

LOGO SOUTH EVALUATION : STRATEGIC REPORT SOUTH AFRICA

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STRATEGIC REPORT

INTRODUCTION

This report provides an outline of key strategic issues identified in the external evaluation of the Logo South Programme in South Africa. It also provides a set of recommendations stemming from an analysis of the key strategic issues. The evaluation was undertaken under the leadership of Prof. Isa Baud. Other members of the evaluation team were Prof. Dan Smit and Dr. Michaela Hordijk. The team was assisted by several individuals and most particularly Jasmin Jakoet, who did substantial preparatory work for the evaluation team in South Africa, and Eva de Bruine who undertook desk top preparatory work in the Netherlands. The evaluation unfolded over several weeks. The evaluation team visited South Africa in late September (Sept. 19th to Sept 25th) and visited several participating municipalities and other agencies/departments at national and regional level. The team's programme of visits is summarized in Annexure 1. Prior to the South Africa mission, members of the team (namely Prof. Baud and Dr. Hordijk) visited several participating municipalities and agencies in the Netherlands to solicit their views on the programme (see Appendix 2).

This report focuses on high level issues. As a consequence it addresses the main strategic issues. More detailed evaluation of individual projects is contained in a separate report. It should be stressed however that it has never been the intention of the external evaluation process to produce stand alone evaluation reports for the projects. The reports that have been produced have been used as inputs into this (strategic) report and should be treated as such.

The report is organized in terms of the analytical categories that are being used to evaluate all Logo South projects including those outside of South Africa. Thus the evaluation report is structured under the headings relevance, efficiency and effectiveness.

RELEVANCE

As a general rule the relevance of the Logo South Programme as a whole and of the various individual twinning projects is excellent. The Programme as a whole responds well to key priorities in the South African context. Moreover the Programme is in line with official policy directions in the sectors we evaluated, namely, housing, water and waste. The relevance of the Programme to each of these sectors is briefly elaborated below:

a. Sectoral Needs Assessment

Housing is a major priority of the country and the South African government – generally ranking only behind jobs at the top of the priority listings. The focus in the Country Programme on social housing/rental housing is also highly appropriate given its importance in South Africa on the one hand and the expertise that has been built up in this arena by Dutch municipalities and housing associations on the other. The focus also complements the partnership between VROM and the Department of Human Settlements on Social Housing very well. Indicative of the importance of social housing is the fact that new Social Housing policy was developed and adopted in 2004 (with assistance from VROM). Moreover new forms of public rental policy have also been developed at national level (the Community Rental Unit (CRU) programme) and incorporated into the National Housing Code.

It should be noted that in South Africa social housing refers to a mode of housing delivery similar to the main form of subsidized housing delivery in the Netherlands (also referred to as social housing). However in South Africa social housing is but one of several subsidized approaches to housing delivery for lower income people and it is not targeted at the very poor. In fact the bulk of state subsidized housing provision takes the form of a “give-away” site and small house (so-called BNG or RDP houses). Social housing (and other higher density rental housing) is however becoming increasingly important given its potential to contribute to the spatial restructuring of South African cities away from the strong footprint left by apartheid. Thus social housing subsidies only apply in designated “restructuring zones” in the cities. Moreover in 2004 the then National Department of Housing (now National Department of Human Settlements) adopted the Breaking New Ground policy document which marked a major paradigm shift --- from a focus on delivering housing units to delivering sustainable human settlements. Very important in this regard is the linkage between planning and housing—a linkage that has been poorly developed in South Africa. Thus the incorporation of planning twinings in a number of projects (e.g. Tshwane, Ekurhuleni and Govan Mbeki) is very appropriate especially where they are linked to housing. A case in point is the urban renewal project in Ekurhuleni which has strong housing/planning links. In other areas the planning projects associated with the

twinning appear to be related more to prior twinning initiatives (i.e. prior to Logo South) than to the linkage between planning and housing. That said it should be noted that these planning initiatives are themselves strongly linked to SA planning objectives and priorities.

It should be noted that whilst we are very clear that the Logo South programme focus on housing is highly relevant, we do have some questions about whether the dominant form of engagement (assistance to incipient municipal social housing entities) is the most effective route to follow. This will however be addressed in later sections of the report. We turn now to the waste sector.

Historically, waste management in South Africa was subordinate to the higher priority sectors (such as housing, water supply, electricity, sanitation and roads). However, efforts to develop the National Waste Management Strategy are currently underway following the recent promulgation of the new Waste Act (59 of 2008). The new Act is preceded by the National Waste Management Strategy (1999), and the White Paper on Integrated Pollution and Waste Management (2000) that introduced new approaches to integrated waste management. The development of the National Waste Management Strategy highlights the shift to prioritising waste management.

South Africa's waste management policies suggest a key role for municipalities in effective waste management and are aligned with the focus on capacity building at the local government level. Municipalities (and relevant Provincial Departments) are required to develop and implement Integrated Waste Management Plans which should be integrated into the municipal Integrated Development Plans. Projects falling under the LOGO South thematic programme on waste are in accordance with this National Legislation.

Poor waste management practices in the informal city, Duncan Village, blocked the drainage system and contributed negatively to the flood in Buffalo City in 2002. Although the involvement of Dutch partners was initially focused on storm water management, the close inter-relation with waste issues brought the latter into the twinning process. The innovative idea of using collection points for improved waste management came out of this cooperation. Not only did the collection points result in a dramatic improvement in the cleanliness of the communities, the project has had a positive effect since waste management has not been high on the priority list in Buffalo City (relative to housing and jobs) and has since received greater interest from councillors. Furthermore, the level of ownership is high due to enhanced community participation, which contributes to the sustainability of the project. The new Act embraces more sustainable waste management strategies, emphasising waste reduction, reuse and recycling. The successful project in Buffalo City has great

relevance in this regard, as the project's approach now shifts to greater awareness and education on recycling and waste minimisation.

Exchanges with the Dutch and with other South(ern) African countries is regular and highly valued. The Netherlands provide extensive technical experience, expertise and knowledge. Given a greater focus on recycling and waste minimisation in the Act, the new waste project in Breede River Winelands (recently renamed Langeberg) may benefit substantially from their partnership with Rheden given the latter's long-standing experience with these areas of expertise. Greater interaction and sharing (at the thematic level) between the three Logo South waste projects would in our view also make a substantial difference (and in our view there is room for improvement in the management of this thematic programme).

As far as the water sector is concerned, South Africa adopted its constitutional framework for water management, the National Water Act (1998). The Act represented a fundamental shift in water management by supporting an integrated and decentralised water resource management approach. Decentralisation of water management is promoted through the establishment Catchment Management Agencies (CMAs) and Water Users' Associations, with the aim of introducing greater participation in water management. Economic growth and development, conservation and equal access to water are central to the Act. Equitable water supply is a top national priority.

The LOGO South projects operate under the National Water Act. The projects provide a platform for South Africans to learn expertise from the Dutch, who have more than 500 years of experience with catchment management.

More specifically, the 2009 project: "Integrated Water Resources Management" (involving twinning partners Breede Overberg (BOCMA), Wetterskyp Fryslan, Sneek), is highly relevant as it is aligned with national policies to progress towards the establishment of CMAs (in which also the Unie van Waterschappen is involved). Chapter 7 of the National Water Act (1998) makes provision for the progressive establishment CMAs and states that the purpose of the CMAs is to delegate water resources management to the regional or catchment level and to involve local communities in decision-making processes. BOCMA is the first water catchment management agency to be established in the Western Cape and is the second in South Africa. The first CMA in the country is that of Inkomati in Mpumalanga. The relationship between BOCMA and Inkomati CMA is not formal but BOCMA is able to learn from Inkomati about issues around operationalizing a new CMA, etc. Since the project is in the infant stage, the potential to learn from the experienced Dutch partners is significant and the manner in which Netherlands Water Boards operate is strongly admired.

Likewise, the water project in Buffalo City is highly relevant. The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is undertaken within a framework consistent with Buffalo City's Integrated Development Plan. The VNG programme is viewed as highly complementary to other programmes that deal with different project areas. Projects may be diverse but they are complementary because positive spill-overs have a ripple effect in communities, contributing to a sustainable outcome. Activities are integrated at various levels across projects. For example, the reduction in solid waste illegal dumping has had a very positive impact to the water project in terms of the drainage system. Contact between project leaders and their Leiden counterparts occurs on a regular basis and builds capacity of both municipalities.

Projects falling under the LOGO South thematic programmes (waste and water) are entirely aligned with South African national government policies and objectives as well as those of other spheres. Moreover, the approach of the programmes is such that projects have high levels of ownership. Project activities therefore operate within the strategic priorities of the local governments' Integrated Development Plans (IDPs). Municipalities are expected to adapt their IDPs in line with national medium-term priorities.

b. Consistency with Current Emphasis on Implementation

A feature of the current "development" environment in South Africa is a widely held view that South Africa has good development policies but struggles in the arena of implementation. There is as a consequence a growing obsession with implementation and delivery. In this context the Logo South programme becomes a very interesting and highly relevant development intervention. Most contemporary development aid engagements tend to focus on the policy level especially given critiques of past approaches which are accused of "projectising" development and of having limited impact at scale. What is interesting about the strategic twinning model is that it allows for the effective bridging of both policy and implementation engagement in the same process. In part this is due to the fact that most twinings take place mainly at the level of local government – where (in South Africa at least) so much implementation has to occur. Moreover in South Africa local government is, in terms of the constitution, an independent sphere of government with responsibilities in important policy areas (like land use planning).

Unlike other forms of development engagement strategic municipal twinings are about "ongoing" relationships which makes the translation from policy direction to implementation much smoother. Thus many of the Logo South projects are about initial

engagement with policy and then a transition into implementation. However, it is probably fair to say that the bulk of Logo South project in South Africa are linked to implementation. This feature of Logo South engagements is very appropriate and “relevant” in the South African context.

A very good example of a Logo South project which emphasizes implementation is the Buffalo City/ Leiden project on storm water and waste management. As previously noted the LOGO South solid waste project in Duncan Village stemmed from the storm water Project. Leiden provided relief following a flood in Buffalo City in 2002 and started to become involved in proposing new approaches to handling storm water problems. Unregulated waste disposal in the informal settlements had caused the drainage system to become blocked during the floods. The stormwater and waste management departments worked together to resolve the problem and 36 waste collection points were planned. To date 31 have been constructed

There has been a dramatic improvement in the cleanliness of the communities and in the performance of the storm water drainage system. There has been a large decrease in illegal dumping. The implementation programme has involved: 1) Construction of collection points (that have been operating for a year) 2) Awareness campaigns 3) Management by co-ops (that have been trained and certified). Furthermore, management capacity has been strengthened through training and implementation of the project.

c. Policy Relevance

Perhaps the most direct form of policy relevance of the Logo South programme is via direct inputs into local policy making. Many of the Logo South projects involve direct inputs into local policy making. Examples include the development of a social housing policy for the municipality of Tshwane, the conceptualization and development of a policy framework for urban renewal in Ekurhuleni, and the development of spatial development frameworks (SDF's) in Govan Mbeki. Thus policy relevance of Logo South is obvious and substantial. Furthermore policy influence is not confined to the local level alone.

Whilst South Africa has done well in developing policy frameworks to address most of its major development challenges, such policy requires constant testing and adjustment. In practice the Logo South programme has shown a great propensity to stimulate vertical linkages across levels/spheres of government (local, provincial and national) as well as horizontal linkages to non governmental organizations such as CBO's, housing

institutions, private companies and research and education institutions. Such interactions often pose challenges to policy and lead to policy adjustments. A good example is the way in which attempts to implement the Catchment Management Agencies (CMA's) in South Africa at a local level is leading to revised thinking at a high policy level. It is also leading to a rethinking of the role of municipalities in the entire catchment management process (including their relationship with the CMA's). Another example is in the Camdeboo municipality where the twinning process around the provision of rental housing has contributed to the involvement of a private housing institution, the University of Port Elizabeth and the Province.

Important to note in this section on relevance is the fact that substantial and highly relevant learning occurs through "doing" and that this learning impacts on policy processes. For example an important lesson from the implementation processes around Logo South social housing initiatives is that, in smaller and medium size municipalities, the current focus on trying to build municipal social housing entities may be inappropriate. This is an important policy issue and will be addressed in more detail later in the report.

In addition to direct influence on local policy formulation, the stimulation of vertical and horizontal linkages, the dynamics of learning by doing, and direct influence on local policy-making processes, the high level collaboration between VNG and SALGA also has the potential to translate into high level engagement with other spheres of government in South Africa on policy issues. This is an area in which more could be done in future.

In sum, whilst particularly strong on implementation, the Logo South Programme is also very policy relevant.

d. Capacity Building Relevance

There is substantial recognition in South Africa of capacity problems in government particularly at the local level. At a political level there have been waves of service delivery protests around the country many of which have been violent. Government has officially noted that capacity problems at the local level constitute a major barrier to meeting service delivery requirements. Thus the fact that the Logo South programme is targeted at the municipal level and its emphasis on capacity support is highly appropriate and further elevates the relevance of the programme.

It should be noted that capacity building via the Logo South programme occurs in a number of ways. To begin with direct training programmes are a common feature of many projects (e.g. training on land use management (grondbestuur) for Govan Mbeki planning officials, or training for staff in the social housing entities). Secondly capacity

building occurs through on the job support (a kind of mentoring activity), For example planning staff at Govan Mbeki send drafts of their spatial development frameworks to Vlissingen for comment and advice on a regular basis. Likewise staff from Buffalo City and BOCMA have ongoing communication with their Dutch counterparts. Thirdly capacity building occurs via exposing staff of South African municipalities to approaches to similar problems in the Dutch context.

A fourth kind of capacity building concerns conscious consideration of lessons learned and the active dissemination of learning. Through dissemination of lessons learned effective leveraging of “relevance” is achieved. Thus learning relevant to the challenges faced in the South African context is made available to many others. In fact the scale of impact is one way of measuring relevance. At present conscious learning and dissemination is facilitated by SALGA and VNG’s agent in SA, CMRA. This occurs largely via workshops which are convened by SALGA/CMRA and where participating municipalities and other players share experience and try to tease out lessons. In the Country Programme at least two such workshops are held each year. Moreover lessons learned are (in the housing sector at least) are incorporated into regular newsletters which are widely disseminated. Furthermore learning materials (such as “how to” manuals) are produced and disseminated. One example is a very high quality manual on social housing which is disseminated via the Country Programme. In the water sector workshops involving players in the new Catchment Management Agencies, DWAF staff along with Dutch counterparts have been convened . A combination of Water catchment agencies working together with the Association of Water Catchment agencies more directed towards facilitating policy changes on the Dutch side together with local catchment agencies and DWAF makes this a multi-level learning process. Municipalities are also involved. The intention is to ensure that the CMA’s still be to be set up benefit from the lessons learned in the process of operationalizing the first two.

It should be noted too that dissemination does not only occur via the facilitation of SALGA/CMRA. Some participating local authorities have for example taken it upon themselves to disseminate learning to other municipalities in their vicinity. One example is Govan Mbeki which has taken some of the learning achieved to the District municipality and other neighbouring municipalities. Interestingly Vlissingen has played an active role in developing Govan Mbeki’s own dissemination strategy which strategy has stressed the importance of sharing learning with municipalities with similar characteristics. In the waste sector Emfuleni is seen as a pioneer of waste recycling in the broader Gauteng region and has developed something of a missionary zeal in communicating their practices to others. The waste project in Buffalo City likewise promotes itself in national and international seminars, and receives both national and international visitors wishing to get first hand exposure to what is considered ‘best practice’. It should be noted that in the thematic programme waste there is less

emphasis on the exchange and learning activities within South Africa than in the other two programmes.

In general the opportunities for sharing and learning are valued, but most participants are of the view that the full potential of sharing and learning is far from being fully realized.

EFFICIENCY

In this section we focus on the way inputs are mobilized to produce outputs.

a. Sustainability

The Logo South programme is uniquely efficient (and sustainable) in comparison to other aid programmes, in building existing organizations on both sides, and on existing staff capacity. This implies that there is an in-built capacity for sustaining skills, implementation of activities and lessons learned beyond the period of programme implementation. It also means that the costs of expat staffing, project offices and other overhead which form a usual cost in the majority of aid programmes, is much less burdensome in this type of collaborative programme. Although we recognize that staff-turnover is an issue, this applies to any aid programme where staff moves to similar organizations, lessons learned can be applied in a municipal context, and itself can have a disseminating effect.

b. Leveraging

An interesting feature of the Logo South Programme is the very interesting way in which it leverages inputs from a multiplicity of stakeholders. It is this attribute that makes municipal twinnings a rather unique form of development intervention, and one which achieves substantial efficiencies. Leveraging of relatively modest VNG funding is achieved via inputs in kind from the participating municipalities as well as other stakeholders (housing associations, water boards, private companies and so on). The leveraging impact is particularly substantial in relation to participating municipalities particularly on the Dutch side. Substantial contributions have been made by participating Dutch municipalities both in kind (staff from Rheden for example provided technical assistance to the construction of a community/day-care centre which was not

part of the Logo-South project) but also in the form of direct funding. For example in Emfuleni a grant from private sector was used to buy specialized waste trucks.

Counter-funding has also been leveraged in many instances. Clear examples are the co-funding by the Unie van Waterschappen of the cooperation with DWAF and the CMAs, or the additional funds acquired by Buffalo City Municipality from both the municipality itself as from the South African Lottery to expand the coverage of waste-collection points.

Applied Research has been attached to many projects and their activities (Vaal Technical University students in the Emfuleni waste management project, students from Walter Sisulu University and Wellant-college in BCMs storm-water project, students from Utrecht University carrying out research on the waste sector in Langeberg, the “future of waste-management” study currently carried being out in Langeberg and so on). Municipal staff have upgraded their education as well via involvement in the Logo South Programme (e.g. an official from Emfuleni has used her experience in the programme to help get an MA in waste management).

c. Translation of inputs into outputs

Overall we are of the view that inputs (money, human resources, time) have been deployed well in the Logo South Project to achieve targeted outputs. Most activities listed in work programmes have been implemented on time and within budget. Monitoring of project progress has also been very good on both the South African side and the Dutch side. In some instances the overall project management can be classified as excellent. One example is the overall monitoring of progress against programme in Govan Mbeki where the project coordinator of the planning project was able to provide very detailed records of progress monitoring and delivery of outputs. Another example was in the Langeberg Municipality (formerly Breede River Winelands), where the International Relations coordinator (Ms. Matthys) was able to provide a detailed account of progress in all Logo South activities across two project areas (housing and waste). Buffalo city provided detailed information on its projects and explicitly acknowledged improved skills in planning and monitoring thanks to their cooperation with Leiden. Various output materials were also provided (for example a manual on waste management targeted at the community which was jointly produced by Langeberg, VNG and CMRA).

Whilst in general the deployment of inputs to achieve desired outputs has been good, in one broad programme area there is reason for some concern. This is in the area of social/rental housing. Delivery of outputs in this area has generally lagged well behind planned delivery milestone dates. This was evident in many of the social housing projects evaluated. Whilst delivery was generally very good in areas such as training

and capacity building, progress in getting municipal social housing established and delivering outputs on the ground has been very slow. In Tshwane for example it has taken inordinately long to get a new board established and we are unconvinced that this stumbling block should have been a reason for the painfully slow progress in getting delivery on the ground underway. In Govan Mbeki there has been more progress in getting movement on the ground. Here the Municipal social housing entity has with assistance from the municipality started delivery on the ground in two projects.

d. Add-ons

Another feature of municipal twinnings is that they have a range of positive externality impacts which generally take the form of add-on activities. In the Langeberg municipality for example the concept of activity based costing came was raised by Rheden in interactions over the waste and social housing projects. Staff in Langeberg became very interested in the approach and now “activity based costing’ has become a focal area of co-operation in its own right. Examples of this kind abound.

e. Learning effects

The efficiency of the Logo South Programme depends in part on the extent to which learning occurs and the way in which this learning is leveraged to widen impact. In this regard we have already noted the way in which learning is achieved through the twinnings itself and through the additional activities (seminars, exchanges, newsletters) added by the Logo-South programme. A specific strength of the twinning model is that skills learned can be directly applied in daily practice. Through the peer-to-peer learning taking place in ongoing communication between South African and Dutch counterparts knowledge exchanged has a direct relevance for the problems at hand. This is a highly efficient form of learning. All respondents valued this learning modality in combination with the exchange visits as the most effective form of learning Logo-South offers.

f. Communications

As in often the case in international exchange programmes, good communication processes are often of central importance. Certainly in our discussions with Logo South participants communications difficulties were raised on several occasions. On the one hand there are communication difficulties between Dutch and South African municipalities. Frustrations are often expressed on the Dutch side that South African municipalities respond slowly and haphazardly to communication although the experience is rather varied. In many instances communication appears to be very good but often in twinnings where progress is less satisfactory bad communication is often both a cause and an effect of poor progress. Very often difficulties in communication have to do primarily with the attributes and enthusiasm of participants on both sides.

This reality notwithstanding, there do appear to be certain structural issues around communications which should be addressed. In our view there are differences in the way in which Dutch and South African players see the role of International Relations offices/officers in the process. In the Dutch context International Relations is seen as a facilitation function and leadership comes from Project Leaders (who are senior officials). In the South African situation internal relations are organized more hierarchically and the role of the International Relations co-ordinator is more substantive (although there is substantial variation in this regard).

Where International Relations Coordinators see their role as more substantive, the impact on the twinning relationship can be positive or negative depending on the individual attributes of the Coordinator. In Langeberg for example it was clear to us that the Coordinator, who is located in the office of the City manager, is a major attribute to the entire twinning process and has a strong and detailed grasp on the twinning projects that the municipality is involved in (sometimes more so than the project leaders). In other instances however international relations coordinators constituted a major problem insofar as they often insisted on communication being channeled through them and then failed to pass it on to individual project managers. Where this is the case serious communication problems can and do develop. In any event it seems clear that considerable benefits could flow from the development of clear guidelines on the way in which communications should be handled. Whilst in general prescription should be avoided, communications is one area where it might be useful to ask all participants to follow a set format.

g. CMRA

The presence of a CMRA office in Pretoria is our view a major advantage which has the potential to be leveraged to achieve greater efficiencies. We initially had some concerns about potential conflicts of interests associated with the participation of a private consulting company (even if it is a non-profit company which is wholly owned by VNG) in a key coordinating role in what is in essence a government exchange programme. On investigation we have developed the view that CMRA is an asset to the Logo South project and that its role should be expanded.

The key advantage of an ongoing CMRA involvement is that it creates a strong and permanent VNG institutional oversight/and point of contact base for the Logo South programme in South Africa. It is unusual for development aid projects to have such a strong institutional presence in the country where programmes are being pursued. The Logo South Programme also benefits from the fact that CMRA is involved in a much wider range of activities and therefore has the staffing and other resources to achieve

economies of scale. Moreover institutional memory is developed in the organization as a whole rather than in the minds of isolated functionaries. Moreover CMRA will in all likelihood continue to operate in South Africa long after specific Logo South projects have been completed. This enhances the chances of achieving ongoing sustainability of many of the initiatives introduced via the Logo South programme.

One area of potential concern has to do with the fact that CMRA also undertakes consultancy work for local municipalities (which is part of how they pay the costs of their overheads). Whilst the notion is interesting it might provoke a backlash from South African consultants who may claim unfair competition. We do not see this as a crippling concern however. It is however a concern that needs to be monitored on an ongoing basis.

h. High Level Co-ordination Arrangements

Related to the role of CMRA are a set of efficiency issues concerning the high level oversight and co-ordination arrangements for the Logo South Project. Particularly important from an efficiency perspective is the function of coordinating the Country Programme. At present the role is split structurally between two people one on the South African side and one on the Dutch side. The idea is that such splitting contributes to ownership of the programme. There have however been substantial difficulties in recruiting and retaining suitable candidates for the South African position. In our view there is question about whether not splitting of the function is in fact necessary or desirable. Our evaluation has suggested that programme ownership is not a major problem either for SALGA or at the level of municipalities. It has also become apparent that at present a single person performs this function by default and does so very well. On the basis of our consultations (with inter alia SALGA and municipalities) a number have suggested that the function should not be split and that a Dutch person with knowledge of both the South African and Dutch context should play this role.

Another organizational issue that has been raised concerns the fact that the Country Coordinator is responsible only for the Country Programme and not the thematic programmes. In our view it seems logical that that both types of programme should be consolidated into a single country programme under a single coordinator.

EFFECTIVENESS/IMPACT OF PROJECTS AND PROGRAMME

In general we are of the view that the Programme has been very effective and has had substantial impact. Desired outcomes have largely been achieved and provide a sound basis on which to build in the future.

a. local government in South Africa strengthened

Our evaluation suggests that local government in South Africa has gained substantially via participation in the Logo South programme. More specifically local government has been strengthened in: policy formulation capacities and the production of specific policy products; in developing certain technical skills (e.g. GIS skills in Govan Mbeki, urban renewal planning skills in Ekurhuleni; social housing management skills in Langeberg, Govan Mbeki etc, waste management skills in Emfuleni); and departmental co-operation and co-ordination (e.g. the drawing together of planning, housing in Tshwane, Ekurhuleni and Govan Mbeki, improved co-ordination between departments in Buffalo City). Local government in South Africa has also been strengthened in following policy initiatives through into implementation (e.g. waste in Emfuleni, arrangements for social housing delivery in Camdeboo). Implementation is an area which should receive more attention in the future, particularly in respect of developing the skills and instruments to think strategically about implementation. It has already been mentioned that the impacts referred to above are substantially increased by the leveraging advantages (of human resources, of capital, of learning) inherent in the twinning approach.

Whilst most of the Logo South water projects have been pitched at the national and regional (CMA) levels, it is apparent that the process of operationalizing the CMA's has had positive spin-offs for the capacitation of municipalities. In part this has occurred because it has become apparent that the CMA's have to acknowledge and work out good working arrangements with municipalities. Moreover in Buffalo City, the storm water project has been very effective, and capacities have been embedded within the structures and processes of the municipality to ensure that new storm water management processes are sustained into the future.

As far as waste is concerned, the projects in both Buffalo City and Emfuleni, reveal the development of substantial and "new" capacities within the respective municipalities. In both instances there is also evidence of "community learning" and capacitation. Both projects have placed substantial emphasis on community education and mobilization and with considerable levels of success.

b. DWAF and Catchment Management Areas Strengthened

The capacities of DWAF and the Breede Overberg and Inkomati CMA's have been substantially strengthened by the Logo South Programme. The co-operation between DWAF and the Dutch Waterschappen Groot Salland and Fryslan has been very productive and is highly appreciated on the South African side. Highly effective strengthening has occurred in respect of the development of guidelines and controlling systems for CMA's in South Africa (the vast majority of which still need to be set up). Catchment management strategies (and the capacity to review and develop such

strategies) have been worked out for Breede Overberg and Inkomati CMA's. Moreover the new Boards of the CMA's have been trained and strengthened. The same is true of operational staff in the CMA's. Interesting too is the fact that progress is being made in Inkomati to achieve cross-border co-ordination of efforts (one of the few example of cross-border co-ordination of water resource initiatives).

c. High levels of Ownership achieved

There are high levels of ownership in most of the participating municipalities on the South African side. Staff members interviewed generally indicated very high levels of enthusiasm for the projects and substantial commitment to their roles within it. We also formed the impression that participants on the South African side had a firm grip on project conceptualization, project details and project trajectory. In a few instances we did get indications of "dependence" on the Dutch twinning partner. Emfuleni was a case in point where municipal staff made several references to the fact that they were taking "instruction" from Dutch counterparts. But such instances were however the exception rather than the rule.

