projects is also believed to be contributing towards crime in the area.
- Repeat criminal offenders among the youth i.e. young people committing the same crime repeatedly
- Too many school dropouts mainly because the parents work on the farms and no supervision is in place for children.

f) What do stakeholders propose to improve Social Transformation?

There was a general consensus to establish skills development centre in the community where the youth can be empowered to start their own businesses and develop the community.

Given that the level of alcohol abuse in the community, many key informants advocated for more social programmes that help to reduce alcohol abuse.

Some community key informants indicated that there is need to have a centre which houses all key government departments such as SASSA, SARS and Home Affairs. These departments will help the community to easily access the government services without having to commute to Oudtshoorn.

3.3.5 Access to basic needs and services

Majority of households have access to clinics, refuse removal, water for household use, toilet and electricity (although 14% of households surveyed stated that they do not have access to electricity). However, only 1% of households have access to raw water.

3.3.6 Food security initiatives

a) Participation in food security initiatives

The household survey showed that 24% of the households surveyed in Dysselsdorp had food gardens whilst the rest of the food security initiatives had less than 5% of households participating in them.

b) Successes in food security initiatives

Most key informants indicated that the food garden was being used to feed malnourished children. According to one key informant in the health sector, the food garden also supplies vegetables to other selected patients in the community, who may not be necessarily admitted to the clinic.

The WCDoA organised a food garden competition in August 2012. This competition was well received by the community. Some key informants indicated that the competition stimulated the community's interest to work in food gardens.

c) Challenges in food security initiatives, and why?

Not all targeted respondents were interested in participating in the food security initiatives. One key example is the food gardens set up at schools. The schools officials were not in support of these food gardens because they felt the food gardens would compromise the security of the school by allowing private community members to come and work on the gardens. Despite these concerns, the food gardens still set up on the schools and they failed to succeeded.

Furthermore, there were perceptions in the community that some households that received food garden equipment were not really interested in the initiative. This is seen in some households that have received water tanks but not utilising it since it was received. This implies that the beneficiary identification process did not work as well as it was supposed to. The identification was done using the indigent list, which some community leaders say is now outdated.

Another major challenge affecting food security initiatives in Dysselsdorp is the access to water. Most of the food gardens that were not successful did not have access to adequate water for their vegetables. Although water tanks were provided (WCDoA supplied 140 water tanks), not all of the community members received the water tanks.

d) What impact has been brought about by the food security initiatives on participating households?

Food security initiatives have positively impacted the community's food security given that most recipients were poor households. For instance, the community food garden at the local clinic assists patients who are malnourished and it also provides food for the patients at the clinic.

e) Food security: Suggestions for improvement

Key informants agreed that the community should first be trained in food security initiatives such as gardening and farming before the intervention is implemented (or as part of the implementation process).

3.4 Enabling institutional environment for sustainable and inclusive growth

This section presents the results from an analysis of the institutions that were set up to support the implementation of the CRDP.

3.4.1 Dysselsdorp CoS

The CoS was established on the 13th of October, 2010. The CoS currently has 34 members representing various social sectors in the community.

a) Community awareness of the CoS

Sixty percent (60%) of the respondents interviewed during the household survey had never heard about the (CoS). There is need to increase this awareness so that the community knows the stakeholders driving the developmental processes in their community.

b) Successes in the CoS

Most key informants indicated that the CoS was able to prioritise the community needs that were identified through the Household profiling exercise conducted at the onset of the CRDP. This need was prioritised by the CoS and implemented with support from the Department of Water Affairs and the Department of Agriculture.

CoS executive members indicated that they were in the process of trying to regularise the CoS' registration as an NPO before they leave office. This registration process has, however, taken longer than it should have and has been hampered by weaknesses in the election process whereby all sectors of the community have not been sufficiently mobilised to participate in this process.

There were many challenges that could have affected the full functioning of the CoS. One key informant indicated the fact that the CoS has managed to survive and continue running from 2010 to 2013 was commendable.

c) Challenges with the CoS:

i. Meeting management issues

Many key informants indicated that there was a problem of poor meeting attendance. The actual meeting attendance data could not be obtained as neither the CoS nor DRDLR responded to requests to obtain copies of CoS meeting minutes. The researchers were informed that CoS meetings received a R50 per meeting stipend for every meeting attended (Casidra key informant). This has surely supported good meeting attendance, however as the researchers have not had access to meeting minutes it is difficult to say how effective or productive these meetings have been or whether meetings are just taking place for the sake of meetings and receiving stipends. According to Casidra records, the CoS has held 30

official meetings between August 2012 and October 2013. However, there was no record provided by Casidra and the CoS for meetings before 2012. Some key informants believe that the low attendance in the CoS was being caused by the fact that the positions are voluntary. As a result, most CoS members prioritise their fulltime jobs where they earn a salary.

ii. CoS relationship with the community

Most key informants indicated that the community was losing trust in the CoS because of unfulfilled promises. One of the major promises was that an estimated R30 million was going to be invested in the community. However, the officials did not clearly explain to the community how this investment was going to be used, thus creating a lot of unrealistic expectations in the community.

iii. Role of the CoS

There is a general agreement among the CoS members that the role of the CoS should be clearly spelt out so that the other key stakeholders such the local government can understand its role and reduce conflicts.

