

**POTENTIAL OF THE DISTRICT DEVELOPMENT MODEL (DDM) TO
ADDRESS SOCIAL AND ECONOMIC CHALLENGES IN THE O.R.
TAMBO DISTRICT**

ZINTLE APIWE MATSHAYA

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ABSTRACT

This study examines the District Development Model's (DDM) impact on service delivery and socioeconomic development in the O.R. Tambo region of the Eastern Cape. The South African government has faced challenges in reducing service delivery backlogs due to insufficient project planning and implementation tools. The preservation of the independence of the three branches of government is a pivotal aspect of South African democracy and governance, albeit one that may impede government efficacy. The notion that the three branches of government ought to operate independently has impeded cooperation. The DDM methodology advocates for fostering interdependence among spheres as a means of enhancing their respective independence.

The DDM facilitates the synchronisation of project planning, budget allocation, and execution throughout the three governmental spheres. The initiative fosters inter-sectoral cooperation aimed at tackling socioeconomic challenges within a given district, such as poverty, inequality, and underdevelopment. The DDM is an implementation strategy that is derived from the Constitution (Section 154) and aims to eradicate bureaucratic barriers within the government. District municipalities and their respective hubs serve as a means to localise government planning, budgeting, and implementation.

This study employed a qualitative research design, which involved conducting interviews with government officials from all three spheres, as well as distributing questionnaires to other participants. These strategies were devised to gather DDM perspectives from various offices and spheres. The utilisation of government documents such as reports and policies served as a means of triangulation and enhancement of the research.

The study finds that the utilisation of the DDM serves as an intervention strategy to facilitate the successful completion of projects and attainment of policy objectives by government agencies. The study also identified systemic and structural challenges that hinder the effective execution of the policy throughout the governmental apparatus. Enhancement of stakeholder involvement is imperative to ensure

institutional cognizance and acceptance of the DDM. The involvement of the public via intergovernmental relations structures and oversight systems was deemed to be of utmost importance. The research revealed that the misplacement of the DDM within municipalities acted as an obstacle to the integration of Service Delivery and Budget Implementation Plan (SDBIP). The successful implementation of the DDM, being an operational plan, necessitates the application of pragmatism. The research findings indicate that the adherence and execution of DDM necessitate more robust legal mandates.

This report provides recommendations for further research on the DDM. The text examines the potential of the DDM and the possible obstacles that may arise during its national implementation or the implementation of analogous governmental innovations or policies.

DECLARATION

I declare that I am the author of this report. I declare that this is my original work and where I have consulted resources, I have acknowledged them. I submit this report in partial fulfilment of the requirements for the degree of Masters in Management in the field of Governance (Development and Economics) at University of Witwatersrand.

Zintle Apiwe Matshaya

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ABBREVIATIONS AND ACRONYMS

AG	Auditor General
AGSA	Auditor General South Africa
CFO	Chief Financial Officer
COGTA	Cooperative Governance and Traditional Affairs
DCoG	Department of Cooperative Governance
DBSA	Development Bank of South Africa
DIMAFO	Extended District Mayors Forum
DM	District Municipality
DPME	Department of Planning, Monitoring and Evaluation
ECSECC	Eastern Cape Socio Economic Consultative Council
ELIDZ	East London Industrial Development Zone
FY	Financial Year
GDP	Gross Domestic Product
GVA	Gross Value Added
HDI	Human Development Index
ICT	Information and Communications Technology
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
KPA	Key Performance Area
KPI	Key Performance Indicator
KSDLM	King Sabata Dalindyebo Local Municipality
LED	Local Economic Development
LM	Local Municipality
MANCO	Management Committee
MAYCO	Mayoral Committee
MEC	Member of the Executive Council
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MISA	Municipal Infrastructure Support Agent
MPAC	Municipal Public Accounts Committee
MSA	Municipal Systems Act
MTEF	Medium Term Expenditure Framework
MTREF	Medium Term Revenue and Expenditure Framework
MWIG	Municipal Water Infrastructure Grant
NDP	National Development Plan
NKPI	National Key Performance Indicator