Political ownership is generally also very good. But we did on occasion find evidence of political contestation of the utility of the twinning process on both the Dutch and South African sides. In Langeberg, for example, the opposition political party (the Democratic Alliance) has expressed its skepticism about the twinning process and have made this a political issue. In the Netherlands senior politicians in Vlissingen, for example, have questioned the continuation of the twinning support citing lack of benefit to Vlissingen residents.

d. High levels of sustainability achieved

The sustainability of processes and impacts achieved in the Logo South Programme is considered to be high – and more so than is often the case in other kinds of development interventions. This because of the high levels of ownership referred to above but also because the staff of participating municipalities remain in place after the end of the Logo south project activities. This impact is somewhat diminished when staff turnover is high and we did come across evidence of this in several locales (Tshwane, Buffalo City etc.). However for the most part Logo South project initiatives are institutionally embedded and not dependant on individuals (although individual actors are nonetheless quite important). The sustainability of Dutch/South African co-operation at the municipal level is also, in our view, significantly enhanced by the presence of CMRA.

d. Significant levels of learning achieved in South African municipalities

A variety of learning processes occur widely within projects at both municipal and sector level; this has strong positive impacts both within and across organizations. In this evaluation we have differentiated between the following forms of learning:

- Technical skills – In almost all municipalities participating functionaries reported they had learned new technical skills (such as land-use management, activity based costing, GIS-applications etc.) which skills could be directly applied in daily work.
- New visions/creativity – In the majority of the municipalities staff reported twinning activities – both the exposure to Dutch reality as well as the experience of working together on concrete projects - were inspirational and led to new visions or innovative ideas.
- Management and business planning capacities - Almost all municipalities reported that the format of the Logo-South project had forced them to improve their project management skills. This included better planning of activities as well as improved monitoring skills
- Tacit-knowledge - Some participating staff-members also indicated how they acquired new tacit knowledge on cultural and political differences, and relativity concerning the own working situation (on the Dutch side).
- Attitude – Getting to know Dutch municipal culture resulted for some South African functionaries in reflection on and changes in their own working attitudes. Furthermore in almost all municipalities an improved inter-departmental coordination and cooperation was reported, which exemplifies a change in working attitude (for examples see the forms of knowledge table).

The basic structure of twinning relations consisting of mutual exchange visits, building up a relation of trust, working together on concrete projects and continuous exchange between peers forms the foundation on which this learning is built. Unequivocally all involved expressed that none of these forms of exchange could be missed. The mutual visits are essential to understand each other's reality, and therewith be able to contextualize and translate each others inputs. The exchange visits also contribute to the creation of trust, and the exposure to a different reality enhances creativity and new vision.

Logo South aims to scale up these learning processes through different forms of dissemination and exchange between twinings. Comments on the added value of these activities are highly diverse. All consider that exchange of experience potentially has an added value, but most consider the current form of the exchange activities does not capitalize on this potential. Especially seminars structured around presentations of the different projects are not considered useful. A clear exception is the international

seminar on the “culture of water” organized in Istanbul. Meeting together on a common theme inspired the participants. South-South exchange between municipalities of similar characteristics is also considered useful, especially if this happens on request of the SA-municipalities. When asked about what had been learned from other municipalities people mentioned lessons learned from exchanges, they did not mention seminars. SA functionaries know relatively little of what is going on in other municipalities (housing), or are almost unaware (waste) where no exchange visits have taken place. Municipal staff has a clear preference for “learning by doing”, or “learning while working together on a concrete issue”.

Although learning processes are major building block to achieve the overarching objective of the Logo-South programme (capacity building of local governments) almost none of the learning is monitored. The content of the current monitoring system thus misses out on the key-objective. Several respondents furthermore regretted that learning processes get no formal recognition unless it has been a formal training.

As previously noted the learning processes are to some extent recognized at country programme level, and utilized to draw out lessons for exchanges between local governments and for influencing national debates (currently housing and water). But there is much scope for more conscious driving of the learning at this country programme level (especially if the country programme includes all thematic areas in future and not just social housing).

e. South to North learning achieved

Learning processes also occur from South to North – particularly in ‘public and stakeholder participation processes’. Actors from Dutch municipalities also indicated that they also learned from the approach taken in many areas of South African policy and practice. But it was the issue of learning about participation that came up most often. Many Dutch counterparts acknowledge that their involvement in the twinning inspires them. They consider it makes them more creative, makes them reflect on their own practices, on the strength and weaknesses from the Dutch approach and inspires them “to think out of the box”. Dutch municipalities do however not easily recognize the lessons from the south which they could incorporate in their own strategies (e.g. utilizing SMEs for economic empowerment instead of large construction companies). A positive exception was Delft, where they incorporated the experiences with the Eerste Fabriek project in Tshwane in the design of a new district-centre Poptahof in Delft. Also among the Dutch partners in the CMA-projects there is clear recognition of mutual learning, in which the Dutch specifically mention the manner in which the South Africans involve all stakeholders in water-planning and management as an area where they can learn.

f. Multipliers beyond current participating municipalities still to be demonstrated

The extent to which non-LOGO South municipalities have followed the example of Logo South municipalities in practice remains to be seen in the coming years. Active dissemination of learning to wider audiences (other than those directly participating) is happening (mainly via newsletters and seminars) but perhaps not on a sufficiently wide basis.

i. Greater policy and implementation leverage for municipalities achieved

Partnerships with Dutch municipalities and Agencies often make it easier for South African municipalities to approach national Ministries and /or the Provinces with issues that need to be addressed in national policy or with requests for funding. It appears that the twinning process and the work around it, boosts the legitimacy of the South African local authorities in their interactions with other spheres of government. Municipal staff in Govan Mbeki for example mentioned that the partnership with Vlissingen had helped them in leveraging more attention from Provincial government as well other private sector players like SASOL.

j. Concern about the effectiveness of some of the interventions in the Social Housing sector.

Whilst the Logo South projects have for the most part been very effective in achieving desired outcomes, there is reason for some concern about the effectiveness of some of the social housing interventions. Because social housing is the primary focus of the Country Programme, these concerns are, in our view, important.

In Ekurhuleni, Tshwane and Govan Mbeki and several other municipalities in South Africa, municipal social housing entities have been set up which after several years are nowhere near achieving self sufficiency and sustainability. Typically such entities have hired a CEO and other staff up-front and ahead of developing any kind of income. Thus the entities have substantial overhead costs which are not being offset (even remotely) by yields from the products they produce or manage. As a consequence municipalities are required to subsidize their existence indefinitely and many cannot afford to do so.

The problems are partly managerial/political and partly structural. At a managerial/political level the major problem seems to be that CEO's are not being made sufficiently accountable for delivery performance. In some instances the CEO's appointed are perhaps not the best candidates for the task and some may be political

rather than competency based appointments. Where this is the case dispensing with non-performing CEO's is often difficult for political reasons.

At a structural level non-performance is often due to a number of realities that make the social housing sector very difficult. The first concerns the availability of subsidies. Whilst new social housing policy has been developed which makes provision for capital grants of a substantial quantum, such subsidies are hard to secure. This is due to the fact that there is huge demand for housing subsidies in general. Social housing subsidies are the most expensive (often two to three times more expensive) of the range of subsidy products available. In a context of scarcity provinces and municipalities tend to want to reach as many people as possible and as a consequence go for the cheaper subsidy options that can be spread more widely. Given dramatic reductions in the fiscal revenues available to government—in the context of the financial downturn—it has become very difficult to secure new social housing subsidies. Moreover social housing policy prescribes that social housing capital grants can only be provided in designated restructuring zones. Many municipalities with social housing entities fall outside of these restructuring zones. It must be noted however that whilst subsidies are hard to get, there are examples of very successful social housing companies (such as JOSHCO in Johannesburg and the Johannesburg Housing Company (JHC)). This suggests of course that with right level of human resource input structural obstacles can be overcome.

Although both the structural and political problems have been evident (and known) for many years and have been discussed by key-players in the Logo-South programme, translation of this understanding into strategic choices in the South African country programme has only been partially achieved. It is clearly a dilemma that political players in South Africa – both at municipal level and in SALGA – still clearly wish to promote SHIs in their original set-up, despite their unfeasibility. The country programme has however not used its full potential in developing alternative approaches.

It should be noted that the Logo South Programme has (more recently) been instrumental in helping municipalities adopt more sensible approaches to these structural issues. Through the interventions of the acting Country Co-ordinator and the foundation Conkim some of the smaller municipalities (e.g. Langeberg and Camdeboo) have been discouraged from setting up their own municipal social housing entities (because they do not have the scale to justify it and because the record with municipal social housing entities in South Africa has been poor). Instead they have been persuaded to rather look for partnerships with already established social housing institutions (which operate across geographic locales) or with private sector developers/managers of rental housing. This approach, in our view, has much more

promise than setting up more municipal entities. However it must be stressed that the merits of this alternate proposal has yet to be demonstrated in practice.

In Camdeboo the process of bringing in an external housing institution is well advanced and the process appears to be based on solid principles. In Langeberg the approach being followed is to put serviced municipal land out to tender in pursuit of private sector partners (a similar approach to that being pursued in Govan Mbeki). Whilst the details of the model to be used have yet to be worked out, it is our impression that municipalities such as Camdeboo and Langeberg will need a great deal of advice on how to structure their relationship with private sector players with a view to both managing risks and leveraging greater benefits from the partnership than currently appears likely.

Some of the potential pitfalls associated with using cross-subsidization models is evident in some of the initiatives undertaken by Govan Mbeki. As previously noted, in Govan Mbeki, progress has been made on the ground in two “interlinked” project areas. In the first serviced sites have been made available to private developers to produce up-market housing. The intention is to sell off this housing at a profit and for the municipality to share in the profits made. Profits are to be used to cross-subsidize the provision of social housing in a second project on a different site. On the second site serviced sites have been delivered (for higher density walk-up units) and are awaiting funds from the sale of up-market units in the first project to provide part of the funds for top-structure provision. The problem is that in the wake of the global economic downturn there is little demand for the up-market housing. The net result is that the municipality has sunk substantial resources into the ground in the form of services and infrastructure in both projects which will remain unused for some time. In short capital has been tied up and is earning no return. Moreover land and services have been made available to private developers without clear parameters being developed of the degree of social benefit leverage that such “grants/hidden subsidies” must achieve in order to justify them. In any event it appears that whilst more entrepreneurial behavior will be required if social housing entities are to overcome the structural constraints on delivery, such behavior requires sophisticated social cost/benefit analysis and risk management skills which will need to be developed in municipalities and their municipal entities.

In sum we are strongly of the view that the Logo South programme should not become involved in supporting the creation and empowerment of any new municipal entities (over and above those to which the programme is already committed). Furthermore we support the view that most municipalities are likely to be better off in respect of social housing by looking to enter into partnerships with already established companies. They will also need to look in more entrepreneurial directions to achieve real movement on the ground. Shifts in more entrepreneurial directions carry real risks however and

twinning support in future should perhaps focus on helping municipalities establish appropriate partnerships and also on helping them develop the skills to appropriately manage the risks of pursuing more entrepreneurial approaches.

RECOMMENDATIONS FOR THE FUTURE

The following key recommendations are made:

A. Maintaining existing strengths:

1. Maintain the current adaptability/flexibility in identifying and applying projects. In our view the fact that Logo South Programme is able to respond to local demand as it develops is a strength even if it involves a widening of scope from time to time. At present we are of the view that the programme finds a good balance between demand-responsiveness and systematic sectoral focus. This balance should be maintained. In Govan Mbeki for example Vlissingen was able to respond to specific interest in developing capacity in Geographic Information Systems as a tool in planning, at the same time as maintain a clear emphasis on the country programme focus on social housing (and associated planning initiatives)
2. Continue to not limit twinings to municipalities only (especially important in building sectoral partnerships). National/regional level twinings (e.g.in the water sector) have for example contributed substantially (and also to local level twinings). This might also occur in the waste sector, where the Dutch side is moving to regional waste companies in recycling, energy recovery and final disposal activities.
3. Continue with the process of developing projects across a range of stakeholders, across different spheres of government, and across various levels of interventions. The success of the thematic programme in water attests to the way in which cross-sphere organization of a project brings substantial development benefit. An example is the way in which Catchment Management Agencies have come to recognize (via the project) the importance of developing relations with municipalities.
4. Continue to place a great deal of emphasis on ownership by South African partners in order to ensure ongoing sustainability. Also promote ownership of the development aid intervention with Dutch partners.

5. Continue to identify strategic themes and focus on them at the thematic/country programme level. The idea of a country programme is in our view worth continuing to support. There is some confusion between the notion of a thematic programme and a country programme but we support the idea of having a primary sector focus along with other areas that are looked at sectorally and in a systematic (as opposed to project specific) way.
6. Continue the VNG practice of acting as catalyst between municipalities looking for support and those able to provide it.
7. Continue to pitch exchange programmes at “appropriate peer” level. In short this involves arranging exchange activities in ways which are consistent with the notion of peers talking to peers (directors should liaise with directors, managers with managers and so on). Whilst this principle is generally observed we noted instances in which this had not happened and that it caused problems (particularly on the South African side where respect for seniority is a sensitive issue).
8. Maintain the focus on building the capacity of not only individual officials but also of institutions (e.g. increasing cooperation between departments in one municipality; or developing strong links with other stakeholders relevant to the mission of the municipalities—e.g social housing companies).
9. Retain the efficiency advantages of twinning arrangements by continuing to encourage further gearing of resources made available by VNG (adding on of municipal human resources, financing from municipal and other sources, and time inputs).

B. Amplifying strengths

- 1 . Maximize the leverage effects of the programme by :
 - a. scaling up the impact of municipal activities in waste and housing by more systematically linking them to sectoral organizations and national policy making(following the model of CMAs); for housing this implies a more systematic linkage to the National department of Human Settlements and to the national housing partnership between DoHS and VROM. The Country programme has

the potential to consciously complement the VROM-DoHS partnership, and develop alternative models for municipalities without restructuring zones.

b. selecting/promoting strategic twinning as a form of international development co-operation with substantial potential. This would imply actively encouraging other municipalities in South Africa to enter into twinning programmes (not necessarily via the Logo South Programme). It also implies more active general marketing of twinning programmes (particularly those with cross sphere/stakeholder linkages).

c. Consciously promoting linkages between different kind of twinings: such as strategic twinings and learning twinings (for example). Likewise efforts should be made to foster linkages between similar twinings (i.e. similar in size of municipalities or approach chosen within a specific theme) and to promote further exchange between those twinings. The national coordinator can play a more active role in catalyzing tailor-made exchange.

To exemplify what is meant by the above it is useful to apply the thinking to the country programme. An example of a strategic twinning would be one between the successful Johannesburg Housing Corporation Joshco with a similarly influential Dutch Housing cooperation. Strengthening JOSHCO is strategic in the national context because it can be grown to assist other housing associations. Lessons learned in the JOSHCO twinning could be disseminated to learning twinings (such as Govan Mbeki, Tshwane and Ekuhurleni, all having less performing SHIs). Simultaneously the national coordinator could stimulate exchange between Langeberg and Camdeboo, both opting for an alternative to a municipal SHI. Langeberg and Camdeboo similarly have the potential to develop into examples in the field of social housing for other smaller size municipalities in South Africa.

d. Utilizing SALGA and CMRA more effectively as platforms for national and international exchanges

e. Choosing different modalities for exchange activities at national levels and in particular opting for less project-presentations. Two different approaches suggested by respondents were:

- Use a theme common to all as basis for exchange. Suggested possible themes in the country programme were “how to get from planning to implementation of project management”, “how to deal with the private sector in public-private partnership”, and “how to develop the link between social housing and planning”. Partners in the waste programme mentioned as a

possible theme the requirements stipulated by the recently promulgated Waste Act, and the wish to share experiences on waste-minimisation and recycling practices.

- Structure the meetings more as workshops, in which groups of people working on similar issues in their respective municipalities have to solve a problem common to all. An example could be: how to make SHI's financially sustainable, or "design a waste minimization policy". This could be utilized to address future issues, such as climate change and towns/cities as well.

f. Ensuring that all Logo South national projects/regional/ provincial projects are linked to local levels (e.g. DWAF/CMA interface with municipalities);

g. Ensuring that housing and planning projects (in the same municipal area) are linked whenever appropriate and possible.

2. Strengthen the current linkages and discourses between administrative and political processes by;

a. More actively drawing in politicians into project processes with a view to reinforcing political ownership and reducing inappropriate political interference in the implementation of initiatives

b. Clear separation of more political policy making from more technical policy implementation processes.

3. Strengthen learning effects in the programme by:

a. Drawing in education/research institutions more systematically at project level (already several universities are involved e.g the University of the Free State with Langeberg, the University of Port Elizabeth with Camdeboo, the Vaal Technical University with Emfuleni) and the Walter Sisulu University with Buffalo City).

b. Expanding the provision of facilities/ opportunities (via the country coordinator) for exchange of lessons learned, and for the development of guidelines and manuals for particular activities

c. Marketing the results of the twinning/ sectoral projects to wider public to indicate improving trends in institution-building systems (CMA)

c. Developing a differentiated certification system for different learning modalities in the project. Training received in Dutch higher education institutes can be co-validated by SA institutions. Training through exchange activities and on- the- job training can be certified by VNG.

d. Ensuring that training provided on the Dutch side is demand-responsive. One way of doing this is to promote twinning relationships with SA educational and training institutions around specific Logo South programmes.

e. Increasing the incorporation of South- South exchanges into the programme and making facilities for South-South exchanges more widely known

f. Actively monitor learning effects within projects and at programme level (see annex for important types of learning effects)

C. Overcoming weaknesses.

1. Develop clear and inclusive processes for identifying “new” areas for more systematic attention. An issue that was quite apparent in our consultations concerns the need for increasing capacity for effective revenue collection and cost recovery mechanisms within municipalities. Also SALGA stressed the need to address the training and capacity building of municipal politicians.

2. Improve VNG Logo South organizational mechanisms by:

a. Merging country and thematic coordination under the responsibility of the country coordinator.

b. Merging coordinators for South African municipalities and for Dutch municipalities into one function, reporting both to SALGA and VNG, based on excellent knowledge of municipal functioning in both countries.

c. Providing one coordinator at VNG-international to support municipalities in preparing project proposals (log frames, etc.).

d. Ensuring that the country coordinator should be senior person, with a longer term contract.

3. Be more critical and decisive about twinings that are not making progress in activities. Inclusive processes should be developed that allow for the withdrawal of support to non-performing projects without creating too many “diplomatic” tensions.

4. Recognize and support projects that have particular strategic potential or can make an unusual contribution to learning at the sectoral level. Such projects should provide successful lessons for other municipalities to follow.

5. Recognize and systematically monitor learning processes (which are quite strong in practice) in the projects. In order to promote this a model of different types of learning should be developed within VNG.
6. Incorporate international approaches (long-term goals, guidelines and practices) to integrated waste management into the municipal twinnings. Such incorporation should include linkages to local education and research institutions.
7. Shift the current fulcrum of substantive support in the social housing theme area. Whilst the focus on social housing itself in the Country Programme remains appropriate, a shift in the content and nature of support is required. More specifically the setting up and support of new municipal entities to deliver social housing should, as a general rule, be avoided. Far better is to adopt an approach where existing social housing companies or private development companies are brought into partnerships with local authorities. This implies further the focus of substantive development assistance should shift towards the development of skills in municipalities to manage PPP's and to manage risks of more entrepreneurial approaches.
8. Focus on helping social housing/rental housing processes and institutions become less subsidy driven and subsidy dependent. To the extent that municipalities make other forms of subsidy available from own resources (e.g. land, services) careful thought needs to be given on how to leverage municipal contributions to best effect and this is an area in which Dutch support may be particularly useful.
9. Bring the theme of climate change and municipalities into the programme.

ANNEX 1

Table 1 : Some examples of Relevance, Effectiveness, Impact and Learning

Relevance/Ownership						
- Alignment with national/local policies	<p>BCM-Water and Waste: address a locally identified high priority policy field. Swift adaptation of local by-laws where needed (Law-enforcement).</p> <p>Unie van Waterschappen leveraging access to DWAF and local-national discussions)</p>	GM: Completely in line with both national and local policies. Twinning enables GM to be at the front of developments, and an example for other SA municipalities	BOCMA: Is pioneering legislative and institutional framework for decentralization of water management. Project has a direct impact on national and local policy formulation and institutional set-up.	Breede River: Projects creatively and adequately adapts national policy priorities (social housing and waste) to local reality		
Ownership	<p>BCM-water and waste: high ownership at all levels at both sides of the twinning, expressed through continuous flow of information at all levels and up-to-date knowledge of each others reality. Joined proposal writing, activities upon request of BCM.</p> <p>DWAF actively choosing the international partner for</p>	GM: High ownership of projects on planning and housing (not on women’s advisory commission), continuous exchange of information. Joined planning of activities, also joined planning of content of trainings in SA and in NL.	BOCMA: High ownership at both sides. Continuous flow of information and joined planning of activities. Joined planning of content of training.	Breede River: High ownership at both sides. Continuous flow of information and joint planning of content of missions and content of projects		

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	a programme to establish the water catchment agencies, and setting the design of the programme with UoW						
Efficiency							
- Low financial input/ much voluntary work	<p>BCM-water: at least 2 municipal officers work ca. 30% of their time for the projects. Their salaries are covered by municipalities. Dutch counterparts put in substantial voluntary work in the ongoing communication on technical/implementation details</p> <p>BCM-projectcoordinator expects that once stormwater management system is in place, this will lead to both increased efficiency and quality of infrastructure management.</p>	<p>BCM-Waste: at least 2-3 municipal officers work ca. 30% of their time on the project. Their salaries are covered by municipalities. Dutch counterparts put in substantial voluntary work in the ongoing communication on technical/implementation details.</p>	<p>GM: Substantial input from at least 1 municipal officer. Substantial input from Dutch counterparts, also as voluntary work. More plans and projects than are part of the original twinning are presented by GM to Vlissingen to receive comments.</p>	<p>BOCMA: At technical level there is continuous communication between partners. Almost weekly input is received from Dutch partners.</p>			
- Multi-stakeholder	<p>BOCMA: Involves all stakeholders in water-sector, from the smallest micro-level organisations until national level</p>	<p>GM: Project links departments of Planning and Housing within municipality, and involves SHI, private companies and province.</p>	<p>Breede River: Combines different relevant municipal departments, Social Housing Institutes and private sector agencies</p>				
- Add-ons	<p>BCM-Wat: exchange visit where students from Wellantcollege will work with students from</p>	<p>GM: In overall framework of spatial development plan many specific additional</p>	<p>Breede River: A series of research projects have been carried out</p>	<p>Breede River: a community centre/crèche has been built.</p>			

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	Walter Sisulu University for joined input in project (stormwater-survey)	spatial projects have been developed. For all localities in GM have now land-use plan	by students from Utrecht University.	Rheden had substantial input from construction experts in the			
- spill-over		BCM-Waste: Have secured 2 million rand project for replication of waste-coops in other areas.	GM: Based on what was learned in trainings negotiations were opened with two private companies who own hostels, to discuss conversion into family units to be managed by municipal SHI				
Impact – General	DWAF-National: through legislation and pilot function of CMA project will have substantial impact on other CMAs to be established						
Impact – Learning							
- Skills	BCM-Wat: Specific GIS-skills learned BCM-Wat: when specific expertise is needed, we are trained, like for instance in legal aspects/law-enforcement	GM: Specific GIS-skills learned, directly applicable in daily work. Dissemination skills: learned importance of dissemination to nearby municipalities.	BOCMA: Specific skills on planning and monitoring of water management learned in visits to NL.	Breede River Waste: activity based costing was introduced in waste-management	Breede River Housing: Planning skills, importance of considering future planning needs when planning housing		
- Vision/Creativity	BCM-Wat: Working together with Dutch	BCM-Water: Collection points are innovative,	GM: Understood the logic behind	BOCMA: Understood the	Tshwane: In earlier phase	Breede River: New	

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	experts brought many new ideas for re-designing flood-plane	move away from classic individual collection, and incorporates informal settlements in to SWM.	cross-subsidizing through land-values (using income from high-value land-sales to private sector for subsidizing social housing)	importance of the municipal/CMA interface in water-management, which profoundly changed understanding of the CMA-job.	working together on the urban development project Eerste Fabrieke brought a lot of inspiration. Lessons learned and inspiration gained have fed into Delftse “Popta-hof” Planning	vision on involvement private sector in social housing provision was developed
- Project management	BCM-Wat Exchange-visit Richardson Bay: We learned how to better draft proposals to get funding from council.	BCM-Waste: Learned project management, especially planning. Learned that good project management requires monitoring.	BCM-Coop members learned how to manage a waste-cooperative	BOCMA: Have learned a lot on how to set up and manage CMA from exchange and communication with Inkomati	Breede River: have learned management skills	
- Tacit knowledge	BCM-Waste – Coop-member. Learned how to run a cooperative.	BCM-Waste: Coop members learned the difference between cleaning public space or between houses.	BOCMA: in exchange to NL understood interplay of various actors and levels in watermanagement			
- Attitude	BCM-Waste: have learned from colleagues in Leiden that you can also do your job out commitment instead of just for a living	BCM-Waste: Dutch partner emphasises that involvement in SA has taught them how to “think out of the box”, “be creative”, and “go back to basics”, which	BOCMA: Both partners emphasise several times that this twinning is a MUTUAL learning exercise.			

		also influences work-quality in NL.	Dutch partners learns a lot of SA stakeholder participation.				
Organizational strengthening							
- Within municipality	BCM-Wat: Reduced silo-mentality within municipality, better relations between departments (especially between community services and infrastructure)	BCM-Waste: Reduced silo-mentality, more work undertaken with different departments, especially with community services and infrastructure, also involved in the projects.	GM: Proactively we have moved housing from community services to a technical municipal department, to bring it in line with planning, inspection, infrastructure provision. Cooperation between planning and housing has greatly improved through project.				
- With other actors	GM: The twinning enables us to engage with the province	GM: The twinning helped us to establish working relation with two companies owning large company rental housing stock for joined planning and management	BOCMA: the project enables us a direct and open working relationship with national government (DWAF) that would not have existed without this project.				