Another key informant mentioned that the main reason why the CoS had not performed as expected was that they did not receive any training on how they should perform the roles that they were assigned.

Some CoS members feel that the CoS is under resourced hence they cannot fully perform their duties. For instance, one CoS member indicated that sometimes use their own money to make phone calls and to travel, something that should be provided under the CRDP. However, Casidra indicated that the CoS was allocated R100 000 for use in the 3 year implementation period. There were indications from key informants that some of these funds were still available.

One key informant mentioned that the lack of commitment that was being observed in the CoS was caused by the fact that the CoS executive was not effectively communicating the progress that was being made with the rest of the CoS. This may suggest that the communication methods between the CoS executive and rest of the CoS membership needs to be improved.

iv. Election of CoS members

Key informants interviewed indicated that the few people that attended the initial meeting were elected into the CoS. According to one of the CoS members, this process did not ensure that the best people are put into the positions because there wasn't necessarily sufficient community representation.

d) Stakeholder Suggestions for improving CoS Effectiveness

The following suggestions were highlighted by key informants to improve the function of the CoS:

- Skills development on the CoS members to improve their operations.
- Clarification of roles for each member as well as the overall role of the CoS as a structure.
- The election of CoS members to allow time for sector committees to deliberate and decide on the best people to represent them.
- Community sensitization workshops to be done to educate the community on the purpose of the CoS.

3.4.2 Interdepartmental Steering committee

a) Successes

Most key informants indicated that the ISC secretariat was doing well in planning meetings. In particular, most key informants indicated that they received meeting appointments in time and also meetings minutes were sent to them well in advance.

Most key informants indicated that the ISC presented a good opportunity for different levels of governments to meet and discuss community development projects. In addition, different departments at the same level also commend the ISC structure in that it brings them closer together to discuss community development issues.

Most key informants agreed that the ISC is well represented by the relevant departments

b) Challenges in the ISC

The following challenges were highlighted by key informants:

- Poor attendance of some key members of the ISC with some departments sending different staff members at each meeting thus affecting the flow of decision making processes
- Too many sites under the CRDP in Western Cape (15 Rural Nodes), making it difficult for most senior government officials to attend all the ISC meetings.
- Lack of a legal mandate to enforce decisions made by the structure. For instance, following up departmental pledges to provide funding for a CRDP projects.
- Meeting too far apart, making it difficult to track discussions and decisions being made

c) Stakeholder Suggestions for Improving ISC Effectiveness

The following suggestions were made by key informants:

- Increase the number of ISC meetings so that the time between them is not too long and decisions are easy to follow up
- Departments represented on ISC should appoint specific people who should attend meetings
- Departments that pledge to fund projects in the CRDP should commit to their decisions.

3.4.3 Western Cape Provincial Department of Agriculture (WCDoA)

a) Successes

Given that rural development is not the main function of this WCDoA, the officials have done well in kick starting the implementation of the CRDP.

The WCDoA has employed dedicated officials working in CRDP rural nodes, although these officials are responsible for more than one node. For instance, there is an official responsible for coordinating the ISC and CoS while there is another responsible for economic development projects such as cooperatives.

The WCDoA is also responsible for the secretariat role of the ISC in Dysselsdorp.

b) Challenges in the WCDoA

There are perceptions in the CoS that the WCDoA is being driven by a hidden political agenda. This perception has crippled the relations between the CoS and the WCDoA and has subsequently affected the progress of implementing the CRDP.

Another tension that arose between the WCDoA and the CoS was on drafting the CoS constitution. The CoS wanted to draft their own constitution as opposed to having a service provider appointed by the WCDoA do it for them.

There is seems to be unresolved conflicts in the implementation of selected projects between the WCDoA and other departments such as the DBE. For instance, the WCDoA recommended that schools should have food gardens but the DBE declined saying it doesn't have the money to pay for the water that is used for these gardens and also they did not have enough workers to attend to these gardens.

3.4.4 DRDLR

a) Successes

According to one key informant at the DRDLR, the department is currently making efforts to strengthen its relationship with the provincial Department of Agriculture and a joint DRDLR and DoA management structure and meeting system is being established to address issues of coordination. This is seen as a positive step in coordination of the CRDP as it aligns the work of the two key coordinating bodies in the CRDP in Western Cape. In addition, another key informant indicated that the national DRDLR now attends more ISC than before, a move that is seen as crucial to ensure the full support of the government in the project.

b) DRDLR challenges

DRDLR has suffered from past staffing challenges which have contributed to their role and participation in the Dysselsdorp node not always being ideal.

There are indications of lack of follow up on funding that will have been pledged by Departments for CRDP projects, including an original pledge of R30 million in 2010 by the Minister of Rural Development of Land Reform (see **Annexure 3**).

The DRDLR has indicated that it intends to play the role of coordinating national departmental involvement and commitments more effectively in future and has recently increased its staff allocation to the CRDP for this purpose. In the past, the projects that have been identified and prioritised by the community have not always been synchronised with the DRDLR planning cycle and have not been implemented.

c) Stakeholder Suggestions for improving the effectiveness of the DRDLR

Most key informants indicated that they wanted the DRDLR to visit the community more often than they were currently doing.

Within the same context, key informants also indicated the need for closer monitoring of the CRDP by the national government. There is a general perception that the national government is only interested in setting up projects but is never involved in following them up to see them succeed.