ORTDM	O.R. Tambo District Municipality
PDP	Provincial Development Plan
RBIG	Regional Bulk Infrastructure Grant
SALGA	South African Local Government Association
SANRAL	South African National Roads Agency SOC Ltd
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SMME	Small. Medium and Micro Enterprises
WSA	Water Services Authority
WSP	Water Services Provider

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CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 Introduction

The National Development Plan 2030 of South Africa advocates for the advancement of certain sectors while simultaneously promoting development across various domains. In order to achieve its objectives, South Africa necessitates a reliable strategy for safeguarding its infrastructure, economic, and social resources. It is imperative for the public sector to spearhead structural and systematic enhancements aimed at fostering infrastructure and socio-economic development.

The National Development Plan (NDP) was formulated to address these exigencies. The approach aims to promote accountability, cooperation, and equitable expansion of the economy (National Planning Commission, 2012). The alignment of national development objectives and pledges across sectors promotes inclusive economies. The National Development Plan (NDP) is deficient in a comprehensive framework that would enable the effective coordination of the three sectors of governance. The District Development Model (DDM) was implemented by the government with the aim of facilitating the mobilisation of resources from civil society, corporate entities, and labour through the coordination and integration of development plans and budgets.

The District Development Model was implemented by the President as a means to enhance programme monitoring and oversight, in response to inconsistencies in government budgeting, planning, and implementation. According to the COGTA Political Champions Briefing Note (2020:4), the primary objectives of the DDM are to optimise social and economic advancement, facilitate the integration and coordination of development initiatives, democratise development processes, and assume a leadership role while fostering a culture of learning. According to Section 154 of the Constitution, it is mandatory for the national and provincial governments to provide assistance to municipalities in order to effectively manage their affairs and carry out their responsibilities. This facilitates the conversion of financial resources into community development by local governments.

The research investigates the extent to which the District Development Model serves as a mechanism for dismantling bureaucratic silos within the government. The three branches of government conventionally function autonomously. In order to tackle this matter, the government instituted a structure whereby the three spheres work together to allocate resources, strategize, and execute the nation's developmental objectives. The O.R. Tambo District Municipality located in the rural Eastern Cape region serves as the subject of investigation in this research study.

The current chapter provides an overview of the investigation and highlights the scholarly inquiry and community outreach endeavours. The document comprises of various essential components such as the purpose statement, problem statement, objectives, importance, research questions, and aims. The research methodology and empirical review are presented in this chapter.

1.2 Problem Statement

According to Mkhathshwa-Ngwenya and Khumalo (2020: 270), there is a necessity for governmental interventions aimed at enhancing service delivery and addressing the social, economic, and material requirements of the community. According to the Public Servants Association (PSA) (2015), the effectiveness of public service is determined by its capacity to provide satisfactory service to the general public. According to the source cited, a significant majority of provincial and national ministries in South Africa do not possess practical service charters and strategies for enhancing service delivery. During apartheid the infrastructure strategy of the nation was originally formulated with the intention of fostering regional disparities. The government's ability to perform optimally is restricted by under-capacitation, encompassing substandard planning and welfare quality, despite attempts to address the issue (PSA, 2015:6).

The National Infrastructure Plan 2050 was instituted by Infrastructure South Africa (ISA) with the aim of enhancing the delivery of public infrastructure, addressing institutional obstacles, and remedying deficiencies. Addressing inefficiencies in public infrastructure has the potential to enhance investment, productivity, competitiveness, and employment opportunities, while simultaneously mitigating regional disparities.

The implementation of the District Development Model (DDM) in South Africa has encountered challenges in terms of its execution by the government and the dismantling of bureaucratic barriers between the three spheres of government. This hinders the collaboration of governmental entities and the provision of public services. This is evidenced by the constant assertion by local government that the DDM has a potential to allow other spheres of government to encroach. The O.R. Tambo District Municipality, characterised by elevated poverty rates, inadequate development, and infrastructure deficiencies, must acquire insight into the perspectives of public officials regarding the impact of the District Development Model (DDM) on spatial and socio-economic progress.