BCM- Wat = Buffalo City Stormwater project, BCM- Waste = Buffalo City Waste project, GM = Govan Mbeki Municipality, BOCMA= Breede-Overberg Catchment Management Agency, DWAF = Department of Water and Forestry, UoW + Unie van Waterschappe

LOGO SOUTH - SOUTH AFRICA: EXTERNAL EVALUATION

EVALUATION NOTES ON SPECIFIC PROJECTS

October 2009

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The Ekurhuleni/Breda twinning relationship is a relatively young one. Ekurhuleni had requested a twinning relationship with a Dutch partner and after a visit by an Ekurhuleni delegation to the Netherlands, project based co-operation between Ekurhuleni and Breda commenced in November of 2008 (when a Breda delegation visited Ekurhuleni to interact on specific projects). Two Housing Corporations from Breda, Singelveste and WoningBreburch have become involved and are working with the Ekurhuleni Housing Corporation (EDC). The project focuses on boosting the capacity (in respect of social housing and urban renewal) of the Ekurhuleni Metropolitan Municipality (EMM) and the capacity of its social housing entity, EDC. The project is currently being pursued via two very concrete projects. The first is a specific social housing project in one of Ekurhuleni's urban centres -- Germiston. The second is an urban renewal initiative also in Germiston..... 141

It should also be noted that the Ekurhuleni/Breda planning also envisages a much greater involvement of elected political officials (councillors) than is true in other Logo S twinnings. How this evolves will be interesting to observe. 141

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Again it is too early to comment definitively on effectiveness. However it is worth noting that whilst planning of the social housing support has been efficient to date, we are unconvinced (given experience elsewhere) that the support will be effective. As previously noted we are of the view that more effort should be given to mobilising already successful housing companies in the region into a closer working relationship with EDC than on only looking to build capacity internally. 142

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1. Introduction

This report provides transcripts of the evaluation notes for specific projects reviewed in the external evaluation of the Logo South Programme in South Africa. The evaluation was undertaken under the leadership of Prof. Isa Baud. Other members of the evaluation team were Prof. Dan Smit and Dr. Michaela Hordijk. The team was assisted by several individuals and most particularly Jasmin Jakoet, who did substantial preparatory work for the evaluation team in South Africa, and Eva de Bruine who undertook desk top preparatory work in the Netherlands. The evaluation unfolded over several weeks. The evaluation team visited South Africa in late September (Sept.19th to Sept 25th) and visited several participating municipalities and other agencies/departments at national and regional level.

The notes assembled in this report simply record an information collection process. This information was then used as input material into the writing of an evaluation report (which focuses on strategic issues and which draws examples and thinking from this report). The evaluation notes are assembled from two main sources. The first is secondary information (previous evaluations, project documents etc.) that was assembled for each project (mainly by Eva de Bruine and Jasmin Jakoet). The second source is the information and impressions obtained from visiting and interviewing key participants and informants in both the Netherlands and in South Africa. It should be stressed however that it has never been the intention of the external evaluation process to produce stand alone evaluation reports for the projects. Whilst a common format has been used to assemble information there has been no attempt to ensure that every base is covered in every single project on a systematic basis. Coverage is consistently quite comprehensive however.

The evaluation notes are structured under the headings relevance, efficiency and effectiveness.

2. External Evaluation of the LOGO South Programme of VNG-International

2.1 Twinning partners: Emfuleni – Tilburg/Eindhoven. Thematic Programme: Waste

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.1.1 Brief background:

On 1 June 2006 the municipalities of Tilburg and Eindhoven signed a contract with VNG International for a multi-year project with the municipality of Emfuleni, South Africa. The project focuses on awareness raising campaigns, environmental education, recycling, cleaning activities and greening in two townships. In 2006 a number of activities were implemented, such as the development of a task team, the formulation of a communication plan and the approval of an environmental education and awareness policy. However in 2007 there were significant problems between the municipality of Tilburg and Emfuleni in terms of communication and as a result of this, the implementation of the workplan for 2007 was postponed. At this stage the project was still in the development phase. Eindhoven decided to take over the project (from 2009).

Emfuleni has acknowledged the communication problems which were a concern to Tilburg. They have taken steps to improve matters by the appointment in February 2008 of an international coordinator in the office of the City Manager.

Between 2005 and 2008 important results have been reached, such as 100% coverage of a weekly house-to-house collection of household waste (a service introduced by the municipality using local people), substantial collection of recyclables (separated at source or separated from the household waste) by reclaimers/the informal sector, occasional clean ups of illegal dumps, winning a competition for the cleanest ward in Gauteng (Evaton West) in 2006, achieving recycling at source in Evaton West and Bophelog Extension, the appointment of a coordinator, and increased participation from the community.

Disappointments include:

- Securing less voluntary participation in recycling than hoped for
- Fewer recycling centres have been established than targeted

- No structure for bulky waste established
- No structure for organic waste established

2.1.2 Relevance:

The project is highly relevant in terms of national and local policies for improved waste management and cleaner, sustainable living environments. The overall objective of the project is to enable the municipality to reduce waste and illegal dumping by strengthening capacity in the field of environmental education and awareness. The project contributes to the Thematic Programme: community education concerning waste and health issues. The contribution of this project to the thematic programme of waste can be further enhanced by dissemination of the communication plan and the methods that have been used by the municipality in the communities.

The topic of waste is on the municipal agenda and the waste department is functioning well. Emfuleni makes strategic plans for the long and short term and the policies for waste management are integrated in the IDP. Ward councillors in the two pilot communities play an important role in the projects. Emfuleni considers itself to be leaders in waste management in the Gauteng Region and proudly points out that they are considered as such by the Province. They also point out that they have been asked by the ANC to run education workshops on waste issues for their cadres. The fact that waste processes can be linked to job creation and local economic development opportunities is considered very important.

2.1.3 Efficiency:

The approach of the project is well thought out. At the municipal level the waste department appears to be functioning properly. They make strategic plans for long and short term and the policies for waste management are integrated in the IDP. With the research on recycling by a local university a first step has been taken, but the knowledge and experience on this matter is very minimal in the current waste department.

The task team links the municipality to the community and the theory to the practice. Both at municipal and community level the task team members are satisfied about the functioning of the group and the results they reach together. At the community level there is enough capacity and commitment for the awareness activities. The results could probably not have been achieved in fewer visits. However for a follow-up project the bilateral partners should consider more South-South exchange and using more local experts.

Perhaps the biggest efficiency shortcoming has been in the area of communication (which was the source of the problem with Tilburg). Whilst the appointment of an international relations co-ordinator seems to be a step in the right direction, we were unconvinced that communication is now much improved. It is very difficult to reach officials telephonically even in South Africa (the municipalities switchboard is hugely

overburdened to the extent that lack of efficiency in this regard has been the subject of newspaper articles). Moreover the international relations co-ordinator is located within the office of the Mayor which makes his position “political” in a negative sense. Unfortunately the co-ordinator did not attend the meeting between the external evaluation team and Emfuleni officials.

2.1.4 Effectiveness:

As previously noted many results have been established in the communities. One specific result should be mentioned here: One ward in Evaton West, which wasn’t serviced by the waste department from the municipality, implemented the project and won a competition as being the cleanest ward in Gauteng. This is an example for other wards and the project has gained attention in the whole city region of Gauteng.

There is a good balance between short term community projects with high commitment of the people and the long term projects at municipal level, such as the establishment of a recycling station. Furthermore, there is a balance between theory and practice by focusing on both policy level and implementation level.

Many goals have already been reached, such as a cleaner environment in the townships, commitment of the people to waste disposal, waste services are organised in the townships, the task teams consisting of officials and volunteers was established, successful awareness activities, research on recycling which is now being used for the establishment of recycling stations.

Whilst it is clear that staff in Emfuleni are enthusiastic, it is our perception that the municipality is not yet ready (in capacity terms) to scale up the initiative. The Coordinator(International relations) is placed in a political position in the Mayor’s office.

2.1.5 Stakeholder relations

Role national/local coordinator
Not applicable at the moment – if the initiatives which exist in several municipalities were to come together and learn from each others’ experiences, the national coordinator could take up integrating learning by practice activities, such as the practical booklets about housing which are widely used by local municipalities.

Added value of the LOGO-South programme; particular strengths and weaknesses
In 2007 the relation with Tilburg deteriorated tremendously due to a change in the international coordinator in Tilburg and a lack of a formal international coordinator in Emfuleni. Fortunately, the officials involved in the waste project in Emfuleni had the knowledge and capacity to continue their activities, also without a good cooperation and support, though a report on the progress

within the projects never reached Tilburg or didn't correspond to the expectations of Tilburg.

An important lesson has been that efforts to solve the communications problems between Tilburg and Emfuleni were insufficiently pro-active on both sides. Key to the new relationship with Eindhoven is a focus on ensuring better communication.

Stakeholders

The most important stakeholders are the community members. There are a large number of volunteers involved in the project at different levels. NGO's and CBO's are not in the picture.

Tilburg:

Main Project Manager

Project coordinator

Expert of BAT (Brabants Afval Team)

Eindhoven:

Main Project Manager

Project coordinator

Emfuleni:

Main Project Managers

Coordinator International Relations

Head of Waste Department

Others:

Communication team

Member of the Mayoral Committee on Waste

Volunteers Evaton West and Bophelong

Vaal University

2.1.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
<p>Alignment of country programme with national policies</p> <p>(Are themes of the programme/ projects in line with priorities set by the national government?)</p>	<p>The project contributes to focus area 3 of Thematic Programme: community education concerning waste and health issues. The contribution of this project to the thematic programme of waste can be further enhanced by dissemination of the communication plan and the methods that have been used by the municipality in the communities.</p>
<p>Alignment of projects with local policies</p>	<p>The topic of waste is on the municipal agenda and the waste department is functioning well. They make strategic plans for long and short term and the policies for waste management are integrated in the IDP.</p>
<p>To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)</p>	
<p>Are there any other twinning partners/donors?</p> <p>How do they value LOGO-South compared to these other initiative/programmes?</p>	<p>There is a Public Private Partnership on waste management in the communities. The task team of the Waste project consists of two officials and eight volunteers from the two involved townships. These volunteers are linked to a bigger group of volunteers in the community and can mobilise more people at specific activities. The volunteers from the task team, together with the ward councillors are very important for the successful implementation of projects. So the cooperation between the municipality and the community-level is well organized.</p> <p>Alignment with other projects/donors appears not to have happened but the opportunities in this regard are limited.</p>
<i>b. Strengthened capacity of local governments</i>	
<p>Is the programme based on locally identified priorities (ownership)?</p>	<p>The waste department is well embedded in the municipal structure of Emfuleni. They have a team that is consistent and the officials are dedicated to their work. Part of the project was training on strategy development and this has resulted in strategic plans and in a waste-component in the IDP. By the formation of the task team (as part of this project) a continuous link</p>

	<p>between the municipality and the two pilot communities has been established. The ward councillors are well informed and dedicated to the project and the awareness-raising campaigns in their wards. This official-political-volunteer/community network is strong and functions well.</p>
<p>To what extent can the programme/projects be continued without VNG-support (sustainability)?</p>	<p>At the community level there is clear sustainability, the combination of awareness-raising and the introduction of refuse services in the townships make it sustainable. People are motivated to keep their environment clear and ensure that the waste is well disposed of. A challenge for the future is the few illegal dumping sites that still exist, which needs a change in mindset of a minority of the population.</p> <p>The coordinator (International Relations) of Emfuleni is the project leader. Different members of the Emfuleni work group will be appointed. The Dutch have an explicitly advisory role and so sustainability is enhanced.</p> <p>For the sustainability at the municipal level it is important to keep a low turnover of staff. With this staff the good experiences in the townships can be disseminated to other parts of the municipality. The municipality is starting with the implementation of cleaning/awareness activities in other parts of the municipality. Ward councillors of this new ward are involved as well. This can continue even after the project ends.</p>
<p>To what extent are activities and projects integrated in local policies?</p>	
<p>To what extent are activities and projects also implemented?</p>	
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>By winning a competition for the cleanest ward in Gauteng they showed their successful approach to the province. This is a good incentive but other communities within the municipality will need to copy it. There are plans for exchange with two other municipalities are still in mind but need to be concretised and discussed within LOGO South (Emfuleni is not aware of the possibilities for further south-south exchange within the programme).</p>

To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?	Recycling can create job opportunities and economic activities.
What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	More support from VNG in overcoming communication problems.
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	<p>In 2007 there were significant problems between the municipality of Tilburg and Emfuleni regarding communication and partnership. As a result of these communication problems the implementation of the work plan for 2007 of the multi-year was delayed and most of the budget for 2007 was not spent.</p> <p>For 2009-2010: The contribution requested from Logo South (in the Application Form): 175.392 euro Own contribution: 151.600 euro</p>
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	
How much time (manhours/days) did they spend on the implementation of the programme/projects?	
Was time/ budget sufficient to implement the programme/ projects?	
Equipment purchased (type and costs involved)	
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	<p><u>Tilburg:</u> Main Project Manager Project coordinator Expert of BAT (Brabants Afval Team)</p> <p><u>Eindhoven:</u> Main Project Manager Project coordinator</p> <p><u>Emfuleni:</u> Main Project Managers Coordinator International Relations Head of Waste Department</p>

	<p><u>Others:</u> Communication team Member of the Mayoral Committee on Waste Volunteers Evaton West and Bophelong</p> <p>There was a good combination of the expertise on waste and project management from people from the waste department in Tilburg, the international coordination of Eindhoven and the Vaal University.</p>
<i>Output</i>	
Which project activities have been implemented?	
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	
<p>For all project activities:</p> <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	<p>The direct target groups are both on a political-administrative level (Mayor, MMC's, councillor). Clear commitment of the local authorities will have a positive effect on officials and community involvement. The indirect target groups are the informal sector who contributes to waste collection and households.</p>
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	
Are programme/project activities evaluated, and if so, how were they valued?	
<p>How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)?</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation 	

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<ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation - Reflection on activities; - Integration of feed back in processes. - flexibility to adjust programmes/projects 	
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <ul style="list-style-type: none"> a. With respect to improved service delivery: <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality b. With respect to improved management capacities <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability c. Improved financial position <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building 	<p>The training supply from Tilburg (and Eindhoven) was various and extremely useful in the daily work of the officials (both municipal and community level). They could give clear examples of where they had made use of the knowledge they had gained from the trainings. Students from the Netherlands conducted research on recycling which is being used in the establishment of recycling stations.</p> <p>There are more training needs for building capacity and increase knowledge of the waste department staff in Emfuleni.</p>
<p>What kind of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	
<p>What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?</p>	
<p>To what extent does the programme/project contribute to the strengthening of LGAs?</p> <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
<p>To what extent is the programme/project set up coherent?</p>	<p>The activities targeting the municipal and the community level proved successful and consistent with the overall objective of the project.</p>
<p>To what extent is South-South exchange (on national and international level) taking place?</p>	<p>Emfuleni suggested the following subjects for South-South exchange: Public-Private-Partnership (with the municipality of Buffalo</p>

<p>What have been the main bottlenecks for South – South exchange?</p>	<p>City) and using refuse bins (with the municipality of Naledi). Alignment with other relevant donors and NGO's who are active in the field of Solid Waste Management in Emfuleni and/ or other municipalities in South Africa.</p>
<p>What have been the main bottlenecks in the implementation of the programme in general?</p>	<p>The lack of international coordinator in Emfuleni caused communication problems.</p> <p>The international coordinator of Tilburg changed positions and a new coordinator had to start in 2007. (Looking at Tilburg, it seems that they are not aware of the successes that have been accomplished in the project. Tilburg did not receive all information about activities and budgets like they had discussed with Emfuleni. Though they did receive requests for the financing of bins. The lack of communication and the delay in reporting did not lead to a good relationship and trust between the two partners. International cooperation and twinning is not high on the priority list of Emfuleni. Although the Emfuleni Local Municipality promised to place a co-ordinator for international relations in 2006, this only happened at the beginning of 2008.)</p>
<p>Which adjustments have been made to the programme/project?</p>	<p>Despite the fact that many of the activities have come to a stand still due to a lack of communication, it will be possible to reach all targets at the end of the programme. Most of the objectives have been accomplished and the municipality is continuing on some of the results of these activities.</p>

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2.2 Twinning partners: Breede Overberg-Wetterskyp Fryslan – Sneek. Thematic Programme: Water management

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.2.1 Brief background:

The main objective of establishing Catchment Management Agencies (CMAs) is to facilitate stakeholder participation in the management of water resources. CMAs operate as a transformational arm of government and should manage water resources in line with the needs of local communities. CMAs aim to democratise and localise water resource management.

A proposal for the establishment of a CMA for Breede-Overberg was developed in terms of Section 77 of the National Water Act, 1998 (Act No. 36 of 1998) for submission to the Minister of Water Affairs and Forestry in 2004. This proposal was the result of the deliberations of the Reference Group established for compiling the proposal for the establishment of the Breede-Overberg Catchment Management Agency (BOCMA), assisted by the Department of Water Affairs and Forestry: Western Cape.

BOCMA was established by Government Gazette Notice No. 27793 on 13 July 2005. The elected 10-person Advisory Committee (who made recommendations on the size and composition of the Governing Board for BOCMA) was announced on 16 September 2005. The Governing Board's responsibility is to oversee the operation of the CMA and to ensure that national and local water resource management interests are represented. The Board will also be required to provide direction on the strategies and policies to be followed by the CMA. The Governing Board was formally inaugurated on 19 October 2007.

BOCMA covers the Cape Winelands and the Overberg District Municipalities with its head office in Worcester. Nineteen CMAs have been proposed countrywide and are being reviewed by the DWAF. BOCMA is the first water catchment management agency to be established in the Western Cape and is the second in South Africa. The first CMA in the country is that of Inkomati in Mpumalanga. The Agency is expected to take over the functions of DWAF.

As indicated by the National Water Act (No 36 of 1998), the Catchment Management Agencies (CMAs) are responsible for the protection, conservation, development and management the water resources for the WMA. One of the initial functions of the CMA is to develop a Catchment Management Strategy (CMS). The CMS must:

- be in harmony with the National Water Resources Strategy;
- be reviewed at least every 5 years;
- include a water allocation plan.

A professional service provider (consortium) has been appointed to help with the CMS. This process started on 1 September 2009.

A MoU between BOCMA and DWAF was signed in 2008. The submission of a business plan is required within 6 months of the establishment of the CMA. In March 2009 the BOCMA Business Plan: Financial Year: 2009/10 became available. (The National Water Act, from which the CMA derives its mandate, requires that the Board submits an annual business plan to the Minister.)

First Strategic Business Plan: April 2008

The plan outlines the institutional development phase of the CMA. (2008/09) starting with strategic objectives identified on page (i) and in further detail on page 13 of the First Strategic Business Plan: April 2008.

Year 1:

- Organisational Strengthening
- Good Governance
- Building Legitimacy

Years 2 and 3 are to focus on developing capacity to manage water use charges and information systems as well as implementation of relevant Water resource Management programmes (2009-2011).

The planned staff complement is 22 by end 2008. The full complement of 38 by end 2010 (as outlined in the First Strategic Business Plan: April 2008) is shown below. The organization is to be arranged into four functional areas:

The Business Plan for Financial Year: 2009/10 (April 2009 to March 2010) completed in March 2009, outlines a rapid appointment of staff to achieve the programme activities, with a staff complement of 27 by the end of the 2009/10 financial year.

The staff of BOCMA is currently as follows (3 more appointments have been made since the release of the Business Plan in March 2009):

Mr Phakamani Buthelezi (CEO), Mrs Zanele Mngoma (CFO), Ms Natasha van der Merwe (Administration Officer), Ms Rushda Adonis (Receptionist), Mrs Sylvia Mbombo (PA to CEO), Mr Jan van Staden (Senior Manager Water Resource Planning and Information), Mr Ogwang Okoth (HR specialist that starts on 5 October 2009).

2.2.2 Relevance:

The project is relevant as it is aligned with national policies to progress towards the establishment of CMAs with the purpose to delegate water resources management to the regional or catchment level and to involve local communities in decision-making processes. BOCMA operates at the local level within the strategic priorities of the IDP. There is therefore a high level of ownership as local communities will be more involved in water resources management. Relationships with municipalities are being built at this initial stage

The potential to learn from the experienced Dutch partners is significant (the Netherlands has more than 500 years of experience). The way that the Netherlands Water Boards operate is admired and provides motivation to be successful. It would be too early to continue without VNG-support (for financial reasons as well as for the expertise) as the project is in the infant stage.

2.2.3 Efficiency:

There are only 2 core officials involved and there have been no resignations. The project is in the infant stage and therefore the time has not been sufficient for an evaluation to take place (the horizon should be 10 years, not three years). The budget is not adequate.

With respect to staffing, high skills shortages imply that CMAs would like to have DWAF staff transferred. However, DWAF would like to retain their staff. Furthermore, a Board member can stay on the Board for three years (with the possibility of staying on longer) but the new members will need training. Hence, it is worthwhile for a Board member to also be a stakeholder because the stakeholder would then have been upskilled.

Overall, VNG support is highly appreciated and considered well-organised and professional.

Coordination with Dutch twinning partners has been very good as they are helpful and always available. The relationship is a two-way learning process (South Africa has shared insights on involving stakeholders and corporate governance, for example).

Even in the relative short period a number of significant learning effects could be identified. All different learning modalities offered so far in the project were considered equally useful.

-The exchange visits to NL were considered a necessary prerequisite for the functioning of the twinning. Only with a proper understanding of the Dutch reality and approach the support and suggestions from their peers could be understood and valued. "Although the challenges are very different (we fighting too little, you fighting too much water) the principles of water management are the same. Most important lesson brought home: the importance of the interface with municipalities (responsible for sewerage treatment).

- International exchange (Istanbul conference) – learned a lot in thematic workshop (on culture around water, relevant for SA with such a rich cultural diversity). Exposure to international experiences also considered very useful

- Having NL-experts in SA indispensable. Working together on concrete projects/problems is an excellent learning modality. Also input over email/phone is important.

- National exchange within SA very important. BOCMA learned a lot from the earlier established CMA in Incomati. Trust has been built up. Learned a lot on functioning of CMA from CEO Incomati. Although original CEO Incomati has changed, thanks to the project a good and important relation has been built up with new CEO.

Project has also enabled very good working relationships with relevant officers at DWAF-national offices, which eases coordination and implementation.

2.2.4 Effectiveness:

Projects are sustainable as the level of commitment is high and communication is regular.

Feedback from stakeholders regarding the devolvement of water use management from DWAF to a lower level is positive since the CMA is closer to water users (in terms of proximity). (DWAF currently still handles the issuing of water licences and billing, for example.)

BOCMA is still at the recruitment phase and there is a lack of staff on the ground to be trained. (i.e. Managers are trained but BOCMA staff are not). Issues take long to resolve as the processes overseas are too lengthy and projects take too long to be approved. With respect to stakeholder engagement, the disadvantaged (e.g. emerging farmers) need to be uplifted but this causes delay.

2.2.5 Stakeholder relations:

Added value of the LOGO-South programme; particular strengths and weaknesses
<p>The added value of the partnership is that BOCMA staff is exposed to expertise that operates in a different area with different operations but under the same principle of improved water management. The relationship with the Dutch partner is based on mutual respect and is therefore sustainable.</p> <p>The differences in the local situation of BOCMA and the Dutch partners present some challenges. For example, in the Netherlands most people have no problems paying bills but in South Africa people may not be in a position to pay for services.</p>

Recommendations for training:

The form of the international exchange should be an initial general meeting in the Netherlands (to see how they operate) and then more specific workshops in South Africa (to focus on the South African context). Furthermore, participants should be more involved in the content of the course and the course design in order to improve its relevance.

Mr Buthelezi (CEO) noted that while interactions were good between staff in the partnership, this was absent for CEO's. He suggested that people in similar roles be matched.

Mr Buthelezi also suggested that Dutch operators spend time training operators in South Africa.

Relations between the different actors: communication, how often do they meet?

Source: Appendix C (First Strategic Business Plan): Stakeholders of BOCMA. (See source for an explanation of how the stakeholders impact on the CMA and how the CMA supports the stakeholders.)

Meeting with stakeholders is easier for the CMA than for DWAF because of closer proximity. It was mentioned that all stakeholders lack capacity at some level. A challenge presented by a high level of participation with stakeholders is that stakeholders have different levels of education. The participatory culture is not as strong in the Netherlands.

2.2.6 Appendix

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
<p>Alignment of country programme with national policies</p> <p>(Are themes of the programme/ projects in line with priorities set by the national government?)</p>	<p>The LOGO South water management project is in line with priorities set by the national government.</p> <p>The creation of Catchment Management Agencies (CMAs) is in line with the former Department of Water Affairs and Forestry (DWAF), now renamed Department of Water and Environmental Affairs, priorities to progress towards the establishment of CMAs. It is believed that CMAs will further enhance the management of water resources at a regional or catchment level. It is through such a participative process that countries like the Netherlands have been able to manage their water resources.</p> <p>Chapter 7 of the National Water Act, 1998 (Act No. 36 of 1998) makes provision for the progressive establishment CMAs and states that the purpose of the CMAs is to delegate water resources management to the regional or catchment level and to involve local communities in decision-making processes.</p> <p>See: First Strategic Business Plan: April 2008, page 5.</p>
<p>Alignment of projects with local policies</p>	<p>Municipalities are expected to adapt their Integrated Development Plans (IDP) in line with the national medium-term priorities. BOCMA operates at the local level within the strategic priorities of the IDP.</p> <p>See: First Strategic Business Plan: April 2008, page 6.</p>
<p>To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)</p>	
<p>Are there any other twinning partners/donors?</p> <p>How do they value LOGO-South compared to these other initiative/programmes?</p>	<p>The relationship with Inkomati CMA in Mpumalanga is not formal but they assist each other. (BOCMA learns about daily activities, organograms, salary structures, obtaining funding, etc).</p>
<i>b. Strengthened capacity of local governments</i>	

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<p>Is the programme based on locally identified priorities (ownership)?</p>	<p>Yes, there is ownership since the purpose of a CMA is to delegate water resources management to the regional or catchment level and to involve local communities in decision-making processes. Broadly, the initial role of a CMA is communicated in the National Water Act as managing water resources in a water management area; coordinating the functions of other institutions involved in water-related matters and involving local communities in water resources management. Relationships with municipalities are being built at this initial stage.</p>
<p>To what extent can the programme/projects be continued without VNG-support (sustainability)?</p>	<p>It would be too soon to continue without VNG-support (for financial reasons as well as for the expertise) as the project is in the infant stage. The Netherlands has >500 years of experience. However, the Dutch and South Africa have close ties and good relationships have been formed between partners. If the programme should stop, communication will continue regardless.</p>
<p>To what extent are activities and projects integrated in local policies?</p>	<p>Municipalities are expected to adapt their Integrated Development Plans (IDP) in line with the national medium-term priorities. BOCMA operates at the local level within the strategic priorities of the IDP.</p> <p>See: First Strategic Business Plan: April 2008, page 6.</p>
<p>To what extent are activities and projects also implemented?</p>	<p>Project started in May 2008. No implementation. Training of Board members.</p>
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>Within the country: Inkomati CMA in Mpumalanga.</p> <p>International exchange: International Water Congress.</p> <p>Between actors outside Logo South programme: Water Users Association, Irrigation Boards and Local government.</p>
<p>To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?</p>	<p>The establishment of CMAs assists government in achieving its objectives of eradicating poverty through the equitable allocation of water to all the users. Furthermore, it is seen as a tool for the</p>

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	empowerment and upliftment of communities by promoting public participation in water resources management.
What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	The project is still in the infant stage and it is difficult to make recommendations. However, the creation of a learning centre in South Africa would benefit those in water resource management and operations. The costs of training would decrease and the result would be greater relevance.
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	Note: The Application is for project Logo South Application Form 2009-2010: total amount of application 450487 euro Contribution requested from Logo South: 267887 euro Own contribution: 182600 euro
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	The Board plus senior manager (Jan van Staden) and CEO (Phakamani Buthelezi)
How much time (manhours/days) did they spend on the implementation of the programme/projects?	
Was time/ budget sufficient to implement the programme/ projects?	The time was not sufficient as the horizon should be ten years, not three years and the budget is not adequate.
Equipment purchased (type and costs involved)	
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	See stakeholder mapping above.
<i>Output</i>	
Which project activities have been implemented?	Skills training and exchange.
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	
For all project activities:	The 2009-2010 Application Form suggests

<ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports For all project activities: 	<p>the following target groups:</p> <p>The <u>direct</u> target groups are: BOCMA Winevalley District Municipality Overstrand District Municipality Wetterskip Fryslan Gemeente Sneek A high school in SA and Sneek (to be selected)</p> <p>The <u>indirect</u> target groups are: People living and working in the area Stakeholders The education sector in water resources management The SA and Dutch water sector</p>
<p>For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?</p>	<p>2 officials have been trained, Phakamani Buthelezi and Jan van Staden.</p> <p>A Board member can stay on the Board for three years (with the possibility of staying on longer) but the new members will need training. Hence, it is worthwhile for a Board member to also be a stakeholder because the stakeholder would then have been upskilled.</p>
<p>To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?</p>	<p>The meeting in Istanbul was much appreciated. The scale of the event contributed greatly as many cultures were present and groupwork was effective and interesting.</p>
<p>Are programme/project activities evaluated, and if so, how were they valued?</p>	<p>BOCMA has reflected on the MoU (between DWAF and CMA).</p>
<p>How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)?</p> <p>With respect to:</p> <ol style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - flexibility to adjust programmes/projects 	<p>A rating scale of 1-5 (5 being the max score) was used, showing that the role of VNG International as a supportive organisation is valued highly:</p> <p>With respect to:</p> <ol style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> Communication (1) Financial management and administration; (2.5) Monitoring and evaluation; (1) Planning and reporting; (3) b. the implementation <ul style="list-style-type: none"> Training (of LGs & LGAs) (3) Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> Reflection on activities; (3) Integration of feed back in processes. Flexibility to adjust programmes/projects (3) <p>Note: On the whole VNG is considered well-</p>

	organised and professional but the scores above relate only to Mr Buthelezi's once off experience regarding poorly organised travel arrangements.
How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.	Coordination with Dutch twinning partners has been very good as they are helpful and always available. The relationship is a two-way learning process (South Africa has shared insights on involving stakeholders and corporate governance, for example).
Effectiveness	
<i>Outcome</i>	
To what extent does the programme/project contribute to the strengthening of LGs? a. With respect to improved service delivery: - coverage (people reached), - continuity, - affordability, - quality b. With respect to improved management capacities - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability c. Improved financial position - increased revenues - part of budget spent on service provision and capacity building	n/a (It is too soon to evaluate this.)
What kind of mechanisms for informing the public have been created (as a result of LOGO South)?	
What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?	
To what extent does the programme/project contribute to the strengthening of LGAs? <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
To what extent is the programme/project set up coherent?	
To what extent is South-South exchange (on national and international level) taking place? What have been the main bottlenecks for South –	

South exchange?	
What have been the main bottlenecks in the implementation of the programme in general?	The main bottlenecks in the implementation of the programme are as a result of the fact that they are still recruiting and there is a lack of staff on the ground to be trained. (i.e. Managers are trained but BOCMA staff are not). Issues take long to resolve as the processes overseas are too lengthy and projects take too long to be approved. With respect to stakeholder engagement, the disadvantaged (e.g. emerging farmers) need to be uplifted as a result of South Africa's history, but this causes delay.
Which adjustments have been made to the programme/project?	