An official from DRDLR indicated that their department had set up a provincial coordinating committee which will look into coordinating efforts inside the department and to look at how to provide CRDP sites with coordinated services from all the different branches they have. This structure was formed in November 2013 and it's designed to meet on a monthly basis.

One key informant from the DRDLR indicated that there was a need for a platform where the DRDLR and WCDoA can meet as the two main coordinating structure of the CRDP to discuss project implementation. The suggestion was that the two main structures meet on a quarterly basis.

3.4.5 Municipality

This section challenges in the Local Municipality in relation to the CRDP as reported by key informants.

a) Challenges

Most key informants interviewed in the COS claim that the Municipality does not approve and implement the projects that would have suggested. Furthermore, most key informants indicated that there are constant fights between the COS and the municipality, much of this conflict seems to emanate from lack of transparency between the two structures. There is need for better communication strategies between the two structures to reduce the conflict. Many CoS key informants indicated that the municipal officials appointed to the CoS were not attending the CoS meetings regularly. On the other hand, one key informant at the Municipality indicated that there was no one who was specifically designated to represent the Municipality on the CoS. There were three officials who alternated to attend and in some cases they would assume the other has gone when there was no one who had attended the meeting.

One key informant suggested that the projects that are prioritised by the Municipality were different from those that were prioritised by the CoS. Another key informant indicated that the IDP manager from the Municipality was currently not involved in any implementation of the CRDP. This suggests the reason why there is a lack of sync between the CRDP and the IDP projects.

There are perceptions in the community that they are just chasing numbers without properly implementing a following up on projects. For instance, they set up so many cooperatives but only a few operated

The limited budget does not allow the department to implement all the projects that they have on the plans, which ends up reflecting badly on them.

b) Stakeholder suggestions for improving the effectiveness of the Municipality

There is need to synchronise the IDP with the CRDP so that there is no duplication of efforts developmental projects. Furthermore, key officials such as the IDP manager for the local Municipality should be involved in the CRDP main structure such as the CoS and the ISC.

3.4.6 Private Sector Participation

This section presents the findings obtained in the evaluation on the involvement of the private sector in the CRDP.

a) Challenges in private sector involvement

The general observation among most key informant was that there was very little involvement of the private sector in the CRDP and that it was important to strengthen participation by establishing an appropriate structure or mechanism for this. Many key informants expressed concern over the lack of strategies by the CoS and ISC to attract big and investors into the community.

Private sector involvement is also being affected by political challenges and instability at Municipal level. One key informant in the private sector indicated that there were some private companies that wanted to start operations in the community but they could not be given operational licences by the local government. This red tape associated with getting licenses is believed to have scared away some other potential private sector companies from investing in the community.

There is a general perception in community key informants that the private sector often seeks to make a profit from a community. However, Dysselsdorp does not have much opportunity for the private sector to make profits directly from the community hence there is little involvement of the private sector in the community. Other key informants also expressed concern that involving the private sector in the development of Dysselsdorp would

increase the chances of the community being exploited. To counter this exploitation, some key informants suggested that the government monitors closely the operations of the private sector to protect the interests of the community. In addition, the design of private sector-community partnership vehicles must be done carefully to ensure such partnerships do produce benefits to the community and that the community is adequately empowered to participate effectively in these partnerships.

b) Future planned private sector initiatives

The following three private sector initiatives have recently emerged and are in the planning stage:

- a) Dysselsdorp Re-Power Solar Power Project (With a potential of giving the community a 30% share which will be administered through a community trust.)
- b) Steel Frame Factory (to put up a steel factory that will be registered under a community trust.)
- c) Retail proposals incl. Shoprite U Save centre and Retail Value Chain Model

c) What are the stakeholders' suggestions to improve private sector involvement?

The following suggestions were made by key informants to improve private sector involvement:

- The local Municipality should offer incentives (e.g. reduced tax rates, rentals and electricity) to business people willing to invest in Dysselsdorp community.
- local Municipality should offer incentives (e.g. reduced tax rates, rentals and electricity) to business people willing to invest in Dysselsdorp community.
- Business people from Commercial agriculture should be involved in the ISC or a specialised CRDP related private sector structure.
- Construction of a flea market and petrol station with public facilities such as toilets, guest houses and retail shops. Their belief is that this set up would expose the Dysselsdorp community to potential investors who may pass through the area.

3.4.7 Coordination of the structures under the CRDP

a) Successes in CRDP coordination

The national DRDLR has been making efforts to build the relationship between the different political administrations at national and provincial levels through meetings so that they support each other in projects for the communities. According to a key informant at the DRDLR, the meetings are supposed to ensure the community sees the government and not a political party driving the CRDP.

There are indications that some departments within the CRDP are working well together, for instance, the Department of Social Development and the Department of Basic Education. According to one key informant, the officials representing these two departments on the ISC have managed to implement several successful social programmes under the CRDP.

The concept of the ISC has been very helpful in informing government departments on what other departments are doing under the CRDP. According to one ISC key informant, this has helped departments to collaborate and reduce duplication of efforts in the program implementation.

b) Challenges CRDP in coordination

The main challenge is that there is a lot of influence that comes from many different political affiliations, which makes it difficult to coordinate projects effectively (e.g. the national government party and the provincial party). One key informant suggested that there should be proper communication and feedback mechanisms between the role players in the CRDP to reduce the chances of creating tensions within the community.

c) Coordination between the CoS and WCDoA

There were concerns in some CoS members that the WCDoA is imposing contractors on them, for instance, one CoS member indicated that the WCDoA appointed contractors to draft the constitution for them but the job was not done. The constitution was one of the key requirements for the CoS to register as an NPO. According to this CoS member, the CoS preferred to independently register themselves as an NPO as opposed to having a contractor do it for them, a situation that reportedly slowed down the process.

d) Communication between the CoS and WCDoA

The CoS members raised the concern that they are not always well informed about how some funds of the CRDP were being spent. One key informant alleged that the CoS was promised funds by the WCDoA but they did not receive anything and were only informed when some of the funds had already been spent.

This gap in communication shows that there is need to strengthen the communication and coordination between the COS, the Local Municipality, ward council and the community. Obviously the WCDoA and DRDLR needs to be added here.

e) Coordination

One official at the national DRDLR indicated that coordination between departments started off very well when the CRDP was started in Dysselsdorp. However, the lack of a strategy to keep the momentum of the project implementation affected most role players in the program. This resulted in many of them losing interest in the program.

Some key informants indicated that government officials who are coordinating the CRDP in Dysselsdorp are responsible for too many areas, which subsequently affects their effectiveness. For instance, one key informant mentioned that the government personnel never spend enough time with the Dysselsdorp community because they were always in a hurry to get to the next region or town. The key informants indicated they needed a dedicated person to coordinate the activities of the CRDP so that they achieve more.

Some key informants mentioned that the political difference between the province and the national leadership has an effect on the coordination of the CRDP in the province. The national and the provincial offices are held by different political parties, a situation that makes it hard to coordinate programs.

Some local government officials were reportedly not allowing the any project activities to be done in the community if their department was not involved. This affected the coordination process.

f) Suggestions for improvement in coordination of the CRDP

One key informant mentioned there was need for more transparency especially on the use of funds that are availed for the implementation of the CRDP. The lack of proper communication and feedback had resulted in some officials assuming that there is fraud or abuse of government money that is meant for the CRDP.

There is a general perception that the national government should be more involved in coordinating the programs so that departments involved do not deviate from the agreed budgets and activities.

Some key informants indicated that the some officials chosen to facilitate the CRDP on the COS were not competent enough for those positions. It was suggested that the community should carefully considers an individual's competence before they assign them a role in facilitation of any activity under the CRDP in the community.

According to one key informant at the national DRDLR, there is need to encourage the spheres of government that belong to different political parties to work together towards achieving a common goal in under the CRDP, rather than blame each other for lack of development.

There are indications that there is need to create a platform where officials can meet and discuss the progress being made in the CRDP. Under the current situation, the different role players in the CRDP only meet during the ISC meetings which are not regularly held and narrowly focus on projects rather than the bigger development progress.

3.5 Programme Design

The section is divided as follows: Project identification and prioritisation, Project implementation and overall effectiveness of the Phase Model

3.5.1 Project identification and prioritisation

There was a community consultation that was done at the onset of the CRDP. The community was then asked to prioritise the community needs they had suggested. The community prioritisation process worked well. However, some key informants indicated that there are instances where community structure such as the ISC and COS made decisions for the community because they did not have the time to conduct community consultation meetings.

Another concern raised by the key informants was that the time given to the community to identify and prioritise projects was too short. Since this was a new concept being introduced to the community, the general feeling was that more time was going to be given for the community to respond.

3.5.2 Project implementation

There were also perceptions that the CRDP was driven by a political goal rather than service delivery. Some key informants indicated that most infrastructure projects were done in a very short period because there were senior political officials visiting the community.

There is need to include the IDP office in the CRDP structures such as the ISC. This will ensure that the IDP projects are aligned with the CRDP projects. Furthermore, it will give more power to the Local Municipality to assist in driving the implementation of the prioritised projects.

There were suggestions that the CRDP should have assigned mentors to the community members starting their projects. The feeling is that the mentors would help establish the newcomers in their projects. One example where mentorship was suggested was in farming.

3.5.3 Overall effectiveness of the Phase Model

Most key informants indicated that the model would really work well if more time was allowed for each of the phases.

The phase model of the CRDP implementation took almost a year to set up. This year long delay also cascaded to all other phases in the project.

The majority key informants felt that 3 year period was too short to see the impact of the CRDP in Dysselsdorp. This concept of community structures such as the ISC and COS needs time for the community to fully grasp. As result, there seems to be very little progress made on the CRDP because most of the implementation had just started and is still on-going.

There are indications that the model does not sufficiently incorporate the IDP in the CRDP process which means council cannot make decisions about roles, priorities and budget allocation towards the programme if some priorities fall outside of the IDP.

Some key informants felt that the CRDP scope is too wide and needs to be more focus and narrowed down.

4. Conclusions and Recommendations

This section contains conclusions and recommendations which are relevant to the overall evaluation question as specified in the TOR.

4.1 Conclusions and Recommendations around the promotion of economic development

The promotion of economic development comprises the following main inter-related components or CRDP initiatives:

- a) Job creation and the impact of participating in CRDP initiatives on household income.
- b) Infrastructure development including developing Dysselsdorp Industrial Area.
- c) Cooperatives.
- d) Enabling environment for private sector participation.

a) Job creation and impact on household incomes:

That vast majority of job creation has been short-term and this has had no sustainable impact on increasing household incomes (although participation in training initiatives has had a small impact on sustainably increasing household incomes).