Ms J. Jakoet (assistant, Dan Smit Consulting) held a brief initial interview on Tuesday, 15 September 2009 with Mr Phakamani Buthelezi – (first appointed) chief executive officer for BOCMA. Dutch evaluator (Dr. Michaela Hordijk), accompanied by Ms Jakoet, interviewed Mr Phakamani Buthelezi and Mr Jannie van Staden (Senior Manager) on Tuesday, 22 September 2009.

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The Breede-Overberg Catchment Management Agency (BOCMA)

Mr Phakamani Buthelezi – (first appointed) chief executive officer for BOCMA
Mr Buthelezi was not previously employed by DWAF but has more than 10 years senior experience in the public sector in environmental services. He started at BOCMA on 1 May 2008.

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Mr Jannie van Staden - Senior Manager Water Resource Planning and Information

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Documents Received:

1) Breede-Overberg Catchment Management Agency. First Strategic Business Plan. Financial Years: 2008/09 to 2010/11. Version 5. April 2008.

2) Breede-Overberg Catchment Management Agency. Business Plan. Financial Year: 2009/10 April 2009 to March 2010. March 2009.

2.3 Twinning partners: Breede River Winelands Municipality (BRWM), renamed Langeberg Municipality and Municipality of Rheden/Conkim – Country Programme: Housing (and Thematic Programme: Solid Waste Management)

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.3.1 Brief background:

In October 2006 a Memorandum of Understanding was signed between BRWM, Cape Winelands District Municipality, the Conkim Foundation and the Municipality of Rheden. The social housing project is the flagship project of the twinning and a subsequent waste project has progressed since its inception in late 2008. Housing is a top priority for the municipality and the Dutch helped to develop their social housing framework. The social housing model is quite innovative as it involves subsidizing land to a private developer with the intention that private agents manage the units to ensure that the municipality has no direct involvement with the rental units (due to a culture of non-payment and lack of clarity of eviction rules and enforcement). South African politicians and officials visited the Netherlands and Dutch officials have visited BRWM. In Kimberley a SHI was visited and housing policies were discussed. A conference was organised for the Breede River council covering themes such as land alienation, cross subsidisation, subsidies, involvement of banks and developers, advice on management of social housing, etc.

BRWM addressed a 6.4 hectare plot in Robertson (Erf 2) for social housing. Results of the project outlined in the Logo South Application Form 2009 – 2010 are as follows:

Social housing policy has been approved

Seeing social housing in a broader perspective, as one of the instruments to fill in the gap in the housing market

Seeing the need for cooperation with developers and banks with respect to housing delivery

Realizing BRWM is too small for its own SHI

Erf 2 can be used for affordable housing and can be used for cross subsidisation

Land use planning and housing are linked together in the sense of building the right house for the persons on the right spot, related to their income, creating market value, integration, etc.

Working with people from another country broadens the vision, perspectives, view, ideas and possibilities for BRWM.

The focus of the social housing project changed direction from social housing to rental housing (and from building with government subsidies to building by the market, i.e. banks and developers). BRWM cannot depend on subsidies (Restructuring Capital Grants) as it is not a Restructuring Zone. (The South African Social Housing Policy refers to the fact that capacity building and capital grants are limited to 13 local governments that can declare Restructuring Zones.) Erf 2 will be a mixed model, i.e. contain affordable housing for rental and sale, starting at approximately ZAR 350 000. Cross subsidization and linkage with other plots will be part of the plan. Other options include the institutional subsidy and the Community Residential Units (CRU) programme.

At present, BRWM received 5 proposals from developers for Erf 2 and is in the process of electing an evaluation committee and an adjudication committee to evaluate the proposals.

A project on Solid Waste Management (SWM) stemmed from cooperation on the housing project but only started in late 2008. BRWM and Rheden did not participate in the Thematic Programme Solid Waste Management 2005-2008. According to the Logo South Application Form 2009 – 2010, “one of the delegates from BRWM visited an incineration and composting plant in Rheden. During the visit of a delegation from Rheden to BRWM, the issue waste was discussed. BRWM stipulated a concern towards solid waste management, giving the following reasons:

The landfill is running out of space and an application for a new landfill site is being processed at the province
waste-collection without separation at source or at landfill
Environmental risks of the landfill sites
Scavengers at landfill sites 'work' in bad hygienic circumstances
No insight into real costs of waste management
Inhabitants of BRWM are not aware of sustainable waste management.”

The introduction of the concept of activity-based costing (abc) at a Logo South SWM conference sparked great interest. The concept is known and used in Rheden. BRWM would like to implement abc as soon as possible (with support from Rheden) as it provides better insight of costs related to waste management. Furthermore, it provides greater transparency for the inhabitants of BRWM on the costs of waste collection for the municipality and the justification for increases to rates. Policies need to be formulated in terms of other topics (for e.g. landfill sites, investment of quality of sites, organisation of separating waste).

The twinning arrangement is considered a success due to the high level of commitment and cooperation. A spin-off of the relationship between BRWM, Rheden and Conkim has been the construction of a community centre and crèche by Conkim in the poor area of Xolani.

2.3.2 Relevance:

The project is relevant as it is aligned with national policies (under the Social Housing Act, 2008: to establish and promote a sustainable social housing environment). All spheres of government must promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination of slums and slum conditions). However, there have been 13 Restructuring Zones identified which are only in the metro's, immediately disqualifying smaller municipalities (including BRWM) for funding.

The project activities are well-integrated into local policies and respond to the housing needs of the community. (Social housing is a priority for the municipality and is a strategic objective in the Service Delivery and Budget Implementation Plan. Furthermore, management and council are committed to provide housing and this is stipulated in the Integrated Development Plan (IDP) for 2007-2011). Since 2000 the pace of housing delivery was slow but in the last 3 years there has been greater commitment.

More than 3500 people were disqualified for free low-cost housing (generally this occurs because between the time of their application and the processing of the application, they find employment). There is thus demand for housing in the "gap" market. The waiting list for RDP and social housing is indicative of demand. A study in cooperation with Freestate University was done on (social) housing demand but this study is not regarded as reliable. Target groups for this gap market are, for example, municipal workers, policemen, nurses, etc and people living in backyards or renting in RDP houses. BRWM has received 5 proposals from developers for Erf 2 and is currently in the process of electing an evaluation committee and an adjudication committee to evaluate the proposals.

VNG support is highly valued as the Dutch twinning partner has more than 20 years of experience and the municipalities are well-matched. With the first visits to the Netherlands there was some doubt as to whether the Netherlands' model could be applied in South Africa (especially since social housing foundations in the Netherlands own properties and land) but this concern was not strong as exposure to their expertise is valued, particularly in terms of the use of the land, what level of profits should be made and how cross-subsidization should occur. It was decided that a BRWM housing entity would be illogical and that a private sector partnership would be better suited. Support in the implementation phases of the project will be necessary. Examples in South Africa are not applicable to small municipalities (since restructuring zones are only in the metro's). Johannesburg's Cosmo City, for example, is a successful mixed model but is in a large scale metro. For the future implementation phase, more communication will be necessary as expertise is required for the areas related to project management. There is currently no communication between BRWM and South African/Dutch housing (property development) companies, leaving great potential for increased learning. There is also no communication with Camdeboo municipality, another small municipality that is not part of a Restructuring Zone.

The project on Solid Waste Management is relevant as the landfill site in Ashton is close to capacity and it will be necessary to learn to extend the life of the landfill site and create alternatives. This situation prompted the project and the exchange will inspire better waste management practices. There is a strong commitment from the South African government following the promulgation of the Waste Act (59 of 2008) to make an impact on waste reduction and recycling.

2.3.3 Efficiency:

Both the time and the budget has been sufficient in the planning phase. There are 6-8 core officials directly involved and there have been no major resignations.

The social housing model is a low-risk model because they are starting small (Erf 2 is a 6.4 hectare plot). The policy direction appears to be sound and the model is innovative. (When a municipality falls into a restructuring zone, there is a risk that they become subsidy-dependent.) The major difficulty thus far has been the tender process. The programme has been received negatively by councillors from the opposition (DA) party, highlighting the political risk for the partnership.

The administration of the programme is clear and visits and workshops are indicated well in advance.

2.3.4 Effectiveness:

The programme contributes greatly to the strengthening of LGs. Furthermore, projects are sustainable as the level of commitment is high. Communication and the capacity to deal with queries has increased as there were many public enquiries from affected communities. A marketing day held by BRWM lessened the fears of the property holders in the higher-income adjacent neighbourhood. However, delays were caused by objections. (An example was given of a Swiss homeowner that visited his property in the high-income neighbourhood rarely but objected to the project, causing further delays.) Environmental groups have expressed that they would also object formally. Other bottlenecks in the implementation of the programme stem from the differences between the local situation and the Dutch situation. They are a developed country and the constraints in terms of budget, ownership of land, the extent of legislation in terms of environmental assessments and the situation of beneficiaries are different.

Because it is more profitable for developers to cater to the higher income market, another plot has been identified (Erf 4024, 2.32 hectares) for gap housing where a greater proportion of higher income properties will be allowed as an incentive for developers. (The Council rule is that affordable housing with unit selling prices ranging between R350 000 up to a maximum of R450 000, forms an essential part (30%) of the development, with the remainder of the development for the higher to upper income category group.)

BRWM would not manage the developments as effectively as the private sector would since estate agents have experience and operate on business principles.

BRWM learns from Dutch expertise, regarding negotiations with developers and tenders, for example, while Rheden learns about participation (and community buy-in) and the South African RDP housing scheme. Learning from the exchange has affected other projects and increased capacity. BRWM has learnt better planning from the Dutch. The example that was given was about thinking ahead in terms of future infrastructure needs (the need for parks, schools, etc) when building houses in an area. Another example of this was to build RDP houses in areas where the streets were already tarred, since gravel roads become high maintenance when it rains.

A major spin-off of the cooperation is that Conkim built a skills development centre in the township Zolani. People from Zolani built this together with Dutch experts from housing companies. People learnt bricklaying, etc. The centre is now being used for skills development, training and development of the community.

The exchange on Solid Waste Management centres on technical assistance around recycling and reuse with the aim of extending the life of the landfill site and inspiring alternatives for the future. Although the Dutch are far more advanced in this area, they are able to provide appropriate assistance and expertise and can help with a vision for future waste management. Visits to the Netherlands included site visits to an incineration station and a transfer station (where waste is compacted). BRWM and Rheden have discussed topics such as the employment of the scavengers on the landfill site to work (especially in the separation of waste) and business models for recycling plants (including the possibility of outsourcing the plant). BRWM with the help of Rheden produced an educational booklet on recycling and reuse targeted at the community. A positive spin-off of the interactions with the Dutch in the waste management project was the introduction of activity-based costing that helps to increase transparency in explaining increases in budgets and rates. The Dutch are funding a study on waste production in the area so that future impacts may be assessed.

2.3.5 Stakeholder relations:

Role national/local coordinator
<p>The national/local coordinator is the first point of contact for involved parties. The person should have social housing experience. The organisation of workshops and conferences should be placed with the coordinator. The post of the national coordinator is vacant but Michelle Essink has been a great help.</p> <p>The local coordinator dealing with international relations is Ms Celeste Matthys. She organises logistical arrangements for visits and workshops and is knowledgeable about the twinning projects. Ms Matthys highlighted that there is a procedure in place where she is included in any</p>

emails in the exchange when these exchanges are non-technical.

Added value of the LOGO-South programme; particular strengths and weaknesses

Rheden and BRWM are well-matched because they are both small municipalities.

The added value of a country programme in a general twinning arrangement is that it is not too rigid (it is clear on a national level but there is space to manoeuvre on a local level). The difficulty is that reality is different to the logical framework of the programme in terms of people, processes and politics. An example of a regulatory difference in the management of waste is the difficulty in implementing the Netherlands' idea of incineration of waste as this is against current legislation.

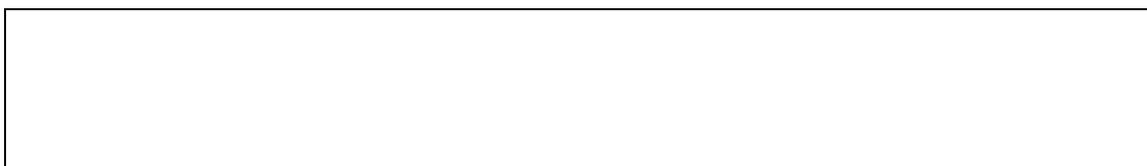
The added value of the programme is predominantly from the one-on-one sharing of expertise between the Dutch and the South Africans. Building capacity is a big benefit because social housing is a relatively new concept in South Africa. Therefore the added value starts with the introduction of new/alternative concepts and then following up with the sharing of expertise.

The coordinating role of VNG International as supportive organization is highly valued. Communication is good and VNG staff is always available. However, VNG should have more capacity directed to administration, for example the website could be improved. While financial management and administration is good because forms are less complex than they used to be, there are still areas (such as the application forms) that could be simplified further. Monitoring and evaluation is good but no feedback is given. The training is not valuable for some people but on the whole, VNG as a learning organisation is good.

The waste management programme has focussed on recycling awareness. The Netherlands has many years of experience in recycling and the potential for learning and sharing is significant. The Dutch have used incineration plants successfully and see potential for creating a plant in BRWM in the future. The introduction of the concept of activity-based costing (abc) at a Logo South conference sparked great interest. The concept is known and used in Rheden, and BRWM would like to implement abc as soon as possible (with support from Rheden) as it provides better insight of costs related to waste management. Furthermore, it provides greater transparency for the inhabitants of BRWM on the costs of waste collection for the municipality. Policies need to be formulated in terms of other topics (for e.g. landfill sites, investment of quality of sites, organisation of separating waste).

Relations between the different actors: communication, how often do they meet?

Housing project stakeholders:



2.3.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
Alignment of country programme with national policies (Are themes of the programme/ projects in line with priorities set by the national government?)	Yes, there is a Social Housing Act, 2008: to establish and promote a sustainable social housing environment. All spheres of government must promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination of slums and slum conditions. The proposals are made to National Government. 13 Restructuring zones are only in the metro's. Smaller municipalities don't have restructuring zones and are therefore unfairly disqualified.
Alignment of projects with local policies	The projects are aligned with local policies in responding to the housing needs of the community as a strategic objective in the Service Delivery and Budget Implementation Plan (the provision of social housing is specified). Furthermore, management and council are committed to provide housing and this is stipulated in the IDP for 2007-2011.
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	
Are there any other twinning partners/donors? How do they value LOGO-South compared to these other initiative/programmes?	No, only with the Netherlands.
<i>b. Strengthened capacity of local governments</i>	
Is the programme based on locally identified	Yes, based on community needs.

priorities (ownership)?	
To what extent can the programme/projects be continued without VNG-support (sustainability)?	The projects are not able to continue without VNG support. The twinning partner has more than 20 years of experience and exposure to their expertise is needed, for e.g. in terms of the use of the land, what level of profits should be made and how cross-subsidization should occur. Support in the implementation phases of the project will be necessary.
To what extent are activities and projects integrated in local policies?	The housing policy includes social housing, low-cost housing, etc.
To what extent are activities and projects also implemented?	BRWM received 5 proposals from developers and is in the process of electing an evaluation committee and an adjudication committee to evaluate the proposals. However, there was a minor disruption in the tender process. During initial briefing sessions with developers, there was mention of further information that would be provided. When developers did not receive this promised information they felt that they were at a disadvantage to other developers who may have received the additional promised information. The tender process was flawed and had to be re-opened by the Municipal Manager.
To what extent is wider dissemination of LOGO-South activities taking place? - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme?	The national coordinator should have a big role in dissemination. This post is currently vacant. Michelle Essink is helping out in the interim. The exchange between actors is dependent on funding. Twinning partners have visited BRWM twice. Students from Utrecht have visited BRWM. The main communication between officials is via email and is regular. There are workshops arranged by VNG and SALGA. A survey was done by the University of the Free State to assess the demand for rental units but is regarded as unreliable.
To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?	

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What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	The arrangement has worked well for the planning phase. The project needs to be implemented before recommendations could be made. For the future implementation phase, greater communication is required as expertise is needed for the areas related to project management.
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	<u>Housing</u> 2007 euro 84,537 2008 euro 76,760 (later minus euro 15,000 because spent less in 2007 than budgeted for) 2009 euro 53,145 2010 euro 47,385 <u>Waste</u> 2009 euro 90,456. 2010 euro 45,928
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	Mr Jaco Jooste (Director for Infrastructure Development) and Mr JJ van Rooyen (Manager for New Housing), as well as engineers and technicians. There are 6-8 core officials but many currently employed people become involved indirectly.
How much time (manhours/days) did they spend on the implementation of the programme/projects?	
Was time/ budget sufficient to implement the programme/ projects?	Both the time and the budget was sufficient.
Equipment purchased (type and costs involved)	None.
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	See Appendix for stakeholder mapping for the housing project. Also note: The waste project involves an external organization, WAMASA, a foundation registered in Amsterdam, which is supporting BRWM in the field of waste management (particularly with an awareness campaign on waste).
<i>Output</i>	
Which project activities have been implemented?	No actual activities have been implemented. Still in the planning phase.

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<p>Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?</p>	<p>None.</p>
<p>For all project activities:</p> <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	
<p>For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?</p>	<p>There were no major resignations.</p>
<p>To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?</p>	
<p>Are programme/project activities evaluated, and if so, how were they valued?</p>	<p>VNG evaluation.</p> <p>As outlined in the Logo South Application Form 2009 – 2010, “monitoring will be done during the process (after each visit) and, if necessary the plans will be updated. At the end of each visit, the visit and lessons learned will be discussed with the participants. The outcome will be evaluated against the program. Are the lessons learned as planned in the program? What steps will have to be taken now, in what time frame? The logical framework is a good tool to use in this respect. The outcome will point out if the program is still on course or needs to be adjusted. In Rheden the outcome will be discussed within the local project team (municipal manager, financial policy advisor on land issues, representative Conkim)”.</p>
<p>How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)?</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; 	<p>A rating scale of 1-5 (5 being the max score) was used, showing that the role of VNG International as supportive organisation is valued highly:</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> Communication (5) (Michelle Essink does a good job) Financial management and administration;

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<ul style="list-style-type: none"> b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - Flexibility to adjust programmes/projects 	<p>unable to comment) Monitoring and evaluation; (3) (should be the role of the coordinator)</p> <ul style="list-style-type: none"> b. the implementation <ul style="list-style-type: none"> Training (of LGs & LGAs) (5)) (VNG is good, manuals are good) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> Reflection on activities; (4) Integration of feed back in processes. (5) Flexibility to adjust programmes/projects (4)
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	<p>The partnership is highly valued as examples in South Africa are not applicable to small municipalities (restructuring zones are only in the metro's, smaller municipalities don't have restructuring zones). Johannesburg's Cosmo City is a mixed model and is viewed as a success but is in a large scale metro.</p>
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <ul style="list-style-type: none"> a. With respect to improved service delivery: <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality b. With respect to improved management capacities <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability c. Improved financial position <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building) 	<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <ul style="list-style-type: none"> a. With respect to improved service delivery: <ul style="list-style-type: none"> coverage (people reached) – VNG has helped many local authorities in South Africa. continuity – projects are designed to be sustainable affordability – VNG funding for the training contributes greatly to strengthening LG capacity quality – The programmes contribute greatly to the quality of service delivery as lessons learnt from Dutch expertise and experience is time saved on research and mistakes. c. Improved financial position <ul style="list-style-type: none"> increased revenues part of budget spent on service provision and capacity building)
<p>What kind of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	<p>Communication to inform the public has taken place through a marketing day, interviews and pamphlets.</p>
<p>What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?</p>	<p>Public feed-back takes place through enquiries to the BRWM. Affected communities have sent many enquiries to the BRWM.</p>
<p>To what extent does the programme/project</p>	<p>Capacity has been built and people have</p>

contribute to the strengthening of LGAs? <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	been empowered.
To what extent is the programme/project set up coherent?	The project set up is coherent because it is linked to policies.
To what extent is South-South exchange (on national and international level) taking place? What have been the main bottlenecks for South – South exchange?	
What have been the main bottlenecks in the implementation of the programme in general?	The main bottlenecks in the implementation of the programme stem from the differences between the local situation and the Dutch situation. They are a developed country and the constraints in terms of budget, ownership of land, the extent of legislation in terms of environmental assessments and the situation of beneficiaries are different.
Which adjustments have been made to the programme/project?	Another plot has been identified (Erf 4024) for social housing where a greater proportion of higher income properties will be allowed.

Ms J. Jakoet (assistant, Dan Smit Consulting) held an initial interview on Wednesday, 16 September 2009 with Mr JJ van Rooyen (Manager for New Housing) at Breede River Winelands Municipality (BRWM). Dutch evaluator (Dr. Michaela Hordijk), accompanied by Ms Jakoet, interviewed Mr René Lemein (a Conkim representative) on Tuesday, 22 September 2009. Dutch evaluator (Prof. Dr. Isa Baud) was to conduct a formal evaluation at BRWM on Friday, 25 September 2009. However, this meeting was cancelled as Prof. Dr. Isa Baud had to return to the Netherlands urgently. Dan Smit, of Dan Smit Consulting, accompanied by Ms Jakoet, conducted the formal interview with Mr JJ van Rooyen (Manager for New Housing), Mr Jaco Jooste (Director for Infrastructure Development) and Ms Celeste Matthys (Senior Manager: Executive Support Services) at BRWM. on 9 October 2009.

Location:

Breede River Winelands Municipality, renamed Langeberg

52 Kerk Straat

Robertson

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Secretary: Wynoma

Ms Maryka D Hendricks – Secretary Housing

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Mr Kobus Brand - Manager: Town Planning

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Clarence Johnson – Mayor (until recently) of Cape Winelands District but involved in many SALGA activities

Vera-Lyn Africa - Manager/PA: Office of the Deputy Executive Mayor

Tel: 023 348 2301

Fax: 023 342 6768

Email: veralyn@capewinelands.gov.za

Rene Lemein – Dutch partner

Mr René Lemein is involved with the Conkim Foundation (that supports the cooperation between Dutch partners (municipalities, individuals and businesses) and community partners in South Africa.) VNG had stipulated that Conkim be involved with the Logo South project initially.

Cell: +31 654646985

Email: ralemein@planet.nl

Documents Received at Interview:

None

Stakeholder Mapping (given by Mr JJ van Rooyen):

Housing project stakeholders:

2.4 Twinning partners: Municipality of Buffalo City- Municipality of Leiden. Thematic Programme: Solid Waste Management

Dutch evaluator visiting South Africa: Dr. Michaela Hordijk

Local (South African-based) Consultant: Jasmin Jakoet

2.4.1 Brief background:

The LOGO South solid waste system in Duncan Village stemmed from the Stormwater Project. Leiden provided relief following a flood in Buffalo City in 2002. Leiden became involved in handling storm water problems. Unregulated waste disposal in the informal settlements caused the drainage system to become blocked. The stormwater and waste management departments worked together to resolve the problem. 36 collection points were to be constructed (31 have been constructed thus far), with a dramatic improvement in the cleanliness of the communities.

2.4.2 Relevance:

The project is relevant as it is aligned with national and local policies. In addition, the project is important because waste management has not been high on the priority list in Buffalo City (relative to housing and jobs). Politicians do not face pressure to improve waste management because the communities in Duncan Village also put waste management below other priorities.

The VNG programme is viewed as highly complementary to other programmes (including those of other twinning partners). Projects may be diverse but they are complementary because positive spillovers have a ripple effect in communities, resulting in a sustainable outcome. Activities are integrated at various levels across projects. For example, the reduction in solid waste illegal dumping has had a huge positive impact to the water project in terms of the drainage system.

The level of ownership is high and contributes to sustainability of projects. Exchanges with the Dutch and with other South(ern) African countries is highly valued.