The CRDP has on the whole created short term job opportunities (94% of jobs received under the CRDP as reported by the households surveyed, were short term) - mainly in the infrastructure development projects. Due to the short tenure of these jobs, coupled with the low income, the impact on households was inconsistent and short-lived.

There are, however, a number of emerging economic opportunities which have the potential to create meaningful and sustainable local community jobs, better utilise local assets, and reduce the dependence on government grants if all public-private role-players can develop a shared understanding of what needs to be done to maximise these opportunities in an inclusive and coordinated manner.

There was a general consensus that there are opportunities to increase agricultural production in the sub-region, as well as strengthen the processing of selected commodities at the Dysselsdorp industrial area (esp. given that the Oudtshoorn industrial area is full to capacity and there have been investor queries looking for industrial space in the area).

There was a strong indication that the community needs business premises where they can rent and operate their businesses from. However, there were some unresolved land ownership transfer processes in the industrial area which need to be addressed. A municipal incentive scheme for the private sector, which must be supported by a well-functioning and efficient municipality, could go a long way in attracting more manufacturing investment in the community.

There appears to be consensus amongst stakeholders that agriculture-based economic development initiatives have the potential to turn around the economy of Dysselsdorp. These agro-processing initiatives can include green beans, tomatoes, tobacco, dried fruits and

vegetables. The agro-processing activities will then create a consistent source of income for the community which will subsequently improve the Dysselsdorp economy.

There are number of promising public and private sector initiatives which are entering the implementation stage and need coordinated support to maximum the job creation potential and community benefits. These include the Solar Power Project, the possibility of the private sector conducting a feasibility study into the possible establishment of a Shoprite U Save centre, a Steel Factory linked to the Solar Power Project, a large new planned dam in the area (just above the Kamanassie dam and 3-4 times the holding capacity of the latter with capacity to irrigate 5000ha), and expansion of agricultural produce processing facilities.

It is therefore critical that broader economic opportunities for local businesses and investors are identified and actioned. Most community members have indicated that they would prefer to participate in agriculture based income generating projects as they feel that these offer the best prospects for success.

The above initiatives need coordination between governments (and within government) and the private sector to be streamlined and strengthened.

Recommendations:

1. In order to develop a shared understanding amongst key government and private sector leadership of priority economic opportunities and practical actions, resources, roles and responsibilities required to unlock these, a facilitated rapid action planning process (using a methodology called the Participatory Appraisal of Competitive Advantage or PACA and which has been successful implemented in a number of other Western Cape communities) should be initiated and funded by the WCG (and also the Municipality).
2. The WCDoA should develop a TOR and establish an Eden District public-private sector CRDP task team for each of the 6 districts. This should be a forum to ensure the coordinated implementation of private sector initiatives and streamline government/private sector support. If desirable this should be linked to the Economic Development Partnership's facilitation role at a District level and WCDoA should investigate this (with DEDAT).
3. Given its size, complexity and strategic importance, the planning and implementation of the Dysselsdorp Solar Project must be coordinated and supported by dedicated task team comprising relevant government role players (all 3 spheres) and the private sector (incl. Agri. Western Cape, Oudsthoorn Chamber, Project Implementer etc.). The WCDoA and DRDLR can take the leading role in developing a TOR and facilitating the establishment and operation of this task team. Its mandate should also be to clarify and agree on the institutional and governance arrangements for the initiative, including the steel factory.
4. A dedicated task team to fast-track and resolve land ownership issues in the industrial area (and possibly the broader sub-region) should be established (possibly to be coordinated by the Municipality, DRDLR, or WCDoA).
5. A Municipal incentives policy must be developed by the local Municipality to address the issue of municipality incentives for disadvantaged communities like Dysselsdorp. The incentives policy could e.g. provide for rates and electricity holidays. WCDoA and the Municipality should approach WCG DEDAT to request funding for the development of incentives policy if necessary.

6. The results of this evaluation should be shared with the private sector partners who have an interest in starting up developmental projects in Dysselsdorp. This could take place as a workshop or as part of the recommended PACA process above.

b) Infrastructure development

Successes

- Initial infrastructure projects such as the upgrading of schools, roads, and the Poplap crèche were of great benefit to the community. Most importantly, it provided the community with temporary jobs as well the necessary skills to work on such projects in future.
- The three spheres of government have committed funding to a range of projects.

Challenges

- There was a general concern that some departments promised to fund certain projects but in the end did not commit to their promises. Securing funding commitments from the range of relevant national and provincial departments remains a challenge which both the WCDoA and DRDLR needs to address at a Provincial level and the DRDLR at a national level. Apparently, some Provincial departments are not clear exactly what the CRDP is trying to achieve in each of the rural nodes or communities.
- There are inconsistencies and a lack of integration between the three spheres in the monitoring and reporting of job and training opportunities provided by CRDP projects. For instance, the Local Municipality and the WC DoA reported number of jobs created did not tally.
- There appears to be loose and undocumented, informal methods of recruiting community members for job opportunities that arise under the CRDP. For instance, none of the contractors for the two projects assessed in **Annexure 6** had clear written guidelines on how they should recruit community members. In addition, the processes by which local labour is identified using the indigent list/ database are not clear. There is supposed to be a rotation system but it is not clear how this rotation system works in practice and on what basis contractors identify members using the indigent list. This informal situation could promote perceptions that there may be manipulation of the process to benefit certain community members and this needs to be addressed.

Recommendations

7. There is need to develop a stronger project management and monitoring system to improve both the allocation of government funds to projects as well ensure that completion targets for projects are achieved. Possible components of this system are further detailed under **Recommendation 30**. The recommended monitoring system needs to integrate the project job reporting processes of the three spheres.
8. DRDLR, WCDoA, DTPW and other relevant departments should ensure that there is adequate consultation with the local municipality before implementing infrastructure projects to ensure alignment and that the necessary maintenance plan and funds are in place.
9. A formalised policy and process needs to be developed and agreed by the three spheres to guide the selection of both local contractors as well as local labour. This policy should include ensuring that government-contractor contracts contain clear conditions (with penalties for violating these if necessary) regarding the use of local contractors and/or local labour.

c) Cooperatives

Recommendations

10. Clear capacity development plans need to be put in place for cooperatives that have been assessed to have potential including the required business capabilities.
11. The community should be encourage and allowed to form cooperatives with people they trust to reduce internal conflicts.
12. As part of the Oudtshoorn chamber linkages, the possibility of partnerships with businesses outside of Dysselsdorp should be explored, including the possibility of external private sector mentors to local cooperatives (to complement the Casidra mentorship programme).

4.2 Social Upliftment (community mobilisation, cohesion, empowerment, social transformation, access to basic services and food security))

Community mobilisation

The COS needs an office with dedicated admin person to assist in community mobilisation. Most key informants expressed concern over the current situation where the COS shares and office with a local church. Political divisions in the community are negatively affecting community mobilisation, as well as what are perceived to be unfulfilled government promises. COS communication with the community can be strengthened and social media platforms such as Facebook need to be actively used, especially for mobilising young people. .

Recommendations:

13. The COS needs to move offices to the Municipality offices so that the COS is located in a neutral venue.
14. The DRDLR and DoA need to strengthen joint coordination and communication so that Provincial and National government is able to speak with one voice to the community wherever possible.

Community Cohesion

- Political divisions are crippling the community cohesion

Community empowerment

- The Community has been empowered by various training programmes held under the CRDP. However, the training programmes were too few to make a great impact on the whole community
- The community is too dependent on government support. For instance, 91% of the households believe that the government should provide jobs for them and 81% of households depend on government grants for survival.

Recommendations to strengthen community empowerment:

15. There is need to link community training programmes to specifically identified opportunities so that these are demand-driven (or informed) wherever possible.

Social Transformation

- The level of education in the community is still very low as only 11% of the community had completed Grade 12.
- Crime prevention programmes have been somewhat successful in reducing the levels of crime in the community. However, the level of crime remains high.

- Crime prevention programmes are focusing on the offender, neglecting the home where they came from. This is resulting in some people committing the same crime over and over again.
- The lack of recreational facilities is driving young people into risky behaviour such as drug and alcohol abuse.

Recommendations to strengthen social transformation:

16. DOE and the Department of Social Development should increase or strengthen programmes that reduce school dropouts. This will allow more children to complete their full years of education. Support initiatives to parents regarding their roles in supporting their children's education could be strengthened by schools, churches and/or. This will allow more children to complete their full years of education.
17. The Department of Social Development and the social work stream on the ISC should extend crime prevention programmes to households where crime offenders come from. The scope of relevant crime prevention programmes to be identified could include sporting and music extra-curricular/ community activities for children/learners and adults. This will ensure that the rehabilitated young people come back into crime free homes.

Access to basic services

- The community has generally good access to basic services such as refuse removal, drinking water, electricity, clinics and toilets.
- The three major needs of the community are temporary shelter, child maintenance and foster care services.
- Sandbag houses are in great need of maintenance.

Recommendation:

18. The Local Municipality should prioritise the maintenance of Sandbag houses.

Food security

Recommendations

19. The WCG's Food Security Programme needs to be refined to include a more comprehensive approach over and above food gardens and should include a Theory of Change which shows the logic and relationships between different components of food security.
20. There is need to obtain community buy in before establishing community gardens. For instance, community gardens in schools failed to take off due to misunderstandings between the schools/DBE and the WCDoA.
21. Stakeholders need to discuss whether community food gardens at schools should be re-established, and if so, develop a clear action plan which outlines the specific roles and responsibilities of all involved role-players to ensure their successful establishment and operations.
22. There is need to provide further community training in how to establish and run food gardens.

4.3 Enabling Institutional environment for sustainable and inclusive growth

This section presents the conclusions and recommendations for strengthening institutional structures which include COS, ISC, DRDLR, WCDoA and the Local Municipality.

Council of stakeholders

Meeting management issues

Recommendations

23. There is a need to develop a CoS capacity development plan and adequately capacitate the CoS so that it can become a more effective community development vehicle which is able to raise and manage funds from a variety of sources to address community needs.
24. The COS must ensure it convenes quarterly meetings where the three spheres of government can provide feedback on progress.

Roles and responsibility of the COS

The roles and responsibilities of the COS were not clearly explained to the community and other pre-existing structures such as ward councils and the Local Municipality. This is creating conflict between these parties. Also, COS members have not received training on financial management responsibilities and procedures.