2.4.3 Efficiency:

The time for implantation of the waste project was sufficient but the budget was not. Staff turnover has been high. Capacity has been built due to regular communication and valued exchanges with the Dutch and other South(ern) African countries. The role of VNG-International as a supportive organisation is considered very good to excellent.

2.4.4 Effectiveness:

The project has been effective as there has been a large decrease in illegal dumping, resulting in a cleaner and more hygienic living environment. Three phases have been achieved as follows: 1) Construction of collection points (that have been operating for a year) 2) Awareness campaigns 3) Management by the co-ops (that have been trained and certified).

Furthermore, management capacity has strengthened through training and implementation of the project.

As learning effects were mentioned:

- Improved project management skills, also improves functioning of other projects
- Capacities for project formulation and project acquisition improved
- Improved technical skills (specific examples given in field of developing materials for awareness campaigns)
- Improved cooperation between municipal departments (learned to communicate better/involve earlier)
- Different working attitude

2.4.5 Stakeholder relations

Role local/national coordinator
<p>The local Partnership Coordinator (Ms. Darby Gounden) plays an integral role in the facilitation of projects and ensuring that relationships are maintained and synergies are created between participants. The absence of a local coordinator could be detrimental to a project. Prior to the appointment of the local Partnership Coordinator, a framework for the partnership did not exist. (See: Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21 November 2008.)</p> <p>The Draft Framework Programme suggests the following roles for the coordinator:</p> <ul style="list-style-type: none">- the joint and timeous preparation of the planned activities, budgets, half-yearly reports and annual reports- the responsibility for the partnership programme and the coordination of the project activities as specified in the Half-year and Annual Reports, in close cooperation with their respective Project Managers and/or Project Leaders who implement specific projects directly- ensuring that detailed project updates are prepared and included in the Half-year and Annual Reports for consideration and recommendation to the Joint Platform Committee

<p>meeting for approval</p> <ul style="list-style-type: none">- ensuring that secretariat services are provided for the Half-year and Annual Joint Platform Committee meetings. <p>Additional roles for the local Partnership Coordinator were specified during the interview. These include:</p> <ul style="list-style-type: none">- building on contacts to encourage and facilitate further contacts and participation- facilitating the integration of external parties- supporting the exchange by promoting effective co-operation and exchange of ideas- support on foreign policy and protocol- tracking the progress of projects- assisting project leaders and working with top management- organising programmes and travel arrangements.
--

Added value of the LOGO-South programme; particular strengths and weaknesses
<p>The LOGO South programme is aligned with the role of the municipality and adds value to the City's broad vision by contributing to the funding of projects as well as to the local expertise.</p> <p>The poor are the main beneficiaries of the projects and this brings dignity to them because they can see progress occurring before their eyes in terms of changes to their environment. These changes are not going unnoticed by councillors, who are taking a greater interest given a history of major service delivery backlogs.</p> <p>Increased communication between departments since the inception of the Programme has reduced previous "silo" mentality. Hordijk notes: The project has greatly improved cooperation between departments. They have far better working relationships with other departments such as health and environment, road-construction and the like. Before the project they would have known the Stormwater project manager only by face, now they coordinate their work when necessary (for example: in the selection of the location of RCPs they looked at environmental aspects and health/environmental issues. They also sometimes ask other departments to provide staff for very specific purposes (such as awareness campaigns). However, that is still very difficult, because these people have their own work.</p> <p>As a developing country, there is a massive strain on resources in terms of both funding and human resources. The workload reality in municipalities in South Africa is demanding. Furthermore, due to significant immigration of skilled labour (such as engineers), infrastructure-related projects benefit from interactions with international expertise. Value is added not only directly through discussion but through stimulation to harness abilities to create solutions to the local situation. Since local conditions are different, solutions need to take this into account. (Local areas are poor whereas Dutch areas are better off financially and in terms of awareness and are</p>

therefore easier to manage.)

Value is added because the Partnership plants the seed; kick starting the creation of ideas by the municipality. It is therefore viewed as a mutual learning relationship.

From the project coordination level, an improvement to the LOGO-South programme design would be to share the responsibility of writing the Half yearly and Annual Reports with the partner. Furthermore, while the Leiden partnership has grown substantially and many beneficial projects and developments have resulted from the initial project, this has made the programme difficult to evaluate and monitor.

Difficulties arise due to the different financial years of the partnering municipalities. Whereas South Africa's approvals occur after February/March, the Dutch financial year starts in January. Furthermore, deadlines to expand the programme falls on 31 December, the summer holiday period in South Africa. Also, deadlines for projects can be too short in light of the scale of the infrastructure projects. Given different Summer holiday seasons, the time available per year for the partnership is shortened.

The underestimation of local costs and expertise in some cases was identified as a weakness of the Programme. There is an impression that it is cheaper to develop in a developing country, local conditions are not always taken into account. However, while the local municipality is far from being on the same level as the partner municipality, locals gain through guidance to avoid making the same mistakes.

Within Waste management, the drop-off points are innovative, as the usual scenario is for "individual" collection. Not only is this more convenient for the council as it shifts some responsibility to the public, it creates a new culture of how people should do things because there is an awareness to be responsible for their own waste instead of illegal dumping.

The Co-ops bring people in the community together in working towards a common goal. These participants are trained and the intention in the future is for these participants to tender for the work. (Training on tender processes for co-ops will be held in the very near future and is funded by BCM.)

Funding of 2 million Rand has been secured from another donor (South African Lottery) to replicate the project in other parts of Duncan village. (Note: this will be to construct the remaining 5 RCPs as 31 of the 36 planned RCPs have been built.) Development of this project proposal has only been possible thanks to the experience gained in this project (70% of the document developed that formed the basis of this successful application has been done by members from the project team).

The project in itself is considered a steep learning curve by the people involved. Learning occurs in different forms. Project management skills: partly in the "project-management" course (considered very useful) but also in working together with Leiden on a daily basis. What Leiden requires (in terms of planning, reporting, and monitoring) is considered an important part of the learning process. These skills can now be applied in their other work. Also, they have learnt that the implementation of a project is the end of a project since constant monitoring is required. A different working culture/working attitude was achieved. Specifically the notion that one does not only work for money and that work can also mean a commitment to a certain goal. This attitude

was learnt from their Leiden counterparts, who clearly “do not mainly work for their salary”.

The Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010 (21 November 2008, p5) outlines potential areas of mutual benefit as follows:

- development of joint work structures
- new perspectives on problem solving
- sharing of knowledge and experience
- similarity of challenges and solutions
- new practical skills
- more integration and cooperation from other internal departments

Relations between the different actors: communication, how often do they meet?

The BCM-Leiden partnership is comprised of the Joint Platform Committee, the respective Committees in each municipality, the respective partnership coordinators in each municipality, the respective project managers, and the respective project leaders in each municipality. These institutional arrangements are depicted in the Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21 November 2008. (p.8) as follows:

The Municipality of Leiden is responsible for the project management in the Netherlands and the Municipality of Buffalo City is responsible for the project management in South Africa, both represented by the (dep.) Mayor in the platform of the city link. The platform in Leiden and Buffalo City is responsible for monitoring the project. The project is monitored twice a year during a platform meeting. In that meeting the project managers present a progress report. Contact with Leiden occurs on a regular basis but is between project leaders only.

2.4.6 Appendix:

Structured Questions	Sources/comments
Relevance	
a. <i>Sectoral needs assessment</i>	
Alignment of country programme with national policies (Are themes of the programme/ projects in line with priorities set by the national government?)	The LOGO South solid waste project is undoubtedly in line with priorities set by the national government’s Medium Term Strategic Framework to improve the conditions of life of all South Africans. The Department of Environmental Affairs promulgated the National Environmental Management: Waste Act 59 of 2009, where

	<p>municipalities play a key role in effective waste management. The New Waste Act requires municipalities to develop and implement Integrated Waste Management Plans (IWMP's) which should be integrated into the municipal Integrated Development Plans (IDP's). The new act has a greater focus on recycling and waste minimisation.</p>
<p>Alignment of projects with local policies</p>	<p>Municipalities are expected to adapt their Integrated Development Plans (IDP) in line with the national medium-term priorities. As far as possible the projects are integrated into local plans. The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is aligned with Buffalo City's IDP.</p>
<p>To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)</p>	<p>The VNG programme is viewed as highly complementary to other programmes. Other programmes deal with different project areas to reduce duplication of effort. Projects may be diverse but they are complementary because positive spillovers have a ripple effect in communities, resulting in a sustainable outcome.</p> <p>Activities are integrated at various levels across projects. For example, the reduction in solid waste illegal dumping has had a huge positive impact to the water project in terms of the drainage system.</p>
<p>Are there any other twinning partners/donors? How do they value LOGO-South compared to these other initiative/programmes?</p>	<p>Yes, Buffalo City Municipality engages with other twinning partners/donors. They view the partnerships as complementary.</p> <p>Aside from Leiden, the main partnership is with Gävle, Sweden. Gävle and Buffalo City have developed a close partnership in areas such as organisation and leadership development, road maintenance and water supply systems, city and rural planning, emergency preparedness, a citizen centre, IT and geographical information systems, gender equality and disabled, and tourism. Buffalo City and Milwaukee County, United States also have a partnership that centres on the promotion of health care initiatives.</p> <p>Twinning arrangements on a broad level in waste management includes internal relationships with Nelson Mandela, Ekurhuleni, Windhoek municipality (Namibia), the University Fort Hare. Funding has also been received from the European</p>

	Union and the Lotto.
b. Strengthened capacity of local governments	
Is the programme based on locally identified priorities (ownership)?	<p>The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is aligned with Buffalo City's IDP.</p> <p>The idea of cooperatives in the waste project has introduced a great sense of ownership. Furthermore, there is increased public awareness and participation.</p>
To what extent can the programme/projects be continued without VNG-support (sustainability)?	<p>The projects are able to continue and are sustainable. The construction of RCPs are working well and illegal dumping has been reduced. Co-op members manage the RCPs and are motivated and trained. There is a very positive attitude towards the collection points in the community. 3 Schools are being targeted to increase awareness about recycling.</p>
To what extent are activities and projects integrated in local policies?	<p>The projects are integrated into local plans as far as possible.</p>
To what extent are activities and projects also implemented?	<p>70% of the waste project is reported to be implemented. 31 of the 36 planned collection points have been constructed. Three phases have been outlined as follows: 1) Construction of collection points 2) Awareness campaigns 3) Management by the co-ops.</p>
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>Communication is regular.</p> <p>There was recently an international waste seminar in Buffalo City where the waste project was presented. A site visit was organized for both national and international visitors.</p> <p>Both visits by Dutch partners and to the Netherlands are valued. Visits to the Netherlands provide opportunities to get ideas and visits from experts also contribute greatly to increasing capacity.</p> <p>Exchange within South(ern) Africa is highly appreciated. They have been to Ekuhurleni, Nelson Mandela Bay, Port Elizabeth. Most important has been the visit to Port Elizabeth (PE), where they really learned how to set up a cooperative. On one of the visits they learned how to involve the</p>

	<p>community in waste collection. They now very much look forward to their visit to Namibia, because there they are a step ahead, including waste-minimization and recycling in their work with community-led cooperatives (They know about this experience through the LOGO-South project, Leiden delegation brought a Namibian project document as an example. They have included the Namibia trip in their LOGO-South budget, they are not aware of the existence of a separate South-South exchange fund).</p> <p>- Exchange with other developing countries was not regarded useful since the realities are too far apart.</p> <p>- Would highly appreciate “tailor-made” exchanges. For instance they would be highly interested in an exchange with municipalities such as Namibia, which are one or two steps ahead of them, to learn more about possibilities to include reuse and recycling in the waste management chain. Such tailor-made knowledge sharing is considered most useful (as was the exchange with PE when they were setting up their coop).</p>
<p>To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?</p>	<p>Pollution and illegal dumping has reduced significantly, improving the health of the community. Jobs have been created (co-ops).</p> <p>In an interview with a coop-member, Hordijk notes:</p> <p>The project makes a tremendous difference in the community. Before, litter was laying around everywhere (stinking & unattractive). Visiting municipal officers that knew Duncan Village before the project started notice the difference. The community is healthier and more beautiful now.</p> <p>The community highly appreciates their work. They are respected for what they are doing, the community is grateful. Community says that they should receive a better payment for their services.</p> <p>At the beginning there were not many community members wanting to join the project. Now that they see what it entails there are many more who want to join, but</p>

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	the coop only has space for a maximum of 25 members (because each member has to serve by contract 300 households).
What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	<p>The project was considered a success and is to be extended to other areas.</p> <p>From the project coordination level, an improvement to the programme design would be to share the responsibility of writing the Half yearly and Annual Reports with the partner. Furthermore, while the Leiden partnership has grown substantially and many beneficial projects and developments have resulted from the initial project, this has made the programme difficult to evaluate and monitor.</p>
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	<p>The budget applied for in the 2009-2010 application: Total: 516.954,96 euro</p> <p>Requested from Logo South: 269.354,96 euro</p> <p>Own contribution 247.600,00 euro</p>
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA ?	The share of the LOGO-South projects in the overall municipal budget is very small.
How many officials were involved in the programme/projects?	<p>The number of officials involved in the project is dependent on the phase of the project (i.e. whether the project is in the start-up phase or in the implementation phase).</p> <p>Currently in the waste project there are 8-10 officials reported to be involved on the project team, with Mr Apleni, Ms Cebanto and Ms Sikweyiya as the core team.</p>
How much time (manhours/days) did they spend on the implementation of the programme/projects?	About 30% of time is spent on the project.
Was time/ budget sufficient to implement the programme/ projects?	The time was sufficient but the budget should be increased.
Equipment purchased (type and costs involved)	Equipment relating to the construction of the collection points and signage. (Note: signage with pictures was required following the construction of the RCPs as certain illegal waste was being placed there, such

	as rubble and tires.)
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	See Appendix for stakeholder mapping.
<i>Output</i>	
Which project activities have been implemented?	<p>Three broad phases in the waste management project have been implemented as follows:</p> <p>a) Construction of collection points (31 of the planned 36 have been constructed)</p> <p>b) Awareness campaigns (including door-to-door communication and brochures, as well as the involvement of 3 schools that were targeted to become recycle collection points)</p> <p>c) Management by the co-ops. (There are 5 wards with 1 cooperative managing each ward. The minimum number of members in a co-op is 5, and the maximum is 25. The co-ops are responsible for 5 activities: 1. distribution, 2. picking up litter, 3. street sweeping, 4. management of collection points, 5. public awareness.)</p>
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	Although 31 of the 36 planned RCPs were constructed, funding has been secured for the remaining 5 RCPs.
<p>For all project activities:</p> <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	The staff turnover is high (including non-core staff). The Director (Wendy Gagalada-resigned, new position unknown). General Manager (Mr Plata-early retirement).
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	Exchange is regular. Director-Manager meetings take place monthly. Project teams meet every two weeks. Ward Council meetings take place monthly. The Mayoral Committee meets 2/3 times a year.

It was difficult to say whether they learn more when in the Netherlands (NL), or when Dutch partners come here. Because in NL you learn different things. For instance; having visited different publicity companies in NL during a visit, one of the team members got many ideas with respect to setting up, and for lay-outs materials for awareness-raising campaigns. For example, new ways of doing things. While developing materials here with help from a Leiden expert, different skills are taught. For instance the importance of conveying just one clear message per poster, having a clear visual trigger, using key words, leaving the reader with a question in mind, etc.

- Exchange within South(ern) Africa is highly appreciated. They have been to Ekurhuleni, Nelson Mandela Bay, Port Elizabeth. They learned different things in those different places. Most important has been the visit to Port Elizabeth, where they really learned how to set up a cooperative. On one of the visits they learned how to involve the community in waste collection. They now very much look forward to their visit to Namibia, because there they are a step ahead, including waste-minimization and recycling in their work with community led cooperatives (They know about this experience through the LOGO-South project, Leiden delegation brought a Namibian project document as an example. They have included the Namibia trip in their LOGO-South budget, they are not aware of the existence of a separate South-South exchange fund).

- Exchange with other developing countries was not regarded useful since the realities are too far apart.

- Would highly appreciate "tailor-made" exchanges. For instances they would be highly interested in an exchange with municipalities such as Namibia, which are one or two steps ahead of them, to learn more about possibilities to include reuse and recycling in the waste management chain. Such tailor-made knowledge sharing is considered most useful (as was the exchange with PE when they were setting up their coop).

	<p>From an interview with a coop-member:</p> <p>The co-op member learnt a lot in the project and has been trained in waste-management, health and hygiene, horticulture and business skills. "Trained more than needed" she said jokingly.</p> <p>Learnt a lot in the exchange visit to PE. There she understood what it actually meant to form a cooperative, what advantages it would bring, and how to run it. The real understanding she gained was from this exchange, and she would have never gotten that from the training. She also learnt the difference between cleaning open space vs cleaning between the houses. (Cleaning up open space gives you far more recognition from the community because it is seen.).</p>
<p>Are programme/project activities evaluated, and if so, how were they valued?</p>	<p>Project team meetings every three months include broad discussions of performance. The Half year and Annual Reports provide information concerning the completion of activities.</p>
<p>How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)?</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes; - Flexibility to adjust programmes/projects 	<p>A rating scale of 1-5 (5 being the max score) was used, showing that the role of VNG International as supportive organisation is valued highly:</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> Communication (4) Financial management and administration; (3) Monitoring and evaluation; (4) Planning and reporting; (4) b. the implementation <ul style="list-style-type: none"> Training (of LGs & LGAs) (4) Service provision (to LGs & LGAs) (4) c. catalyst/ spin off/ value added of VNG I (5) d. VNG I as a learning organisation <ul style="list-style-type: none"> Reflection on activities; (4) Integration of feed back in processes. (3) Flexibility to adjust programmes/projects (3)
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	<p>The Leiden partnership is highly valued in terms of information sharing. Buffalo City has a good relationship with Nelson Mandela Bay Municipality (for learning best practices and not in terms of financial gain).</p> <p>Setting up the Leiden partnership has been</p>

	<p>a mutual learning process. They feel that Leiden understands their (municipal) reality far better now than in the past.</p> <ul style="list-style-type: none"> - They have learned to work together as a team. Leiden counterparts are more direct, open and communicative. Have learned to do that amongst each other as well. - Have a better understanding of the need to communicate within the municipal apparatus, to make themselves known and understood.
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <p>a. With respect to improved service delivery:</p> <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality <p>b. With respect to improved management capacities</p> <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability <p>c. Improved financial position</p> <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building 	<p>a. With respect to improved service delivery: coverage (people reached) - the project area is Duncan Village but looking to expand to the rest of the city continuity - capacity has strengthened and new assessments ensure continuity. affordability - no direct cost to community (basic need) quality – there has been a drastic improvement</p> <p>b. With respect to improved management capacities % people trained within organisation – the project management workshop included 20 people in total from both projects. implementation within organisation – management capacity has strengthened and communication has improved resulting in streamlining of work willingness to accept changes within organisation – staff turnover has been high but with the changes came new management styles staff stability – staff turnover has been high</p> <p>c. Improved financial position increased revenues - no income for the municipality from these projects part of budget spent on service provision and capacity building</p>
<p>What kinds of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	<p>Communication to inform the public has taken place through the political leadership (ward committees and councilors), displays, door-to-door communication, pamphlets, booklets, newspaper articles, daily interactions and the Buffalo City Municipality website, although these mechanisms were not a result of LOGO</p>

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	South
What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?	Public feed-back mechanisms existed before LOGO South. Direct mechanisms as a result of LOGO South are displays that have been put up in community centres and notices at the project office.
To what extent does the programme/project contribute to the strengthening of LGAs? <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
To what extent is the programme/project set up coherent?	The project is coherent because it is linked to policies. Furthermore, the waste project stemmed from the water project.
To what extent is South-South exchange (on national and international level) taking place? What have been the main bottlenecks for South – South exchange?	The main bottleneck for South-South exchange has been the lack of guidelines for the nomination process for those visiting, resulting in a lengthy nomination process. Furthermore, there is a lack of continuity that results when different participants visit. As previously mentioned, exchange within South(ern) Africa is highly appreciated, while exchange with developing countries is not considered as useful.
What have been the main bottlenecks in the implementation of the programme in general?	The main bottlenecks in the implementation of the programme include: <ul style="list-style-type: none"> - the procurement of goods and services is a lengthy process, especially for formal and informal tenders. This seriously hampered to formalize the work of the cooperatives. During the evaluation mission coop-members still function as one-man contractors. A number of contracts with coops have been signed recently (October 2009). - financial years are different for the funder and Buffalo City - instability of official staff, given a high staff turnover - the role of the political sphere when politicians interests are focussed on projects that have a direct impact on constituents (for e.g. employment creation)

	<p>and officials motivate projects with indirect benefits to constituents (for e.g. an interest in the environment)</p> <p>The waste management project faced financial difficulty in the face of soaring construction costs when constructing the RCPs. Even though the costs doubled, they managed to secure the funds from BCM to pay the service providers (i.e. builders and contractors).</p>
<p>Which adjustments have been made to the programme/project?</p>	<p>The waste management project developed from the stormwater project. There have been no major adjustments to the waste project. However, as previously noted, funding requirements almost doubled in the first phase of the project as construction prices sky-rocketed in the middle of the tender process. BCM allocated another million.</p>

Ms J. Jakoet (assistant, Dan Smit Consulting) held an initial interview on Thursday, 17 September 2009 with Ms Darby Gounden (Local Partnership Co-ordinator Buffalo City), Mr Zongezile Apleni (Project leader) and Ms Lindewa Cebanto (operations) at Buffalo City Municipality (BCM). Dutch evaluator (Dr. Michaela Hordijk), accompanied by Ms Jakoet, interviewed Mr Apleni, Ms Cebanto and Ms Nosifundo Sikweyiya (Assistant Manager Waste Minimisation Planning and Education) at BCM on Monday, 21 September 2009. Hordijk also interviewed a coop-member on Monday, 21 September 2009.

Location:

Buffalo City Municipality, Trust Building, Eastern London, 5200, Eastern Cape, South Africa. Web Address: www.buffalocity.gov.za

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Documents Received at Interview:

Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21
November 2008.

Buffalo City and Leiden Partnership Programme: Platform Meeting: Draft Annual Report.
21 November 2008.

Buffalo City and Leiden Partnership Programme: Platform Meeting: Half Year Report.
July 2009.

Booklet: 10 Years of Partnership. Buffalo City- Leiden. 1998-2008.

2.5 Twinning partners: Municipality of Buffalo City- Municipality of Leiden. Thematic Programme: Water Management

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.5.1 Brief background:

Leiden provided relief following a flood in Buffalo City in 2002. Leiden became involved in handling storm water problems. The LOGO South stormwater project was developed to determine floodlines and establish the hydraulic capacity of drainage systems. The development of a stormwater management system includes the establishment of a stormwater policy, stormwater by-laws and training on by-laws enforcement.

The “stormwater management system” is mainly a stormwater management information system.¹ Once the system is in place the engineer expects it will considerably ease his tasks, the system will be of use to other departments as well.

The project has made substantial progress. Broadly;

- knowledge was transferred and the capacity of the stormwater department strengthened, including cooperation with related departments
- public awareness was raised with the inhabitants of Duncan Village for the upgrading and maintenance of the stormwater drainage and sanitation system in Duncan Village
- the living conditions of the people of Duncan Village are improving.

More specifically, the LOGO South Application form 2009-2010 lists the main results of the project as follows:

- 1) Establishing a stormwater policy for Buffalo City;
- 2) Approving stormwater by-laws by the city council;
- 3) Implementation by-laws, including first training law enforcement officers
- 4) Establishing stormwater management system for Buffalo City
- 5) Implementation (partly) of the system
- 6) Cleaning up stormwater drainage system in Duncan Village
- 7) Defining and marking flood lines in Duncan Village
- 8) Defining a pilot flood line area and setting up an integrated plan for the redesign of that area as an integrated part of the Duncan Village Redevelopment Initiative
- 9) Executing the redesign plan “A new heart for Duncan Village” (first phase)

However, the LOGO South Application form 2009-2010 continues to outline the phases of the project that still need to be achieved:

- 1) Law enforcement policy in general still needs to be institutionalized within the administrative organization
- 2) Extra capacity is needed in the stormwater department, especially to enforce the by-laws
- 3) Further training of public safety officers is needed

¹ A consultant has been hired to develop this (consultant has experience in developing such a system in Tshwane). This is mostly completed in one part of the area, which has led to a risk assessment plan based on a once in 10 years and once in 20 years . Once developed, the system will need a new survey every 2-3 years to keep it up to date. Minor changes can be inserted by the project manager. The system will serve other departments (road, disaster management) as well, but no other departments will be allowed to enter data. The project leader of the stormwater project did anticipate having at least 4 people trained in data-entering/management of the system to ensure knowledge would not be lost. Wehland College and Walter Sisulu University have been hired to organize and implement data gathering (GPS coordinates, size of manholes, distance between manholes, measurements, photos of conditions, etc).

- 4) The implementation of the stormwater management system is half complete and needs data acquisition of the existing infrastructure of the storm water drainage system in the whole of Buffalo City and putting the system into practice.

The follow up project, “Strengthening Storm Water Drainage and Sanitation Policy and measures in Buffalo City” (2009-2010) will result in:

- 1) An improved stormwater drainage management and system, through implementing and executing the by-laws, acquiring data for the proper functioning of the stormwater management system and better cooperation between technical departments within Buffalo City
- 2) The expansion of sanitation facilities by installation of 500 semi-permanent ablution blocks and upgrading of the existing blocks in Duncan Village from 1 per 200 to 1 per 100 inhabitants by a contractor
- 3) counteraction to pollution in order to improve the water quality in the Amalinda stream by determining an inventory of the sources contributing to the pollution, preparing and submitting a business and activity plan
- 4) Improved project management

In addition, initial plans for the flood plain area have mushroomed to create a sustainable area that generates employment. Activities planned in the flood plain area have been implemented. The soccer field development has been completed, the community garden is half complete and there are ideas and plans for a netball court, bird trails, recycling initiatives, market stalls, a museum, a wetland, etc.

2.5.2 Relevance:

The project is relevant as it is aligned with national policies and operates under the Water Act. The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is aligned with Buffalo City’s IDP. The stormwater project resulted in the promulgation of a stormwater policy and by-law in Buffalo City.

The VNG programme is viewed as highly complementary to other programmes that deal with different project areas. Projects may be diverse but they are complementary because positive spillovers have a ripple effect in communities, resulting in a sustainable outcome. Activities are integrated at various levels across projects. For example, the reduction in solid waste illegal dumping has had a huge positive impact to the water project in terms of the drainage system. Contact with Leiden counterparts on a very regular basis, but project leaders only.

2.5.3 Efficiency:

The project has strengthened policies and capacity, underpinned by continued support from the twinning partner and a renewed level of commitment to the project following a breakdown in the twinning relationship in 2007. The projects are able to continue and are sustainable as they are largely driven by Buffalo City. However, the support in the upcoming phases of the project will be necessary. The role of VNG International as a supportive organisation is valued highly.

The schedule has generally been on target. However, the South-South exchange on implementation (stormwater drain management and system) has been delayed as the visit to Tshwane needed to be arranged first. Spin-offs from the project are valued by the community as citizens use the soccer field extensively and the community garden produces crops.