Recommendations

25. There is need to continuously raise awareness of the role of the COS in community so that conflicts of interest do not arise. The WCDoA and the National DRDLR need to assist to ensure that COS roles and responsibilities are clarified.
26. In-addition to a stipend that is being given to the COS members, there is need to consider an allowance for all active members. This will enhance participation of members on the structure.
27. There is a need for CoS governance and election matters to be finalised and for a transparent, inclusive and fair election process to take place so that all relevant community sectors are meaningfully and effectively represented on the CoS as well as the forums. The IEC should facilitate the election process.

Interdepartmental Steering Committee (ISC) and Local Municipality

Meeting management issues

There is poor meeting attendance by some key stakeholders. In some provincial government departments different officials alternate attending ISC meetings, with no dedicated person appointed to attend the ISC meetings. This negatively impacts the consistency in discussion and decision making processes.

Recommendations to enhance the functioning of the ISC:

28. There is need to make participation in the ISC a KPI which forms part of the performance agreements of responsible officials at national, provincial and municipal levels (e.g. attendance at 80% of ISC meetings p.a.).
29. The IDP department should be included on the ISC and COS. This will help to align the CRDP and IDP projects and reduce duplication of efforts.
30. The effective functioning of the workgroups under the ISC need to be strengthened.

4.4 Coordination of the CRDP

The national DRDLR and provincial WCDoA should hold regular and frequent meetings to discuss the implementation of the CRDP. The coordination process will therefore improve at institutional level.

The formation of the ISC to function as a vehicle for collaborative implementation of projects between different government departments has reduced duplication of resources and improved the coordination of projects, although there is still room for improvement. The

same alignment is necessary in policy and strategies to ensure that the linkages between corresponding IDP and the CRDP can be strengthened.

The CRDP implementation is being delayed due to difficulties in getting national and provincial departments to commit funding to projects agreed to by the CoS and ISC. The main resource challenges are obtaining project funding commitments from DRDLR and other national departments as well as Provincial departments. Also, it appears that WCDoA CRDP and DRDLR staffing capacity has been stretched to the limit (during the evaluation period) due to certain staff having responsibilities for more than one CRDP “node” as well as the intensive time demands involved in facilitating community involvement in the numerous CRDP initiatives.

It is recommended that:

31. The WCDoA needs to review various options to enhance the participation of, and coordinated funding from, relevant departments in all 3 spheres including:
 - a) Both Department of Rural Development and Land Reform (DRDLR) and WCDoA need to crystallise and clarify exactly what the CRDP is trying to achieve in Dysselsdorp (esp. regarding the economic development approach) in terms of key objectives and how each relevant government department (Provincial or National) can play a role in supporting the CRDP implementation in order to enhance their commitments to funding rural development projects (ideally a 1 page summary).
 - b) The national DRDLR needs to demonstrate its commitment to playing a more active role in enforcing the commitment of other national departments working on the CRDP- especially following up on pledged funds- given that DRDLR has recently expanded its HR capacity to support this.
 - c) WCDoA to clarify with DRDLR status of +-R30 million initially committed in 2010 by DRDLR to assist the WCG with CRDP operational funding.
 - d) Strengthening the CRDP project management and monitoring system to improve both the allocation of government funds to projects as well ensure that completion targets for projects are achieved. The CRDP monitoring system, including the Implementation Framework Document funding process and project reporting process, needs to be integrated and aligned with both national and provincial departmental funding processes as well as departmental performance management processes. The IDP project prioritisation process should form basis for the Dysselsdorp CRDP Nodal project list as this will ensure that provincial departments have a formal agreement to commit resources to specific nodes. Heads of Department (HOD) signoff on such commitments on an annual basis will enable a higher rate of actual implementation of planned projects.
 - e) Strengthening the WCDoA and DRDLR staff capacity per “node”.
 - f) Strengthening mandates and roles of CRDP workgroup coordinators to coordinate with all relevant role-players and report on progress using a standardised monitoring system.
32. The monitoring system for the Dysselsdorp node needs to be formalised and documented in the form of a monitoring manual which confirms the key indicators (including outcome indicators) to be monitored, the data sources, the roles and responsibilities, and the reporting processes. This system should include targeting the same households over time to create panel datasets and to measure trends in development. In addition, the system should integrate project data from all three spheres of government so that job and training opportunities are consolidated and monitored and reported in an integrated manner. The 2010 Dysselsdorp Household Survey database needs to be handed over by DRDLR to the WCDoA for this purpose.
33. To improve coordination, it is essential that relevant CRDP DRDLR (WC Service Centre) and DoA Management hold a formal meeting approximately every quarter to address

planning, budgeting, and implementation issues in the CRDP nodes. Ideally the improved monitoring system can support this management structure in the form of relevant progress reports which are designed to inform and support management decision-making.

Coordination between the CoS and WCDoA

There are indications of a strained relationship between the WCDoA and the COS. The source of the challenges seems to lie in political differences and compliance issues on the part of the COS. The strained relationship between the two institutions has led to a disruption in proper communication and undermined effective coordination between the CoS and the WCDoA.

Recommendations

34. The DRDLR must intervene to improve the relationship between the WCDoA and the CoS so that coordination is strengthened.