2.5.4 Effectiveness:

Substantial progress has been achieved. The stormwater project has been adjusted broadly as the need arose. Many projects have developed as a result of the stormwater project, including the solid waste management project and the sanitation project. In addition, initial plans for the flood plain area have mushroomed to create a sustainable area that generates employment.

The programme contributes to the strengthening of LGs in terms of service delivery and management capacity. Staff involved reports improved technical skills (GIS-management, project management), better communication between departments, and expect even more benefits when peace-officers will be trained in law-enforcement and once the stormwater information management system will be operational.

Communication to inform the public has taken place through the political leadership (ward committees and councilors), displays, pamphlets, booklets, newspaper articles, daily interactions and the Buffalo City Municipality website.

2.5.5 Stakeholder relations:

Role local/national coordinator
The local Partnership Coordinator (Ms. Darby Gounden) plays an integral role in the facilitation of projects and ensuring that relationships are maintained and synergies are created between participants. The absence of a local coordinator could be detrimental to a project. Prior to the appointment of the local Partnership Coordinator, a framework for the partnership did not exist. (See: Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21 November 2008.)

The Draft Framework Programme suggests the following roles for the coordinator:

- the joint and timeous preparation of the planned activities, budgets, half-yearly reports and annual reports
- the responsibility for the partnership programme and the coordination of the project activities as specified in the Half-year and Annual Reports, in close cooperation with their respective Project Managers and/or Project Leaders who implement specific projects directly
- ensuring that detailed project updates are prepared and included in the Half-year and Annual Reports for consideration and recommendation to the Joint Platform Committee meeting for approval
- ensuring that secretariat services are provided for the Half-year and Annual Joint Platform Committee meetings.

Additional roles for the local Partnership Coordinator were specified during the interview. These include:

- building on contacts to encourage and facilitate further contacts and participation
- facilitating the integration of external parties
- supporting the exchange by promoting effective co-operation and exchange of ideas
- support on foreign policy and protocol
- tracking the progress of projects
- assisting project leaders and working with top management
- organising programmes and travel arrangements.

Added value of the LOGO-South programme; particular strengths and weaknesses

The LOGO South programme is aligned with the role of the municipality and adds value to the City's broad vision by contributing to the funding of projects as well as to the local expertise.

The poor are the main beneficiaries of the projects and this brings dignity to them because they can see progress occurring before their eyes in terms of changes to their environment. These changes are not going unnoticed by councillors, who are taking a greater interest given a history of major service delivery backlogs. Increased communication between departments since the inception of the Programme has reduced previous "silo" mentality.

As a developing country, there is a massive strain on resources in terms of both funding and human resources. The workload reality in municipalities in South Africa is demanding. Furthermore, due to significant immigration of skilled labour (such as engineers), infrastructure-related projects benefit from interactions with international expertise. Value is added not only directly through discussion but through stimulation to harness abilities to create solutions to the local situation. Since local conditions are different, solutions need to take this into account.

Within the Water management programme, an example would be the challenge presented by the relocation of people living on the floodplain before development could take place. Another challenge are the staff-shortages and the high staff turn-over.

Value is added because the Partnership plants the seed; kickstarting the creation of ideas by the municipality. It is therefore viewed as a mutual learning relationship. This is evident in because

the initial plans have mushroomed to create a sustainable area that generates employment. *For example, what started out as the creation of a soccer field and a garden evolved to ideas and plans for a netball court, bird trails, recycling initiatives, market stalls, a museum, a wetland, etc.*

From the project coordination level, an improvement to the LOGO-South programme design would be to share the responsibility of writing the Half yearly and Annual Reports with the partner. Furthermore, while the Leiden partnership has grown substantially and many beneficial projects and developments have resulted from the initial project, this has made the programme difficult to evaluate and monitor.

Difficulties arise due to the different financial years of the partnering municipalities. Whereas South Africa's approvals occur after February/March, the Dutch financial year starts in January. Furthermore, deadlines to expand the programme falls on 31 December, the summer holiday period in South Africa. Also, deadlines for projects can be too short in light of the scale of the infrastructure projects. Given different Summer holiday seasons, the time available per year for the partnership is shortened.

The underestimation of local costs and expertise in some cases was identified as a weakness of the Programme. There is an impression that it is cheaper to develop in a developing country, local conditions are not always taken into account. However, while the local municipality is far from being on the same level as the partner municipality, locals gain through guidance to avoid making the same mistakes.

The Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010 (21 November 2008, p5) outlines potential areas of mutual benefit as follows:

- development of joint work structures
- new perspectives on problem solving
- sharing of knowledge and experience
- similarity of challenges and solutions
- new practical skills
- more integration and cooperation from other internal departments

The LOGO South Application form 2009-2010 mentions additional positive results of the water project thus far as follows:

- *knowledge was transferred and the capacity of the stormwater department strengthened, including cooperation with related departments*
- *public awareness was raised with the inhabitants of Duncan Village for the upgrading and maintenance of the stormwater drainage and sanitation system in Duncan Village*

the living conditions of the people of Duncan Village are improving

Relations between the different actors: communication, how often do they meet?

The BCM-Leiden partnership is comprised of the Joint Platform Committee, the respective Committees in each municipality, the respective partnership coordinators in each municipality, the respective project managers, and the respective project leaders in each municipality. These institutional arrangements are depicted in the Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21 November

2008. (p.8) as follows:

The Municipality of Leiden is responsible for the project management in the Netherlands and the Municipality of Buffalo City is responsible for the project management in South Africa, both represented by the (dep.) Mayor in the platform of the city link. The platform in Leiden and Buffalo City is responsible for monitoring the project. The project is monitored twice a year during a platform meeting. In that meeting the project managers present a progress report.

The portfolio holders of the project in Leiden: clr. De Haan (International Relations) and Chairman of the daily board of Rijnland, Mr Doornbos and in Buffalo City clr. Tiylo (Engineering and clr. Lotsha (Community service). The project manager of the Dutch team is Ms. Els Veeneman. The Dutch project team consists of the following experts: Stormwater manager (project leader), Stormwater policy and system expert, two sewerage experts, law enforcement expert, Leiden delegate, City Link delegate. The Project manager of the South African team is Mr Luyanda Mbula. Partnership Coordination will be done by Ms Darby Gounden and Ms Muriel Bosman. The Buffalo City organization consists of three task teams namely: Stormwater team, Public Safety team and Sanitation team. The Buffalo City Stormwater team consists of the following experts: Stormwater engineer, Mr Adrian vd Merwe (Project leader), SRK consultant, expert disaster management, representative of technicon. The Buffalo City Public safety team consists of the following experts: Manager Public safety, Mr Steve Terwin (Project leader), Stormwater expert, legal expert and external legal expert. The Buffalo City Sanitation team consists of the following experts: Manager Sanitation, Mr Mark Westerberg (Project leader), Manager Solid Waste Department, health expert and community service expert.

Execution of the stormwater policy requires cooperation amongst officials within Departments of Buffalo City and the following institutions on a regional and national level:

- Within Buffalo City: Stormwater Architecture, Public Safety, Development Planning, Community services, Finance, Environmental, Sanitation.
- Outside Buffalo City: Amathola District, DWAF office Eastern Cape, Institute of Municipal Engineers, Provincial Department of Local Government and Housing.

Indirect target groups are beneficiaries: citizens in general and especially the people living in Duncan Village, technical students Walter Sisulu University.

(The LOGO South Application form 2009-2010).

2.5.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
Alignment of country programme with national policies (Are themes of the programme/ projects in line with priorities set by the national government?)	The LOGO South water management project is undoubtedly in line with priorities set by the national government to improve the conditions of life of all South Africans. The project originated after the flood in

	Buffalo City in 2002.
Alignment of projects with local policies	<p>Municipalities are expected to adapt their Integrated Development Plans (IDP) in line with the national medium-term priorities. As far as possible the projects are integrated into local plans. The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is aligned with Buffalo City's IDP.</p> <p>The stormwater project resulted in the promulgation of a stormwater policy and by-law in Buffalo City.</p> <p>Other regulations include: National Water Act 54 of 1956, Water Act 36, National Building Regulations Act 103 1977, Environmental Conservation Act 1989 Act 73</p> <p>Municipal structures Act, National Environmental Management Act 107, Development Facilitation act 67 1995, Local government ordinance 17, Town Planning and township ordinance and regulations ordinance 25 1965 and 15 1986.</p>
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	<p>The VNG programme is viewed as highly complementary to other programmes. Other programmes deal with different project areas to reduce duplication of effort. Projects may be diverse but they are complementary because positive spillovers have a ripple effect in communities, resulting in a sustainable outcome.</p> <p>Activities are integrated at various levels across projects. For example, the reduction in solid waste illegal dumping has had a huge positive impact to the water project in terms of the drainage system.</p>
Are there any other twinning partners/donors? How do they value LOGO-South compared to these other initiative/programmes?	<p>Yes, Buffalo City Municipality engages with other twinning partners/donors. They view the partnerships as complementary.</p> <p>Aside from Leiden, the main partnership is with Gävle, Sweden. Gävle and Buffalo City have developed a close partnership in areas such as organisation and leadership development, road maintenance and water supply systems, city and rural planning, emergency preparedness, a citizen centre, IT and geographical information systems, gender equality and disabled, and tourism.</p>

	<p>Buffalo City and Milwaukee County, United States also have a partnership that centres on the promotion of health care initiatives.</p> <p>Twinning arrangements on a broad level in water management includes internal relationships with other municipalities, initiatives and universities. For example, the water management project will look to the City of Tshwane Municipality (South Africa) as the implementation phase of the system commences as they have a similar system. Exchanges are encouraged with universities for research and data capturing.</p>
<p><i>b. Strengthened capacity of local governments</i></p>	
<p>Is the programme based on locally identified priorities (ownership)?</p>	<p>The Buffalo City Steering Committee ensures that the implementation of all local projects and programmes is aligned with Buffalo City's IDP. Buffalo City drives the project.</p>
<p>To what extent can the programme/projects be continued without VNG-support (sustainability)?</p>	<p>The projects are able to continue and are sustainable as the project operates under the Water Act and the stormwater by-laws, etc. However, the support in the upcoming phases of the project will be necessary.</p> <p>The LOGO South Application form 2009-2010 gives the following reasons why the project is a sustainable one:</p> <ol style="list-style-type: none"> 1) A sustainable integration of the new stormwater policy and system within the organization of Buffalo City through creating a special department, allocating capacity within that department, training of officials, educating target groups, etc. 2) Improving the living conditions of people of Duncan Village by improving the stormwater drainage and sanitation system with the involvement of the people themselves through creating employment (grassroots organisation), education and communication. 3) Exchanging knowledge and experience concerning project management and participating in an integral project (Amalinda stream) by training, coaching and actually working together in the field. 4) An ongoing cooperation between Buffalo City and Walter Sisulu University.

	5) Structural cooperation between Buffalo City and the new Water Catchment Agency.
To what extent are activities and projects integrated in local policies?	As far as possible the projects are integrated into local plans.
To what extent are activities and projects also implemented?	<p>The LOGO South Application form 2009-2010 lists the main results of the project as follows:</p> <ol style="list-style-type: none"> 1) Establishing a stormwater policy for Buffalo City; 2) Approving stormwater by-laws by the city council; 3) Implementation by-laws, including first training law enforcement officers 4) Establishing stormwater management system for Buffalo City 5) Implementation (partly) of the system 6) Cleaning up stormwater drainage system in Duncan Village 7) Defining and marking flood lines in Duncan Village 8) Defining a pilot flood line area and setting up an integrated plan for the redesign of that area as an integrated part of the Duncan Village Redevelopment Initiative 9) Executing the redesign plan “A new heart for Duncan Village” (first phase) <p>However, the LOGO South Application form 2009-2010 continues to outline the phases of the project that still need to be achieved:</p> <ol style="list-style-type: none"> 1) Law enforcement policy in general still needs to be institutionalized within the administrative organization 2) Extra capacity is needed in the stormwater department, especially to enforce the by-laws 3) Further training of public safety officers is needed 4) The implementation of the stormwater management system is half complete. Needs data acquisition of the existing infrastructure of the storm water drainage system in the whole of Buffalo City and putting the system into practice. Hence there is still no fine tuning with the reform process on a national level in establishing Catchment Management Agencies. <p>The follow up project, “Strengthening Storm Water Drainage and Sanitation Policy and measures in Buffalo City” (2009-2010) will</p>

	<p>result in:</p> <ol style="list-style-type: none"> 1) An improved stormwater drainage management and system, through implementing and executing the by-laws, acquiring data for the proper functioning of the stormwater management system and better cooperation between technical departments within Buffalo City 2) The expansion of sanitation facilities by installation of 500 semi-permanent ablution blocks and upgrading of the existing blocks in Duncan Village from 1 per 200 to 1 per 100 inhabitants by a contractor 3) counteraction to pollution in order to improve the water quality in the Amalinda stream by determining an inventory of the sources contributing to the pollution, preparing and submitting a business and activity plan 4) Improved project management <p>In addition, initial plans for the flood plain area have mushroomed to create a sustainable area that generates employment. Activities planned in the flood plain area have been implemented. The soccer field development has been completed and the community garden is half complete and there are ideas and plans regarding a netball court, bird trails, recycling initiatives, market stalls, a museum, a wetland, etc.</p>
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>Contact with Leiden counterparts on a very regular basis, but project leaders only.</p> <p>Exchanges within the country have mostly been visits from other municipalities but Buffalo City also organised visits to Richards Bay and Stellenbosch to learn from their experiences.</p>
<p>To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?</p>	<p>Infrastructure has been greatly improved and jobs have been created in the area (for e.g. the community garden has produced crops which are sold).</p>
<p>What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?</p>	<p>The Stormwater plan needs to be implemented for a while before recommendations could be made. However, it was felt that there needs to be a greater awareness of the local situation in terms of</p>

	<p>delays that result from red tape. Also, the process of invoicing was identified as problematic. The internal procurement of goods delays implementation.</p> <p>From the project coordination level, an improvement to the LOGO-South programme design would be to share the responsibility of writing the Half yearly and Annual Reports with the partner.</p> <p>Furthermore, while the Leiden partnership has grown substantially and many beneficial projects and developments have resulted from the initial project, this has made the programme difficult to evaluate and monitor.</p>
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	<p>According to the LOGO-South Application Form 2009-2010:</p> <p>2009: Requested from Logo South: 134 995.98 euro</p> <p>2009: Dutch contribution: 173 000 euro</p> <p>2010: Requested from Logo South: 134 913.35 euro</p> <p>2010: Dutch contribution: 150 600 euro</p>
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	The share of the LOGO-South projects in the overall municipal budget is very small.
How many officials were involved in the programme/projects?	The number of officials involved in the project is dependent on the phase of the project (i.e. whether the project is in the start-up phase or in the implementation phase).
How much time (manhours/days) did they spend on the implementation of the programme/projects?	About 30% of the time is spent on the project.
Was time/ budget sufficient to implement the programme/ projects?	The time was sufficient but the budget should be increased.
Equipment purchased (type and costs involved)	Laptops, PCs and software were purchased. Horticultural equipment (eg spades) was purchased for the park area.
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	See Appendix for stakeholder mapping.
<i>Output</i>	
Which project activities have been implemented?	The LOGO South Application form 2009-2010 lists the main results of the project as

	<p>follows:</p> <ol style="list-style-type: none"> 1) Establishing a stormwater policy for Buffalo City; 2) Approving stormwater by-laws by the city council; 3) Implementation by-laws, including first training law enforcement officers 4) Establishing stormwater management system for Buffalo City 5) Implementation (partly) of the system 6) Cleaning up stormwater drainage system in Duncan Village 7) Defining and marking flood lines in Duncan Village 8) Defining a pilot flood line area and setting up an integrated plan for the redesign of that area as an integrated part of the Duncan Village Redevelopment Initiative 9) Executing the redesign plan “A new heart for Duncan Village” (first phase) <p>In addition, initial plans for the flood plain area have mushroomed to create a sustainable area that generates employment. Activities planned in the flood plain area have been implemented. The soccer field development has been completed and the community garden is half complete and there are ideas and plans regarding a netball court, bird trails, recycling initiatives, market stalls, a museum, etc.</p>
<p>Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?</p>	<p>The schedule has generally been on target. However, the South-South exchange on implementation (stormwater drain management and system) has been delayed as the visit to Tshwane needed to be arranged first.</p> <p>The information brochure has been delayed as information had to be updated.</p>
<p>For all project activities:</p> <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	<p>Citizens use the soccer field extensively. The community garden produces crops that provide nutrition.</p> <p>Citizens in general and especially the people living in Duncan Village are the indirect target groups.</p> <p>Dissemination of information to the public is mainly through pamphlets.</p>
<p>For training activities: what is the trained staff</p>	<p>The staff turnover is high (including non-</p>

<p>turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?</p>	<p>core staff).</p> <p>Water: Project Manager (Leon Schultz-immigrated). Project leader (Ivor Berrington-resigned, new position at Graaff Reinet Municipality). Director Big in Africa Consulting (Sean Peard).</p> <p>Environmental services: Project leader (Mr Gwala-resigned, own business). Nursery Officer (P. Murray-retired)</p>
<p>To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?</p>	<p>Exchange is regular. Director-Manager meetings take place monthly. Project teams meet every two weeks. Ward Council meetings take place monthly. The Mayoral Committee meets 2/3 times a year.</p> <p>Contact with the Dutch partners is regular and appreciated because both parties remain well-informed. A municipality as a partner (peer-to-peer) is considered better than hiring a consultant for this type of exchange, since they face similar situations.</p>
<p>Are programme/project activities evaluated, and if so, how were they valued?</p>	<p>Project team meetings every three months include broad discussions of performance.</p>
<p>How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)?</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - flexibility to adjust programmes/projects 	<p>A rating scale of 1-5 (5 being the max score) was used, showing that the role of VNG International as supportive organisation is valued highly:</p> <p>With respect to:</p> <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication (4) - Financial management and administration; (3) - Monitoring and evaluation; (4) - Planning and reporting; (4) b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) (3) - Service provision (to LGs & LGAs) (4) c. catalyst/ spin off/ value added of VNG I (4) d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; (5) - Integration of feed back in processes. (3) - Flexibility to adjust programmes/projects (5)
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of</p>	<p>The Leiden partnership is highly valued in terms of information sharing. Service providers are highly valued. Information</p>

<p>Dutch local governments etc.</p>	<p>sharing with Tshwane Municipality will be highly valued for the upcoming implementation phase. Other organisations are not as hands-on as VNG International.</p>
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <p>a. With respect to improved service delivery:</p> <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality <p>b. With respect to improved management capacities</p> <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability <p>c. Improved financial position</p> <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building) 	<p>a. With respect to improved service delivery:</p> <ul style="list-style-type: none"> - coverage (people reached) - entire city benefits. - continuity – capacity has strengthened and new assessments ensure continuity. The developments such as the soccer field and community garden will be extended to other areas - affordability – no direct cost to community (basic need) - quality – there has been a drastic improvement <p>b. With respect to improved management</p> <ul style="list-style-type: none"> - capacities - % people trained within organisation – the project management workshop included 20 people in total from both projects - implementation within organisation – management capacity has strengthened and communication has improved resulting in streamlining of work - willingness to accept changes within organisation – staff turnover has been high but with the changes came new management styles - staff stability – staff turnover has been high <p>c. Improved financial position</p> <ul style="list-style-type: none"> - increased revenues – no income for the municipality from these projects - part of budget spent on service provision and capacity building)
<p>What kind of mechanisms for informing the public has been created (as a result of LOGO South)?</p>	<p>Communication to inform the public has taken place through the political leadership (ward committees and councilors), displays, pamphlets, booklets, newspaper articles, daily interactions and the Buffalo City Municipality website, although these mechanisms were not a result of LOGO</p>

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	South
What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?	Public feed-back mechanisms existed before LOGO South. Direct mechanisms as a result of LOGO South are displays that have been put up in community centres and notices at the project office.
To what extent does the programme/project contribute to the strengthening of LGAs? <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
To what extent is the programme/project set up coherent?	The project set up is coherent because it is linked to policies.
To what extent is South-South exchange (on national and international level) taking place? What have been the main bottlenecks for South – South exchange?	The main bottleneck for South-South exchange has been the logistical arrangements, including finding the relevant people.
What have been the main bottlenecks in the implementation of the programme in general?	The main bottlenecks in the implementation of the programme include: 1) the logistical difficulties stemming from the location of SRK Consortium in Pretoria 2) the procurement of goods and services is a lengthy process, especially for formal and informal tenders 3) financial years are different for the funder and Buffalo City 4) instability of official staff, given a high staff turnover 5) the role of the political sphere when politicians interests are focussed on projects that have a direct impact on constituents (for e.g. employment creation) and officials motivate projects with indirect benefits to constituents (for e.g. an interest in the environment)
Which adjustments have been made to the programme/project?	The stormwater project has been adjusted broadly as the need arose. Many projects have developed as a result of the stormwater project, including the solid waste management project and the sanitation project. In addition, initial plans for the flood plain area have mushroomed to create a sustainable area that generates employment. The soccer field development has been completed and the community garden is half complete. There are ideas

	and plans regarding a netball court, bird trails, recycling initiatives, market stalls, a museum, etc.
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Ms J. Jakoet (assistant, Dan Smit Consulting) held an initial interview on Thursday, 17 September 2009 with Ms Darby Gounden (Local Partnership Co-ordinator Buffalo City), Mr Adrian van der Merwe (Project leader) and Mr Gavin Koopman (Assistant Manager – Environmental Services) at Buffalo City Municipality (BCM). Dutch evaluator (Dr. Michaela Hordijk), accompanied by Ms Jakoet, interviewed Mr van der Merwe, Mr Koopman, Mr Luke Mgadle (Environmental Pollution Control Officer) and Mr Neville Xolisilen (SMR. Environmental Health) at BCM on Monday, 21 September 2009. Dr. Hordijk visited Duncan Village and interviewed a co-op member.

Location:

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Documents Received at Interview:

LOGO South Application form 2005-2008. Water management.

LOGO South Application form 2009-2010. Water management.

LOGO South 2005-2008. Progress Report Form (every 6 months). Stormwater Project. Reporting Period: January-May 2007.

LOGO South 2005-2008. Progress Report Form (every 6 months). Stormwater Project. Reporting Period: January-May 2008.

Report to Buffalo City and Leiden Platform. Stormwater Management Project: Progress Report: January 2007.

Buffalo City and Leiden Partnership: Draft Framework Programme 2008-2010. 21 November 2008.

Buffalo City and Leiden Partnership Programme: Platform Meeting: Draft Annual Report. 21 November 2008.

Buffalo City and Leiden Partnership Programme: Platform Meeting: Half Year Report. July 2009.

Local Government: Municipal Systems Act (32/2000): Buffalo City Municipality: Directorate of Engineering Services: Stormwater Management By-law.

Booklet: 10 Years of Partnership. Buffalo City- Leiden. 1998-2008.

Stakeholder Mapping - Water project:

Changes to the following stakeholder table (previously compiled in available reports) were made in the preparatory interview with the waste officials as follows:

Zonwabeke Plata: Luther Kokose

Sim Gwana: Nomthandazo Hanise

Dhr. Vuymani: Sabelo Ngaka

Section Manager - Luther Kokose

Officials Solid Waste Management Department (added): M.Shweni, K.Chetty, S.Mbasa, R.Mnkile

Director Community Services – Jerome Ismail (2009)

Mayor Buffalo City: Zukisa Faka

Community Services added to stakeholder list

Section Manager	
Officials Solid Waste Management Department	Zongezile
	Apleni
	Mawonga
	Nyikisa

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	Mziwonke Hemfley Kalazani
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Stakeholder	Contact information	Involved in training within the project?	Participation in exchange activities?
Main Project Managers			
Project Manager Waste Management Department	Zonwabeke	Trained Officials Oct/Nov 2006 (BCMws2)	<i>Work visit to Den Haag/Leiden 28/05-7/6 2007 (BCMws3)</i>
	Plata	Trained Ward Councillors Feb 2007 (BCMws2)	South-South exchange, Phase 1a, Coop members & Ward councillors (Ward 6,7,8,9) to Durban. 13/10-14/10 2008. The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Sold Waste Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops. (BCMws5)
		Training Public awareness Officials May 2007 (BCMws3)	South-South exchange, Phase 1b, Coop members & Ward councillors (Ward 6,7,8,9) to Durban (2008). <i>This activity was incorporated within phase 1 (BCMws5)</i>
		Training CBO phase 1 partners of the Cooperations (2008) (BCMws5)	South—South 2 (2008):Naledi. Naledi (assen), changed into Nelson Mandela Metro.

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			There has been a reorganisation in the Naledi Solid Waste Department whereby it was no longer felt relevant by Naledi to host a visit. The EA has changed to Nelson Mandela Metro (BCMws6)
		Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (2008) (BCMws5)	South-South 3 (2008) Work visit. First week of December 2008 (BCMws5)
		Follow-up training/workshop phase 2 Coop members & supervisors. This activity was incorporated in phase 1 (2008) (BCMws5)	Visit November 2008 (BCMws6)
		Trained ward councillors on collection point procedures and rules. Results: Political support from the Ward Councillors in each ward. A means of communicating with representatives within the community about program activities. (BCMws5)	
<i>Portfolio Holder</i>	<i>Mankomo Pango (2007)</i>		Work visit to Ekhuruleni 3/2-4/2 2007
	Ntombekhaya Lotsha (2008)	Training CBO phase 1 partners of the Cooperations (2008) (BCMws5)	South-South 1a: Durban phase 1 (13/10-14/10 2008) The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Sold Waste

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			Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops (BCMws5)
		Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (2008) (BCMws5)	South-South 1b: Durban phase 2 (2008) The first visit was sufficient a second visit not necessary due to the number of coop members involved (BCMws5)
		Trained ward councillors on collection point procedures and rules. Results: Political support from the Ward Councillors in each ward. A means of communicating with representatives within the community about program activities. (BCMws5)	South—South 2 (2008):Naledi. Naledi (assen), changed into Nelson Mandela Metro. There has been a reorganisation in the Naledi Solid Waste Department whereby it was no longer felt relevant by Naledi to host a visit. The EA has changed to Nelson Mandela Metro (BCMws6)
			South-South 3 (2008) Work visit. First week of December 2008. (BCMws5)
	<i>Cllr Tyilo (2008)</i>		Extra mission 23-26 January 2008 to solve misunderstanding and miscommunication
<i>Project Coordinator</i>	<i>Darby Gounden</i>		Extra mission 23-26 January 2008 to solve misunderstanding and miscommunication
			South-South exchange 16/12-17/12
Project team			
Project team		Follow-up training/workshop phase	South-South exchange, Phase 1a, Coop members

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		<p>2 Coop members & supervisors. This activity was incorporated in phase 1 (2008) (BCMws5)</p>	<p>& Ward councillors (Ward 6,7,8,9) to Durban (2008). The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Solid Waste Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops. (BCMws5)</p>
		<p>Trained ward councillors on collection point procedures and rules. Results: Political support from the Ward Councillors in each ward. A means of communicating with representatives within the community about program activities. (BCMws5)</p>	<p>South-South exchange, Phase 1b, Coop members & Ward councillors (Ward 6,7,8,9) to Durban (2008). This activity was incorporated within phase 1 (BCMws5)</p>
			<p>South—South 2 (2008):Naledi. Naledi (assen), changed into Nelson Mandela Metro. There has been a reorganisation in the Naledi Solid Waste Department whereby it was no longer felt relevant by Naledi to host a visit. The EA has changed to Nelson Mandela Metro (BCMws6)</p> <p>South-South 3 (2008) Work visit. First week of December 2008. (BCMws5)</p>

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Assistant Manager Operations Waste Management	<i>Nosifundo Sikweyiya</i>		Work visit to Ekhuruleni 3/2-4/2 2007
			Work visit to Den Haag/ Leiden 28/05-7/6 2007
			South-South exchange 13/10-14/10 2008
<i>Assistant Manager Operations Waste Management</i>	<i>Sim Gwana (2007)</i>		Work visit to Ekhuruleni 3/2-4/2 2007
			<i>Work visit to Den Haag/Leiden 28/05-7/6 2007</i>
<i>Assistant Manager Operations Waste Management</i>	<i>Zongezile Apleni</i>		<i>Work visit to Den Haag/Leiden 28/05-7/6 2007</i>
<i>Assistant Manager Operations Waste Management</i>	<i>Lindy Cebanto</i>		<i>South-South exchange 13/10-14/10 2008</i>
<i>Assistant Manager Operations Waste Management</i>	<i>Dhr. Vuymani (2009)</i>		
<i>Other officials</i>			
Assistant Manager Coastal Area			Training CBO phase 1 partners of the Cooperations (2008) (BCMws5)
			Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (2008) (BCMws5)
Section Manager			Trained Councillors Nov 2006 (BCMws2)
Officials Solid Waste Management Department	Zongezile		South-South exchange 16/12-17/12
	Apleni		
	Mawonga		
	Nyikisa		South-South exchange 16/12-17/12 2008

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	Mziwonke Hemfley Kalazani		South-South exchange 16/12-17/12 2008
Director Community Services		Trained ward councillors on collection point procedures and rules. Results: Political support from the Ward Councillors in each ward. A means of communicating with representatives within the community about programactivities. (BCMws5)	South-South 1a: Durban phase 1 (13/10-14/10 2008) The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Solid Waste Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops (BCMws5)
			South-South 1b: Durban phase 2 (2008) The first visit was sufficient a second visit not necessary due to the number of coop members involved (BCMws5)
			South—South 2 (2008):Naledi. Naledi (assen), changed into Nelson Mandela Metro. There has been a reorganisation in the Naledi Solid Waste Department whereby it was no longer felt relevant by Naledi to host a visit. The EA has changed to Nelson Mandela Metro (BCMws6)
			South-South 3 (2008) Work visit. First week of December 2008. (BCMws5)
Ward councillors	Siyabonga	- Trained by Project	South-South 1a: Durban

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	Jabavu Ntombizandile Mhlola Mayenzeke Dinizulu	Manager Feb 2007 (BCMws2)	phase 1 (13/10-14/10 2008) The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Solid Waste Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops (BCMws5)
	Ntobkeko Dubula Clara Morolongyekiso	Training CBO phase 1 partners of the Cooperations (2008) (BCMws5)	South-South 1b: Durban phase 2 (2008) The first visit was sufficient a second visit not necessary due to the number of coop members involved (BCMws5)
	Mxolisi Quebeyi	Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (2008) (BCMws5)	
<i>Councillor</i>	<i>Zelda Jantjies</i>	<i>Trained by Section manager Nov 2006</i> (BCMws2)	<i>Work visit to Den Haag/ Leiden 28/05-7/6 2007</i>
<i>Mayor Buffalo City</i>	<i>Mrs. Peter</i>		Extra mission 23-26 January 2008 to solve misunderstanding and miscommunication
<i>District Managers</i>			
Other supporting Departments			
Public Participation Department		Trained ward councillors on collection point procedures and rules. (BCMws5)	
Waste Minimization Unit		Training CBO phase 1 partners of the Cooperations (2008)	

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		(BCMws5)	
		Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (2008) (BCMws5)	
		Trained ward councillors on collection point procedures and rules. (BCMws5)	
LED Department		Training CBO phase 1 partners of the Cooperations (2008) (BCMws5)	South-South 1a: Durban phase 1 (13/10-14/10 2008) The visit was changed to Port Elizabeth, approximately 30 COOP members participated and in addition managers from the Solid Waste Department. It was a well received visit where all involved have learned from the PE experience with regard to Coops (BCMws5)
		Training phase 2 CBO partners of the Cooperations. This activity was incorporated with phase 1 (BCMws5)	South-South 1b: Durban phase 2. The first visit was sufficient a second visit not necessary due to the number of coop members involved (BCMws5)
		Follow-up training/workshop phase 2 Coop members & supervisors. This activity was incorporated in phase 1 (2008) (BCMws5)	
<i>Training Department</i>		<i>Trained ward councillors on collection point procedures and rules. (BCMws5)</i>	
City planning Department			

Health Department
<i>Provincial Environmental Department</i>
Financial Department
HRM Department
Legal Department
Communication Department
Department of Education
Procurement Department
Engineering Department
Housing Department
Land Administration
City Planning
Evaluation Committee
Community Services

2.6 Twinning partners: DWAF/CMAs – Dutch Waterschappen - Thematic Programme: Water Management

Projects:

L.05.WT.81: Department of Water Affairs and Forestry (DWAF) – Waterboard Union, Wetterskip Fryslan, Waterschap Groot Salland (since 2005). 2009: L.05.WT85

2009: L.05.WT91: Breede Overberg – Wetterskip Fryslan (since 2009)

2009: L.05.WT90: Incomati – Waterschap Groot Salland, Zwolle, Dalfsen

Dutch evaluators visiting South Africa: Prof. Isa Baud

Local (South African-based) Consultant: Dan Smit Consulting

2.6.1 Brief background:

In 1998 South Africa adopted its National Water Act. The Act represented a fundamental shift in water management by introducing decentralised water management through the establishment of CMAs and by introducing greater participation in water management. Water resource management has been a national government competency but will be delegated to CMAs. The participation of local water institutions will be critical in ensuring the participative framework of the Act. In contrast to South Africa, the Netherlands has a very long history of localised water management. The Dutch laws for water management are being reformed to an integrated water law. Catchment management strategies are updated every 6-8 years in the Netherlands, with the new strategy planned for 2009-2016. Incorporating stakeholders at the local level has to be enforced.

The formulation phase of the project started in 2004. Following two exchange visits (to the Netherlands and to South Africa), a Letter of Intent for future cooperation was signed. This project gained further support following a VNG-hosted workshop in June 2005 that was attended by DWAF and NL delegations.

For the establishment of CMAs in South Africa, the Dutch Association of Waterboards (Unie van Waterschappen) is to focus on legislation, institution building and overall coordination. DWAF (national and provincial) are responsible for establishing the CMAs and assisting in the development of these CMAs. The focus of Wetterskip Fryslan is on establishing BOCMA, while Waterskap Groot Salland focuses on Inkomati CMA. These are the first two of 19 planned CMAs.

2.6.2 Relevance:

The project is highly relevant as it is aligned with national policies (National Water Act). Also the objectives of the government in terms of principles such as customer orientation, service delivery, access to information and transformation.

The main objectives of the project are to:

- 1) Strengthen local government for integrated water resources management by means of developing regulation and controlling systems for CMAs, BOCMA and Inkomati, in South Africa

- 2) Assist in the facilitating the establishment of the CMAs, BOCMA and Inkomati, in South Africa
- 3) Improve the functioning of the Dutch Waterschappen, Wetterskip Fryslan and Waterskap Groot Salland

2.6.3 Efficiency:

The exchange between the NL and SA is valuable to both countries as SA gains technical expertise and NL learns about stakeholder participation.

2.6.4 Effectiveness:

The project is coherent. Both the Netherlands and SA benefit from the exchange.

The Inkomati CMA was established in 2007 and has been operational from 2008 onwards. The Breede Overberg CMA was established in 2008 and the CEO and a senior manager have been appointed.

Main results of the Logo South project 2005-2008 (According to the Logo South Application form 2009-2010 from Breede-Overberg CMA):

SA is working through institutional changes that have taken other countries, such as the Netherlands, hundreds of years. The first steps of the project have been achieved in terms of capacity building of certain DWAF departments and the Breede Overberg CMA (BOCMA) and Inkomati CMAs.

- An improved understanding of the importance of resource management institutions (Waterschappen and CMAs) and the coordinating/integrating role that they must play; improved understanding of the challenges and opportunities of planning and coordination among all water institutions; better understanding of the complexities of the regulatory environment, contributing to setting DWAF on a trajectory towards an improved regulatory framework for South Africa
- Capacity building of Dutch and South African staff and CMA Boards in the field of developing Catchment Management Strategies
- Better understanding of strategic and operational dilemmas through technical staff exchanges between the two countries
- Capacity building of board members and management of Inkomati CMA and Breede Overberg region in principles of good governance and management practices. Both countries have found much common ground in that Governing Boards for these institutions are made up of stakeholder representatives which present a certain suite of challenges
- Improved capacity sharing and cooperation with the water authorities in the countries in the International Inkomati basin

- A network of staff and board members in Integrated Water Management Institutions has been extended and improved due to participating in the exchange visits, workshops and conferences. The network includes municipalities and water user associations as well as related universities and research institutes.

Risks that could impact effectiveness are identified as follows:

Time: both SA and NL have heavy workloads but this is to be divided over organisations. Also, the high level of commitment will ensure that time is made available.

Staff turnover of key persons (and trained persons) is a risk.

Lack of staff in the CMAs. This risk is minimised by the level of commitment.

2.6.5 Stakeholder relations:

Added value of the LOGO-South programme; particular strengths and weaknesses

The project adds value by developing skills and promoting the exchange of experiences for board members, management and staff during the development and implementation of catchment management strategies. Emphasis will be given to cooperative governance (between spheres of government), management skills, public involvement, specific water management tasks and the development of regulating and controlling systems.

Problems and challenges:

Insufficient skills and lack of experience of board members, management and staff for developing and implementing the catchment management strategies.

Regulating and controlling systems are still being developed and are not yet fully operational.

Stakeholders (available in reports)

Actors:

Start-up phase:

South Africa:

DWAF – Pretoria (national), Western Cape and Mpumalanga (regional)

Netherlands:

Dutch Association of Waterboards, Wetterskip Fryslan, Waterskap Groot Salland

Target Groups:

Members of the Governing Boards, management and staff of CMAs, Dutch Waterschappen and

other water management institutions. Emerging farmers (historically disadvantaged groups) are a key focus in SA.

Indirect Beneficiaries:

People in the Catchment management areas through better knowledge and participation.

Executers of the project activities:

Dutch Association of Waterboards (Unie van Waterschappen)

Manager International Affairs

Senior Advisor Water Management

Head of Department of Policy Development

Waterskap Groot Salland

Manager external Affairs

Secretary Director Groot Salland

Member daily board Groot Salland

Wetterskip Fryslan

Senior Strategic Advisor

Chairman Wetterskip Fryslan

Deputy Chairman Wetterskip Fryslan

DWAF

Main Project Managers:

Executive Manager: Institutional Oversight (Pretoria office - national)

Manager: CMA Frameworks/Director (Pretoria office - national)

Manager: CMA Development (Pretoria office - national)

Regional Manager: (Western Cape - regional office)

Regional Manager: (Mpumulanga - regional office)

Deputy Director

Development Expert

Principal Development Expert

Other:

Representatives from local government and other water management institutions (irrigation boards, water service providers)

2.6.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
Alignment of country programme with national policies (Are themes of the programme/ projects in line with priorities set by the national government?)	The project is relevant as it is aligned with national policies (National Water Act). Also the objectives of the government in terms of principles such as customer orientation, service delivery, access to information and transformation.
Alignment of projects with local policies	
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	
Are there any other twinning partners/donors? How do they value LOGO-South compared to these other initiative/programmes?	South Africa is assisted by a number of other international organizations (but these focus mainly on water service provision and technical aspects such as allocation reform). Some other projects focus on very localised micro projects to uplift communities. No internationally supported project is directly assisting CMA development.
<i>b. Strengthened capacity of local governments</i>	
Is the programme based on locally identified priorities (ownership)?	Yes, the project is directly assisting with the policies in the National Water Act to decentralise water resource management and increase participation.
To what extent can the programme/projects be continued without VNG-support (sustainability)?	The project is sustainable as it is integrated with national policies. There is strong political and administrative commitment. The 2009-2010 Application Form is more specific, providing the following elements of sustainability: - The training and exchange is mostly “on-the-job training”. This embeds knowledge

	<p>and experience into the organisation.</p> <ul style="list-style-type: none"> - Lessons learnt will be recorded and documented, to use at later stages, and to be used by future CMAs. - The investigation into creating a South African training institute and establishing links between educational institutions will contribute to keeping knowledge in SA. - Introducing cooperation between CMAs and municipalities establishes a sound basis for future coordination and cooperation between the interlinked activities and responsibilities of both institutions.
<p>To what extent are activities and projects integrated in local policies?</p>	<p>The objectives of the government in terms of principles such as customer orientation, service delivery, access to information and transformation are addressed in the project. Stakeholders will be closer to the water resource manager with greater decentralisation of the function.</p>
<p>To what extent are activities and projects also implemented?</p>	<p>The Inkomati CMA was established in 2007 and has been operational from 2008 onwards. The Breede Overberg CMA was established in 2008 and the CEO and a senior manager have been appointed.</p> <p>Main results of the Logo South project 2005-2008 (According to the Logo South Application form 2009-2010 from Breede-Overberg CMA):</p> <ul style="list-style-type: none"> - An improved understanding of the importance of resource management institutions (Waterschappen and CMAs) and the coordinating/integrating role that they must play; improved understanding of the challenges and opportunities of planning and coordination among all water institutions; better understanding of the complexities of the regulatory environment, contributing to setting DWAF on a trajectory towards an improved regulatory framework for South Africa - Capacity building of Dutch and South African staff and CMA Boards in the field of developing Catchment Management Strategies - Better understanding of strategic and operational dilemmas through technical staff exchanges between the two countries - Capacity building of board members and management of Inkomati CMA and Breede Overberg region in principles of good

	<p>governance and management practices. Both countries have found much common ground in that Governing Boards for these institutions are made up of stakeholder representatives which present a certain suite of challenges</p> <ul style="list-style-type: none"> - Improved capacity sharing and cooperation with the water authorities in the countries in the International Inkomati basin - A network of staff and board members in Integrated Water Management Institutions has been extended and improved due to participating in the exchange visits, workshops and conferences. The network includes municipalities and water user associations as well as related universities and research institutes.
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>Two CMAs are established but there are plans for 19 in total. There is potential for dissemination going forward.</p>
<p>To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?</p>	
<p>What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?</p>	
<p>Efficiency</p>	
<p><i>Inputs</i></p>	
<p>What is budget of the programme/projects 2005-2010?</p>	
<p>What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?</p>	
<p>How many officials were involved in the programme/projects?</p>	<p><u>Executers of the project activities:</u></p> <p><u>Dutch Association of Waterboards (Unie van Waterschappen)</u></p> <p>Manager International Affairs Senior Advisor Water Management</p>

	<p>Head of Department of Policy Development</p> <p><u>Waterskap Groot Salland</u></p> <p>Manager external Affairs Secretary Director Groot Salland Member daily board Groot Salland</p> <p><u>Wetterskip Fryslan</u></p> <p>Senior Strategic Advisor Chairman Wetterskip Fryslan Deputy Chairman Wetterskip Fryslan</p> <p><u>DWAF</u></p> <p>Main Project Managers: Executive Manager: Institutional Oversight (Pretoria office - national) Manager: CMA Frameworks/Director (Pretoria office - national) Manager: CMA Development (Pretoria office - national) Regional Manager: (Western Cape - regional office) Regional Manager: (Mpumulanga - regional office) Deputy Director Development Expert Principal Development Expert</p>
<p>How much time (manhours/days) did they spend on the implementation of the programme/projects?</p>	
<p>Was time/ budget sufficient to implement the programme/ projects?</p>	
<p>Equipment purchased (type and costs involved)</p>	
<p>Who are the directly involved stakeholders, how are they related to one another and to external organizations?</p>	<p><u>Actors:</u></p> <p><u>Start-up phase:</u></p> <p><u>South Africa:</u></p> <p>DWAF – Pretoria (national), Western Cape and Mpumulanga (regional)</p> <p><u>Netherlands:</u></p> <p>Dutch Association of Waterboards, Wetterskip Fryslan, Waterskap Groot Salland</p> <p><u>Target Groups:</u></p> <p>Members of the Governing Boards,</p>

management and staff of CMAs, Dutch Waterschappen and other water management institutions. Emerging farmers (historically disadvantaged groups) are a key focus in SA.

Indirect Beneficiaries:

People in the Catchment management areas through better knowledge and participation.

Executers of the project activities:

Dutch Association of Waterboards (Unie van Waterschappen)

Manager International Affairs
Senior Advisor Water Management
Head of Department of Policy Development

Waterskap Groot Salland

Manager external Affairs
Secretary Director Groot Salland
Member daily board Groot Salland

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Manager: CMA Frameworks/Director
(Pretoria office - national)
Manager: CMA Development (Pretoria
office - national)
Regional Manager: (Western Cape -
regional office)
Regional Manager: (Mpumulanga - regional
office)
Deputy Director
Development Expert
Principal Development Expert

Other:

Representatives from local government and
other water management institutions

	(irrigation boards, water service providers)
<i>Output</i>	
Which project activities have been implemented?	
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	
For all project activities: <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	Members of the Governing Boards, management and staff of CMAs, Dutch Waterschappen and other water management institutions. Emerging farmers (historically disadvantaged groups) are a key focus in SA.
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	
Are programme/project activities evaluated, and if so, how were they valued?	
How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)? With respect to: <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - Flexibility to adjust programmes/projects 	
How is the role of other organizations in the project environment valued? Twinning partner, the role of	

Dutch local governments etc.	
Effectiveness	
<i>Outcome</i>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <p>a. With respect to improved service delivery:</p> <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality <p>b. With respect to improved management capacities</p> <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability <p>c. Improved financial position</p> <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building 	<p>One of the main objectives of the project is to strengthen local government for integrated water resources management by means of developing regulation and controlling systems for CMAs.</p>
What kind of mechanisms for informing the public have been created (as a result of LOGO South)?	
What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?	
<p>To what extent does the programme/project contribute to the strengthening of LGAs?</p> <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
To what extent is the programme/project set up coherent?	The project is coherent. Both the Netherlands and SA benefits from the exchange.
<p>To what extent is South-South exchange (on national and international level) taking place?</p> <p>What have been the main bottlenecks for South – South exchange?</p>	
What have been the main bottlenecks in the implementation of the programme in general?	<p>Risks were identified as follows:</p> <p>Time: both SA and NL have heavy workloads but this is to be divided over organisations. Also, the high level of commitment will ensure that time is made</p>

	<p>available.</p> <p>Staff turnover of key persons (and trained persons) is a risk.</p> <p>Lack of staff in the CMAs. This risk is minimised by the level of commitment. (Officials within DWAF have become stretched due to significant staff turnover in recent years – CMAs will face the same burden in the future)</p> <p>Matters highlighted in the BOCMA 2009-2010 Application Form could be risks in future:</p> <ul style="list-style-type: none"> -The process of establishing CMAs and institutional reform, including the transformation of functional responsibilities (delegation) and the clarification of regulatory frameworks, roles and responsibilities between DWAF and the CMAs has not been finalised, creating uncertainties -Capacity of board members and management in corporate and cooperative governance principles, as well as the effective and efficient operation of an institution requires ongoing attention -Catchment Management Strategies are not yet sufficiently developed and implemented -Cooperation between CMAs and municipalities, particularly in the field of integrated CMA/municipal planning and programming is currently not yet sufficiently developed -The capacity of municipalities in operation and maintenance of sewage and stormwater systems and wastewater treatment plants is underdeveloped, which has a negative impact on the quality of water resources -Challenges exist with regard to the capacity of key international partners in the Inkomati catchment to actively engage and cooperate in operational aspects of water resource management -There are insufficient awareness programmes of universities and high schools to encourage and attract new graduates to the water sector.
<p>Which adjustments have been made to the programme/project?</p>	

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2.7 Twinning partners: Ekurhuleni – Breda. Country Programme: Housing

Dutch evaluators visiting South Africa: Prof. Isa Baud

Local (South African-based) Consultant: Dan Smit Consulting

2.7.1 Brief background:

The Ekurhuleni/Breda twinning relationship is a relatively young one. Ekurhuleni had requested a twinning relationship with a Dutch partner and after a visit by an Ekurhuleni delegation to the Netherlands, project based co-operation between Ekurhuleni and

Breda commenced in November of 2008 (when a Breda delegation visited Ekurhuleni to interact on specific projects). Two Housing Corporations from Breda, Singelveste and WoningBreborg have become involved and are working with the Ekurhuleni Housing Corporation (EDC). The project focuses on boosting the capacity (in respect of social housing and urban renewal) of the Ekurhuleni Metropolitan Municipality (EMM) and the capacity of its social housing entity, EDC. The project is currently being pursued via two very concrete projects. The first is a specific social housing project in one of Ekurhuleni's urban centres -- Germiston. The second is an urban renewal initiative also in Germiston.

It should also be noted that the Ekurhuleni/Breda planning also envisages a much greater involvement of elected political officials (councillors) than is true in other Logo S twinnings. How this evolves will be interesting to observe.

2.7.2 Relevance:

The relevance of the proposed projects is very high. Ekurhuleni is a focus of in-migration in a major city region (Gauteng). The housing challenge is seen as second only to the job creation challenge. A range of housing responses is required and social housing is one of them. Social housing is seen in South Africa as particularly important in helping address the challenge of restructuring South Africa's cities away from the footprint created by Apartheid. Urban regeneration is also a high priority in Ekurhuleni when it comes to the restructuring of the cities.

In short the project is relevant as it is aligned with national and local policies.

However we do have some concern about the focus on building the capacity of a municipal social entity. The entity does not have an impressive track record to date and it is possible that the assistance from Dutch social housing companies may make a difference. We are however of the view that assistance should perhaps target partnerships with successful housing companies in South Africa rather than focusing only on building the internal capacity of the municipal entity (EDC). In several other contexts it appears that the yields to capacity support for municipal social housing entities have not been that impressive. A fresh approach is required.

2.7.3 Efficiency:

To date the twinning has been very efficient but it is too early in the process to reach any definitive conclusions. The planning of the co-operation has however been excellent (if possibly a little over-ambitious). The capacities of both municipalities are very good and very clear agreements have been established between them. Political commitment is strong and apart from the possible inappropriateness of the approach being taken to

boost the capacity of the municipal housing entity, there is no reason for expecting that this twinning will not be a success.

2.7.4 Effectiveness:

Again it is too early to comment definitively on effectiveness. However it is worth noting that whilst planning of the social housing support has been efficient to date, we are unconvinced (given experience elsewhere) that the support will be effective. As previously noted we are of the view that more effort should be given to mobilising already successful housing companies in the region into a closer working relationship with EDC than on only looking to build capacity internally.

2.7.5 Stakeholder relations:

Role national/local coordinator
The post of the national coordinator changed twice and is vacant since July 2007. The “default” co-ordinator has done an excellent job and could play an important role in helping re-align the social housing approach.

Added value of the LOGO-South programme; particular strengths and weaknesses
To early to tell but certainly programme and project planning skills have been substantially sharpened.

Stakeholders
EMM, Breda, EDC, Singelveste/AleeWonen, Wonen Breburg, The Gauteng Province.

2.7.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
Alignment of country programme with national policies (Are themes of the programme/ projects in line with priorities set by the national government?)	The project is relevant as it is aligned with national policies (under the Social Housing Act, 2008: to establish and promote a sustainable social housing environment). The social housing policy within the Restructuring Zones is central in the MoU between the National Department of Housing and the Ministry of VROM. For the follow up of the country programme the relation with the implementation of the MoU should be defined.
Alignment of projects with local policies	Aligned with spatial planning and city restructuring objectives
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	Complements national and local social housing and urban regeneration initiatives
Are there any other twinning partners/donors? How do they value LOGO-South compared to these other initiative/programmes?	No
<i>b. Strengthened capacity of local governments</i>	
Is the programme based on locally identified priorities (ownership)?	Certainly. EMM have been very pro-active in setting the agenda
To what extent can the programme/projects be continued without VNG-support (sustainability)?	Ekurhuleni has capacity to go it alone. Support from the Logo S programme is likely however to provide a major boost.
To what extent are activities and projects integrated in local policies?	Substantially.
To what extent are activities and projects also implemented?	The initiative has a project focus (two main projects)
To what extent is wider dissemination of LOGO-South activities taking place? - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside	Too early in the process. However considerable value could be added by bringing the learning from earlier twinings around similar issues to Ekurhuleni's attention. The slow progress in building effective social housing municipal entities elsewhere in the Logo S programme is particularly pertinent.

LOGO SOUTH- SOUTH AFRICA: External Evaluation
 Evaluation Notes on Specific Project – October 2009

LOGO South programme?	At this point Ekurhuleni could learn from other examples within the country – knowledge has been generated through platforms coordinated by the ‘default country coordinator’ and disseminated through housing information.
To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?	Is likely to—especially given the focus on social housing. It does so particularly by providing better quality housing and basic services infrastructure.
What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	The Country Co-ordinator should pro-actively suggest changes to the planned programme. <ol style="list-style-type: none"> 1. Revisit and re-plan the envisaged support programme for the social housing entity. 2. Focus more on finding partners for the EDC from the private sector or from existing successful housing entities in the region. 3. Breda should look to mobilize support and experience in Breda in respect of the municipal and housing company roles in PPP’s. Managing risks and ensuring appropriate public interest from the partnerships is a key area.
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	Budget contributions come from various sources and in different forms. Logo South is a substantial contributor, and support also comes from Breda and the housing associations in the Netherlands. The EMM and the Guteng Province (housing subsidies) are however by far the biggest contributors of project funding.
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	Too early to assess
How much time (manhours/days) did they spend on the implementation of the programme/projects?	Too early to assess
Was time/ budget sufficient to implement the programme/ projects?	Targets are ambitious. Too early to assess

LOGO SOUTH- SOUTH AFRICA: External Evaluation
 Evaluation Notes on Specific Project – October 2009

Equipment purchased (type and costs involved)	
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	As above
<i>Output</i>	
Which project activities have been implemented?	Getting the process started – project designs in advanced stage
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	N/A
For all project activities: <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	Too early
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	
Are programme/project activities evaluated, and if so, how were they valued?	
How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)? With respect to: <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - Flexibility to adjust programmes/projects 	

<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <p>a. With respect to improved service delivery:</p> <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality <p>b. With respect to improved management capacities</p> <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability <p>c. Improved financial position</p> <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building 	<p>Too early to assess</p>
<p>What kind of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	
<p>What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?</p>	
<p>To what extent does the programme/project contribute to the strengthening of LGAs?</p> <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
<p>To what extent is the programme/project set up coherent?</p>	
<p>To what extent is South-South exchange (on national and international level) taking place? What have been the main bottlenecks for South –South exchange?</p>	
<p>What have been the main bottlenecks in the implementation of the programme in general?</p>	
<p>Which adjustments have been made to the programme/project?</p>	

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2.8 Twinning partners: Tshwane – Delft. Country Programme: Housing

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.8.1 Brief background:

Tshwane and Delft signed a Memorandum of Understanding in November 2005. After 2005 the national policy in South Africa on social housing changed. New subsidies for social housing would apply only in formally designated restructuring zones. Tshwane has been one of 13 municipalities which have been successful in getting restructuring zones approved.