4.5 CRDP Phase Model

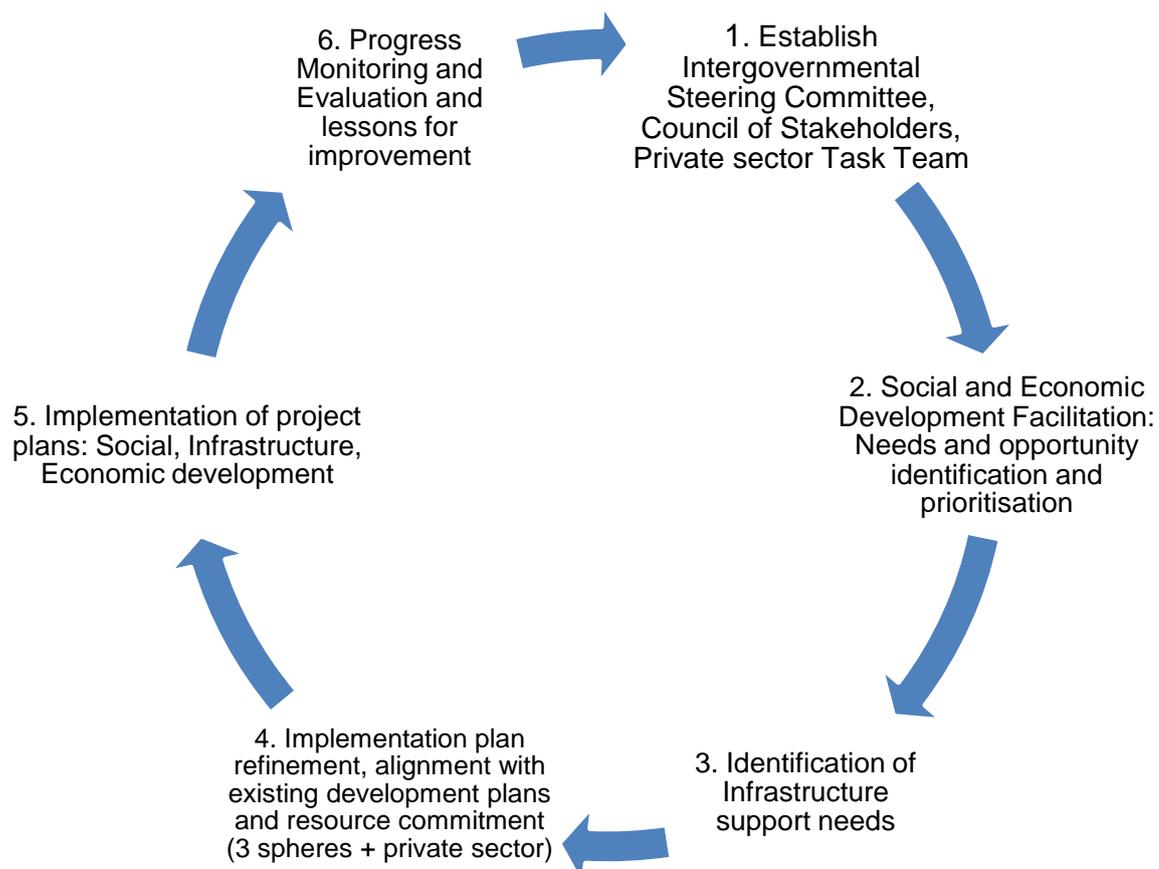
The various CRDP phases are all making some contribution towards development in Dysselsdorp, however, as in most rural areas, social development service delivery requires strengthening and economic development requires well-resourced and experienced government facilitation capacity at both the provincial and municipal levels to leverage private sector involvement and investment. The economic development phase needs a clearer methodology (see **Annexure 4** for an overview of the PACA methodology which has been recommended) and needs to begin earlier in the process (in parallel with identifying social development needs and opportunities) so that the identified economic development opportunities inform the type of infrastructure projects which are needed in the area, as well as government's planning and budgeting processes sooner rather than later. Finally, the process to register the CoS as an NPO has taken longer than expected, however, this is in the process of being resolved and should be pursued to ensure that a community-based vehicle is in place to raise funds on an ongoing basis and support the community's sustainable development.

Recommendations

35. The CRDP model should be refined/ adapted to address the following (see **Figure 1**):
- a. The overall time-frame for focused government support should be extended from 3 years to 5 years or more in order for the impacts (especially economic development) of the CRDP on the community to be fully realised.
 - b. The efficiency and effectiveness of the CRDP model and process can be improved by ensuring that the economic development phase begins in phase 2 in parallel to the social development phase. This will ensure that economic development opportunities are identified early on in the process and inform the identification of infrastructure projects which are needed to support these economic opportunities. This will allow government to start budgeting as early as possible in the process and allow for the quicker implementation of economic development projects.
 - c. Once needs, opportunities and infrastructure projects are identified, more emphasis is needed on aligning these with existing programmes and funds from the whole-of-government (incl. IDP, EPWP, CWP etc. etc.).
 - d. The private sector needs to be more strongly involved from the beginning of the process (e.g. the local chamber of commerce or a new public-private sector task team as described in Recommendation 2).
 - e. The process to establish a community-based NPO should be strengthened with clear guidelines and support provided for both the NPO election and registration processes.

The following revised CRDP phased model is recommended:

Figure 1: Recommended Revised CRDP Phase Model



Source: Impact Economix. 2014

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