Progress has been slow from the start. VNG International should have become more involved in getting the municipalities to discuss this once the problems became evident in the 2006 Annual Report. The primary problems have been related to poor communication, political upheaval within Tshwane, understaffing, and regular staff turnover. There are also major structural problems in the broader environment in respect of social housing (it is difficult to secure subsidies for example). At the start of 2008, the project was at a stage that should have been reached after six months of implementation. At that time, the exchange was not seen as successful in terms of knowledge regarding the new SHP and the integration of social housing in the local government housing and spatial planning policy.

A draft social housing policy was produced by February 2008 with substantial inputs from the acting Country Co-ordinator. And political pressure from national and provincial government as well as from the auditor general led to a higher level of commitment.

The reports following a visit of the mayor of Tshwane to Delft in early 2008 were positive and political commitment at high level was high. Understaffing problems have been partly addressed and attempts have been made to address communication difficulties. More specifically communication processes within Tshwane have been rationalized and dedicated staff have been identified to drive the process. However Delft is still of the view that communication is very difficult. There are also questions about the suitability of the Tshwane/Delft twinning in size terms (Tshwane's scale is so much greater).

Since 2005 Tshwane and Delft have been involved in co-operation in the following areas:

- Social housing policy : Tshwane's Council approved a strategy in May 2008
- Eerstefabrieke Town Centre Project: This has been one of the cornerstone projects of the co-operation. Delft assisted with a structure plan for the area and

- has also assisted in development implementation. Progress has been slow but in the last 12 months the pace has picked up (especially in respect of implementation).
- Capacitation of the Housing Function: This has taken the form of assistance to the Housing Company Tshwane and more recently the “young housing professionals project”. In respect of the former progress has been hampered by difficulties in establishing a new Board for the HCT. This has however now been done although we are unconvinced that this should have held up progress in implementation. As far as the young professionals programme is concerned there were difficulties in establishing how salaries/stipends would be paid and by whom. Again this has been resolved and 4 such young professionals are currently being selected from a wide range of applicants.
 - Mamelodi Extension 5 : Delft have had a long-standing relationship with civic organizations in Mamelodi (which pre-dated the twinning) which subsequently became part of the twinning. At present a housing project (an integrated development showcase) and a community centre are planned and development applications have been submitted. The community centre is currently under construction.
 - HIV /AIDS educational programme: This is a life skills development programme and progress in implementation has been steady.

Tshwane’s Logo South application for 2009 and 2010 envisages a focus on the young professionals programme, developing a project organization structure for Eerste Fabrieke, and training for the HCT and Yeast City Housing (an independent social housing company in Tshwane).

2.8.2 Relevance:

There is little experience in South African municipalities with the development of a municipal housing policy and the establishment of SHI’s. Dutch expertise on these matters is welcome.

The project is relevant as it is aligned with national and local policies.

However in terms of outputs the progress is painfully slow and in that sense is not proving to be relevant in practice. An evaluation report following an internal VNG evaluation visit in February 2008 suggests low relevance because only one of the four objectives was partially reached, indicating limited contribution to the country programme South Africa.

2.8.3 Efficiency:

In Tshwane the staff is overburdened and implementation has been slow as a result. Costs were low due to lack of capacity but this comes at the detriment of achieving results.

Problems & challenges have been identified as follows:

- Implementation far too slow
- Overburdened staff (few people)
- Lack of coordination between the three components of the project: A) develop housing policy; B) support SHI (Housing Company Tshwane); C) Develop area of Eerste Fabrieke.
- Staff problems (20% vacancies without fulfilling)

Implementation is far behind. Political commitment has increased recently.

The budget was realistic, but expenses fell behind because of the slow implementation.

2.8.4 Effectiveness:

The evaluation report following an evaluation visit in February 2008 suggests that the logic of the activities is still consistent but because of the slow implementation a lot of activities could not be implemented (e.g. No training for board HCT because board stepped down). The planning proved not to be realistic. Since then there appears to have been more progress but the Tshwane twinning remains unconvincing. In particular we are concerned about the effectiveness of a focus on building HCT capacity internally. Whilst such capacity building is desirable the priority has to be getting implementation going at scale and building capacity as the organization grows. Thus we think that co-operation in future should focus more on the managing of partnerships with private sector partners who can help boost delivery capacity.

2.8.5 Stakeholder relations:

Role national/local coordinator
The post of the national coordinator changed twice and is vacant since July 2007. However the acting national co-ordinator (M.Essink) has been very active in assisting Tshwane. She was a key player in writing Tshwane's social housing policy.

Added value of the LOGO-South programme; particular strengths and weaknesses
Value added has been limited to date.

2.8.6 Appendix:

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
<p>Alignment of country programme with national policies</p> <p>(Are themes of the programme/ projects in line with priorities set by the national government?)</p>	<p>The project is relevant as it is aligned with national policies (under the Social Housing Act, 2008: to establish and promote a sustainable social housing environment). The social housing policy within the Restructuring Zones is central in the MoU between the National Department of Housing and the Ministry of VROM. For the follow up of the country programme the relation with the implementation of the MoU should be defined.</p>
Alignment of projects with local policies	
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	
<p>Are there any other twinning partners/donors?</p> <p>How do they value LOGO-South compared to these other initiative/programmes?</p>	
<i>b. Strengthened capacity of local governments</i>	
Is the programme based on locally identified priorities (ownership)?	Capacity is low and affects the sustainability of the project.
To what extent can the programme/projects be continued without VNG-support (sustainability)?	<p>In South Africa the country programme is implemented in close cooperation with the National Department of Housing and follows recently adopted new legislation. However, the level of capacity is very low in Tshwane. The evaluation report following an evaluation visit in February 2008 corroborates that structures are in place but sustainability is unlikely. "...the project is embedded in the organisational structure of Tshwane. There is a housing and planning unit within the structures; and the Housing Company Tshwane will become a municipal entity. The newly drafted social housing policy will remain. Nevertheless there are hardly results that would be candidates for sustainability."</p>
To what extent are activities and projects integrated in local policies?	

<p>To what extent are activities and projects also implemented?</p>	
<p>To what extent is wider dissemination of LOGO-South activities taking place?</p> <ul style="list-style-type: none"> - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? 	<p>Exchange between the partaking local governments could be far more increased. The meetings in exchange activities have a positive effect, but could be better. The positive results in three local governments should be central in these exchanges. In the follow up of the country programme the way exchanges take place should be examined.</p> <p>The evaluation report following an evaluation visit in February 2008 states that “there was active participation in Exchange Activities and in drafting the Toolkit (at the beginning of 2006). These positive contributions didn’t help to speed up the implementation. Since the project has to come off the ground still, this was no attention to dissemination to others. The focus was very much on the struggle with the implementation; no help – except from SALGA – was sought.”</p>
<p>To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?</p>	
<p>What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?</p>	<p>VNG International was too reluctant to address problems in the implementation. A more active role should be taken.</p> <p>The focus in 2009-2010 has been adjusted. Key points (taken from an external evaluation) are:</p> <ol style="list-style-type: none"> 1. Stress on implementation > In most municipalities a housing policy has been adopted. The key issue is to move from policy to implementation. 2. Encourage political support > Change Management for politicians will be a focus area. Intensifying contacts between Dutch and South African politicians will provide a forum for exchange of experiences. 3. Dissemination of good practices and results> Dissemination will be a major issue for the years 2009 and 2010. The experiences in specific fields will be of relevance for others. In making these instrument for dissemination work there will be a major role for LOGO South

	<p>coordinator at SALGA.</p> <p>4. Pro active role of the national housing coordinator of SALGA> The (LOGO South) national housing coordinator will keep a closer watch on project progress. VNG International will hold municipalities to the project documents and the planning of the projects. The LOGO South coordinator will also be responsible for other housing issues within SALGA and will have to liaise with other actors in the housing sector.</p> <p>The evaluation report following an evaluation visit in February 2008 gives specific recommendations for the project as follows:</p> <ul style="list-style-type: none"> • Since the speed of implementation was the main problem, it is recommended to find assistance for implementing skills from Delft and from / via the national Department of Housing or Province. • Assistance of Delft should focus on project management skills • Assistance of Delft should be much more hands on then before. <p>It is also recommended to learn from other municipalities that were able to implement structure plans and huge, complex projects. Experiences are available form Govan Mbeki Municipality</p>
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	Because of unclear political commitment and no clear guidance to the staff, implementation is far behind. Political commitment has increased recently. The budget was realistic, but expenses fell behind because of the slow implementation.
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	
How much time (manhours/days) did they spend on the implementation of the programme/projects?	

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Was time/ budget sufficient to implement the programme/ projects?	
Equipment purchased (type and costs involved)	
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	
<i>Output</i>	
Which project activities have been implemented?	
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	
For all project activities: <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	
Are programme/project activities evaluated, and if so, how were they valued?	
How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)? With respect to: <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I 	

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<p>d. VNG I as a learning organisation</p> <ul style="list-style-type: none"> - Reflection on activities; - Integration of feed back in processes. - flexibility to adjust programmes/projects 	
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <ul style="list-style-type: none"> a. With respect to improved service delivery: <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality b. With respect to improved management capacities <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability c. Improved financial position <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building 	<p>By February 2008 it was difficult to tell what capacity development took place. With support of Delft the social housing policy was put on paper.</p>
<p>What kind of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	
<p>What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?</p>	
<p>To what extent does the programme/project contribute to the strengthening of LGAs?</p> <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
<p>To what extent is the programme/project set up coherent?</p>	
<p>To what extent is South-South exchange (on national and international level) taking place?</p> <p>What have been the main bottlenecks for South – South exchange?</p>	
<p>What have been the main bottlenecks in the</p>	<p>Political commitment was not high enough</p>

implementation of the programme in general?	and guidance of politicians towards staff was unclear. Staff was overburdened. Board of SHI resigned. Delft and Tshwane kept the communication lines open. At political level interventions were tried, but only in 2008 direct contact between the two mayors led to new agreements.
Which adjustments have been made to the programme/project?	

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2.9 Twinning partners: Govan Mbeki Municipality (GMM) - Vlissingen. Country Programme: Housing

Dutch evaluators visiting South Africa: Prof. Isa Baud and Dr. Michaela Hordijk

Local (South African-based) Consultant: Dan Smit Consulting

2.9.1 Brief background:

The project (Spatial Planning and Living Environment, SPLE, 2006-2008) started on 16 December 2005 with the contract between Vlissingen and VNG. The contract approved three main objectives which were formulated into action-plans:

- a. Designing and implementation of the Spatial Development Framework (SDF).
- b. Implementation of the GMM Housing Development Plan from 2004.
- c. Designing and implementation of a proper Land Use Management System. (South Africa: Annual Report 2007.)

The training of GMM officials that took place in 2007 included training in special techniques of spatial planning and housing management in relation to the production of the SDF and a proper Land Use Management System, the building of rental social housing stock and the planning of new living areas for the people; including public and private services, like schools, greenery, shops, libraries, etc. Furthermore, the training included the development of a Geographical Identification System (GIS) for GMM and the evaluation of the GIS Strategy. The Govan Mbeki Housing Company (GMHC) staff was trained in the daily, technical and financial management of a housing association, including the constant evaluation and monitoring of the GMHC business plan in order to become and stay a viable housing association. Five exchange visits occurred in 2007 (three from Vlissingen to GMM, one from L'escaut to GMM, an internship from GMM to L'escaut). The only major concern expressed in the Annual Report (2007) was the development of the building-projects for RDP housing and the progress of the Women Advisory Committee.

In 2008 three exchange visits took place (two advisory missions from Vlissingen to GMM and an internship from GMM to Vlissingen). Vlissingen officials and special teachers from Bestuursacademie Zuid Nederland trained GMM officials. Training included special techniques of spatial planning and housing management, the building of rental social housing stock and the planning of new living areas. Furthermore, the training included the development of a Geographical Identification System (GIS) for GMM and the evaluation of the GIS Strategy. Discussions included the preparation of the 2009/10 application to VNG for the extended SPLE Implementation Project. The concern expressed in the Annual Report (2007) for the development of the building-projects for RDP housing and the progress of the Women Advisory Committee remained a feature in

the 2008 Annual Report. GMHC staff received no further training from Dutch housing association (L'escaut) in 2008 and the suggestion was made for an improvement in communication between these stakeholders. Vlissingen politicians were reluctant to extend the project for 2009/10 due to political turmoil.

2.9.2 Relevance:

The project is relevant as it is aligned with national policies. All spheres of government must promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination of slums and slum conditions). Advice from Vlissingen is integrated in policies, specifically the Spatial Development Framework, Housing Development Plan and Land Use Management System.

The objectives for 2009/2010 are as follows:

Spatial Planning:

1. Urban Renewal

- a) Knowledge Sharing of Implementation of SDF
- b) Knowledge Sharing on GIS Utilisation
- c) Local Spatial Development Framework Projects

2. Land Use Management System

- a) Knowledge Sharing on Implementation of the Land Use Management System

Housing: GMM

- 1. Housing policy (monitoring of the implementation of the housing policy, review of the housing policy)
- 2. Housing Delivery Strategy (defining delivery tools for sustainable human settlement)
- 3. Rural Housing Policy and Strategy (instruments or tools to deliver rural housing subsidies schemes, development of a strategy, development of a policy)

Vlissingen is confident that implementation of the project could be handled more independently as time progresses. The housing support from the Dutch housing association (L'escaut) improved the viability of GMHC.

2.9.3 Efficiency:

Most of the objectives in the action-plans have been reached.

2.9.4 Effectiveness:

The annual report (2007) reports the satisfaction in the development of the spatial planning part of the project (the SDF was published and approved in June 2006). Concerns were raised about the poor performance of the Housing Development Plan at that stage (little progress in the actual building of houses was due to the prioritisation of the bucket eradication programme in the Province of Mpumalanga). Some resettlement projects were completed and there was high demand from SASOL for new houses. In terms of social housing, the GMHC started the building of their first Greenfield development in Evander.

The relationship between the officials of both municipalities was reported to be excellent, with visits of both Mayors to their respective sister-city in 2007. However, both mayors left the office in 2008. They expected the relationship to continue to be successful. The annual report (2008) reports an improvement in the implementation of the Housing Development Plan and the realisation of the objectives for the Spatial Development Framework and the Land Use Management System. Although Vlissingen politicians were reluctant to extend the project for 2009/10, the relationship continued in 2009. The annual report (2008) states that reports and plans are frequently written together in the missions.

Whilst overall twinning has been extremely effective there are some concerns about the effectiveness of the social housing support. Some of the potential pitfalls associated with using cross-subsidization models is evident in some of the initiatives undertaken by Govan Mbeki. In Govan Mbeki, progress has been made on the ground in two “interlinked” project areas. In the first serviced sites have been made available to private developers to produce up-market housing. The intention is to sell off this housing at a profit and for the municipality to share in the profits made. Profits are to be used to cross-subsidize the provision of social housing in a second project on a different site. On the second site serviced sites have been delivered (for higher density walk-up units) and are awaiting funds from the sale of up-market units in the first project to provide part of the funds for top-structure provision. The problem is that in the wake of the global economic downturn there is little demand for the up-market housing. The net result is that the municipality has sunk substantial resources into the ground in the form of services and infrastructure in both projects which will remain unused for some time. In short capital has been tied up and is earning no return. Moreover land and services have been made available to private developers without clear parameters being developed of the degree of social benefit leverage that such “grants/hidden subsidies” must achieve in order to justify them. In any event it appears that whilst more entrepreneurial behaviour will be required if social housing entities are to overcome the structural constraints on delivery, such behaviour requires sophisticated social cost/benefit analysis and risk management skills which will need to be developed in municipalities and their municipal entities. Future co-operation could meaningfully focus on these issues.

2.9.5 Stakeholder relations:

Role national/local coordinator

Govan Mbeki officials have commented very favourably on the positive role played by the acting national co-ordinator of the Logo S programme. The cooperation between the Vlissingen project coordinator and his VNG colleagues is excellent. Communication here works very well.

Added value of the LOGO-South programme; particular strengths and weaknesses

The Logo South programme has in the view of Govan Mbeki officials added substantial value by actively promoting discourses and sharing between participants.

Stakeholders (from available reports 2007/2008)

Vlissingen:

Main project managers:

Officer of International cooperation/ Project coordinator: Drs. W.M.C. van Baalen

Manager of the Dept of Spatial Development: Mrs Jacky Dooms

Mayor/portfolio holder international cooperation: Mrs A van Dok – van Weele

Officers and Experts:

Officer for GIS: Jasper van Delft

Financial Manager Housing Association L'Escaut: Mr Rchard de Jager

Manager Housing Association L'Escaut: Mrs Thea de Feijter-Danker\

Govan Mbeki:

Main project managers:

Acting Deputy Director Community Services: King Shilali

Manager Physical development: Kamesh Rohan

Officers and Experts:

Mayor: Mr S. Nkosi (2007) and Mr. Oki Mntswenie (2008)

Chief Whip: Mr Edward Madonsela

Financial Manager: Mrs Noma Thunzi

<p>Manager Corporate Services: Mr Hector Ramolete</p> <p>Senior technical assistant – GIS: Ziona de Klerk</p> <p>Property Officer: Mr Alac Peresent</p>

2.9.6 Appendix

Structured Questions	Sources/comments
Relevance	
<i>a. Sectoral needs assessment</i>	
<p>Alignment of country programme with national policies</p> <p>(Are themes of the programme/ projects in line with priorities set by the national government?)</p>	<p>The project is relevant as it is aligned with national policies (under the Social Housing Act, 2008: to establish and promote a sustainable social housing environment). All spheres of government must promote the establishment, development and maintenance of socially and economically viable communities and of safe and healthy living conditions to ensure the elimination of slums and slum conditions).</p>
Alignment of projects with local policies	Advice from Vlissingen is integrated in policies, specifically the Spatial Development Framework, Housing Development Plan and Land Use Management System.
To what extent is the VNG programme complementary to other programmes? (niche/uniqueness)	
<p>Are there any other twinning partners/donors?</p> <p>How do they value LOGO-South compared to these other initiative/programmes?</p>	
<i>b. Strengthened capacity of local governments</i>	
Is the programme based on locally identified priorities (ownership)?	
To what extent can the programme/projects be continued without VNG-support (sustainability)?	Vlissingen is confident that implementation of the project could be handled more independently. The housing support from the Dutch housing association (L'escaut) improved the viability of GMHC. Advice from Vlissingen is integrated in policies.
To what extent are activities and projects integrated	Spatial Development Framework, Housing

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in local policies?	Development Plan and Land Use Management System.
To what extent are activities and projects also implemented?	Most of the objectives in the action-plans have been reached.
To what extent is wider dissemination of LOGO-South activities taking place? - Within the country? - International exchange? - Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme?	Discussions with external South African companies, SASOL and Harmony, took place in 2008 (to become more involved in GMHC housing projects).
To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?	
What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?	
Efficiency	
<i>Inputs</i>	
What is budget of the programme/projects 2005-2010?	
What is the share of the LOGO-South projects in the overall municipal budget/ budget of the LGA?	
How many officials were involved in the programme/projects?	From available reports 2007/2008: Vlissingen: <u>Main project managers: 3</u> <u>Officers and Experts: 3</u> Govan Mbeki: <u>Main project managers: 2</u> <u>Officers and Experts: 7</u>
How much time (manhours/days) did they spend on the implementation of the programme/projects?	
Was time/ budget sufficient to implement the programme/ projects?	
Equipment purchased (type and costs involved)	
Who are the directly involved stakeholders, how are they related to one another and to external organizations?	

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<i>Output</i>	
Which project activities have been implemented?	Most of the objectives in the action-plans have been reached.
Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?	The concern expressed in the Annual Report (2007) for the development of the building-projects for RDP housing and the progress of the Women Advisory Committee remained a feature in the 2008 Annual Report. (The focus shifted from housing to the eradication of buckets, WAC showed poor performance.) GMHC staff received no further training from Dutch housing association (L'escaut) in 2008 but this relationship is established and needs an improvement in communication.
For all project activities: <ul style="list-style-type: none"> - main target group (training, use of products) - nr. of participants and background of participants/institutional affiliation (in case relevant) - use of services - dissemination of handbooks/ manuals/ reports 	
For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?	
To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?	There is a high level of commitment and many useful exchange visits have taken place. Exchange activities are helpful in strengthening the bond between municipalities.
Are programme/project activities evaluated, and if so, how were they valued?	
How is the role of VNG International as supportive organization valued (including the quality of the VNG staff)? With respect to: <ul style="list-style-type: none"> a. the coordination <ul style="list-style-type: none"> - Communication - Financial management and administration; - Monitoring and evaluation; - Planning and reporting; b. the implementation <ul style="list-style-type: none"> - Training (of LGs & LGAs) 	The active role of VNG and the LOGO-South programme brought satisfaction to both municipalities. SALGA support in the organisation of exchange activities was also appreciated.

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<ul style="list-style-type: none"> - Service provision (to LGs & LGAs) c. catalyst/ spin off/ value added of VNG I d. VNG I as a learning organisation - Reflection on activities; - Integration of feed back in processes. - Flexibility to adjust programmes/projects 	
<p>How is the role of other organizations in the project environment valued? Twinning partner, the role of Dutch local governments etc.</p>	
<p>Effectiveness</p> <p><i>Outcome</i></p>	
<p>To what extent does the programme/project contribute to the strengthening of LGs?</p> <ul style="list-style-type: none"> a. With respect to improved service delivery: <ul style="list-style-type: none"> - coverage (people reached), - continuity, - affordability, - quality b. With respect to improved management capacities <ul style="list-style-type: none"> - % people trained within organisation, - implementation within organisation, - willingness to accept changes within organisation, - staff stability c. Improved financial position <ul style="list-style-type: none"> - increased revenues - part of budget spent on service provision and capacity building) 	
<p>What kind of mechanisms for informing the public have been created (as a result of LOGO South)?</p>	
<p>What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?</p>	
<p>To what extent does the programme/project contribute to the strengthening of LGAs?</p> <ul style="list-style-type: none"> • Improved service delivery • Improved technical, financial and administrative capacities • Improved lobby capacities • Improved financial sustainability • Increased South-South exchange 	
<p>To what extent is the programme/project set up coherent?</p>	
<p>To what extent is South-South exchange (on national and international level) taking place?</p> <p>What have been the main bottlenecks for South –</p>	

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South exchange?	
What have been the main bottlenecks in the implementation of the programme in general?	<p>Political problems: the Annual Report 2007 reports that Mayor Nkosi was forced to leave (vice mayor was murdered and turmoil around possible corruption). The 2007 Annual Report also mentions conflict around the Vlissingen mayor Dok-van Weele. However, this was not a bottleneck in the project.</p> <p>Woman Advisory Committee (housing advisors): Lack of ownership and initiative yielded poor results. (The 2008 Annual Report)</p> <p>RDP Housing Backlog: The 2007 Annual Report asserts the building of the houses as a challenge.</p> <p>There are also concerns about the effectiveness of the approach to social housing support as articulated in a previous sub-section.</p>
Which adjustments have been made to the programme/project?	

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Con
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Annex 3 : List of people interviewed in South Africa

Schedule	Twinning project	Name and function; contact details
<i>Isa Baud/Dan Smit</i>		
Monday 21-09-09	CMRA (VNG daughter company)	Frank Burgers, CEO (A preparatory discussion with Mr. Burgers and Ms. Essink occurred on 17.09.09. Dan Smit in attendance))
“	Emfuleni Municipality (waste project)	Alma Ludidi . Director . Waste Dept. Regina Chibase – Waste Department
Tuesday 22-09-09	Ekurhuleni municipality	David Morema, , Executive Director Head of Housing Dept. Mike Mokgohloa (CEO Ekurhuleni Development company = municipal social housing company) Miemie von Maltitz Policy Manager. Housing Dept. Aubrey Mokhgosi. Director Property and Institutional services (Did not attend this meeting but was interviewed by Dan Smit on 15-09-09. Messrs. Morema and Mokhloa were also interviewed on 15.09.09.) Representative from International Relations Dep. In the Office of the

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		Mayor did not appear for the meeting on 22.09.09
22-09-09	DWAF national	Eustasia Bofilatos, Head of the Water Dept. (A preparatory meeting with Ms. Bofilatos was held on 16.09.09 with Dan Smit in attendance)
<i>Michaela Hordijk/Jasmin Jakoet</i>		
Monday 21-09-09	Buffalo City – water, waste projects	Ms Darby Gounden. Partnership Co-ordinator. Manager Development Cooperation and International Relations Mr. Zongezile Apleni. Project Leader. Waste Ms. Lindiwe Cebanto . Waste Operations Ms. Nosifundo Sikweyiya. Assistant Waste Minimisation Planning and education Mr. Adrian van der Merwe. Project Leader Stormwater Mr. Gavin Koopman. Assistant Manager Environmental Services Mr. Luke Mgadle. Environmental Pollution Control Officer Mr. Neville Xolisilen SMR Environmental Health (A preparatory meeting was also held on Thurs 17.09.09. Ms. Jakoet interviewed ms. Gounden and other key stakeholders)
Tuesday 22-09-09	Cape DWAF	Phakamakezi Buthelezi, CMA bestuurslid; Jan van Staden, Senior Manager (A preparatory interview was undertaken by Ms. Jakoet on 15.09.09 with Mr Buthelezi)

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<i>Isa Baud, Dan Smit, Michaela Hordijk</i>		
Wednesday 23-09-09	Govan Mbeki municipality	Kamesh Rohan, Manager Physical Development. King Shilali, Deputy Director Community Services (A preparatory meeting with messrs. Shilali and Rohan was held on 14 Sept. In attendance Dan Smit).
23-09-09	Tshwane municipality	Mapule Phora, Head of Social and Human Settlements Dept., Bradley Rathumbu, Mayoral Committee Housing, City Planning, Public works. Princess Mosley, HIV/AIDS Makota Madisha, Rental Housing Policy Manager (A preparatory meeting was held with ms. Phora, Mr, Rathumbu and Mr. Rakgoale on 16-09-09. In attendance Dan Smit)
23-09-09	SALGA	Mthobeli Kolisa (A preparatory interview with Mr.Kolisa was held on 17-09-09. In attendance Dan Smit)
Thursday 24-09-09	CMRA	Michelle Essink, VROM / acting country coördinator LOGO South (A preparatory Interview with Ms. Essink was held on 17-09-09. In attendance Dan Smit).
	Team meeting	DS, MH,IB
Friday 25-09-09	Team meeting	MH, DS
<i>Dan Smit and Jasmin Jakoet</i>		
09-10-09	Langeberg	Mr. Jaco Jooste . Director Infrastructure Development

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		<p>Ms. Celeste Matthys. Senior Manager Executive Support services</p> <p>Mr JJ van Rooyen . Manager New Housing.</p> <p>(Ms. J. Jakoet met with J.Jooste on 16-09-09 in a preparatory meeting)</p>
16-10-09	Social Housing Foundation / Housing Development Agency	Ms. Odette Crofton

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