1.3 Objectives of The Study

The study objectives are to:

1. Evaluate the influence of the District Development Model (DDM) on the performance of public officials within the O.R. Tambo District Municipality.
2. Assess the impact of the DDM on the spatial and socioeconomic development of villages located in the O.R. Tambo District Municipality.
3. Analyse the impact of the Decision-making, Documenting, and Monitoring (DDM) approach on the budgeting of projects within the O.R. Tambo District Municipality.
4. Analyse the impact of the "One Plan" strategic framework on the catalytic projects of O.R. Tambo District Municipality.

1.4 Significance of The Study

The significance of this study is captured in the following questions:

1. What is the impact of the District Development Model (DDM) on public servants within the O.R. Tambo District Municipality?
2. What is the impact of the District Development Model (DDM) on the spatial and socio-economic development of the community in O.R. Tambo District Municipality?
3. What is the impact of the DDM on project budgeting?

4. What is the impact of the "One Plan" on catalytic projects in O.R. Tambo District Municipality?

This project aims to enhance government service delivery by concentrating on the O.R. Tambo District Municipality. The research has the potential to enhance governmental initiatives by comprehending the function of the DDM in eradicating siloed working practises, executing catalytic projects, and augmenting development via intergovernmental collaboration. The study will investigate the potential of intergovernmental relations interventions to mitigate the challenges associated with collaborative interaction among the three tiers of government. The investigation has the potential to provide valuable insights to policymakers regarding the efficacy of the DDM in facilitating interdepartmental coordination and enhancing the government's capacity to advance developmental objectives.

1.5 Brief Empirical Review

Numerous development theorists emphasise the significance of involving the public in the conception, execution, and evaluation of development programmes. The South African government places significant value on participatory community development and empowerment. The involvement of stakeholders in programmes is mandated by both the Integrated Development Plan and the White Paper on public service delivery, commonly known as Batho Pele. The promotion of poverty, inequality, and unemployment is attributed to service delivery challenges within the O.R. Tambo District Municipality. The local government has implemented measures such as IDP Roadshows, Mayoral Imbizos, and citizen participation petitions to enhance civic engagement.

The term "service delivery" presupposes that rural settlements rely entirely on governmental assistance, a notion that presents certain issues. The framework in question prioritises the production of outputs rather than the attainment of sustainable outcomes and their associated implications. Following criticism, the administration has adopted a revised definition of "development" to encompass the concept of inclusive growth. Integrated Development Plans are utilised by municipalities to strategize for a

political term of five years, encompassing objectives, tactics, financial considerations, and interventions.

According to Mensah's (2019) definition, growth pertains to the augmentation of human potential, surmounting hindrances, embracing modifications, and striving towards objectives. The rational and sustainable utilisation of resources and processes is a fundamental aspect of development aimed at satisfying the needs of individuals. Todaro and Smith (2006) assert that development encompasses significant alterations in social structures, attitudes, institutions, economic advancement, as well as the mitigation of inequality and absolute poverty. The process of development facilitates the advancement of economic and social conditions, leading to an improvement in the quality of life for individuals. The O.R. Tambo District is characterised by a poverty rate of 66.5%, notable unemployment, elevated crime rates, and infrastructural deficiencies, indicating a state of underdevelopment.

In his work "Development as Freedom" published in 1999, Amartya Sen posits that the objective of development should be to augment concrete freedoms by addressing issues such as poverty, injustice, restricted economic opportunities, social deprivation, and inadequate public infrastructure. The process of development necessitates the presence of social institutions that facilitate the advancement of inclusive economic growth and structural transformation, while simultaneously safeguarding the fundamental rights of citizens. The District Growth Plan advocates for the promotion of growth within the district.

The formulation of economic policy necessitates the incorporation of socially inclusive and constructive policies to facilitate development. Social policies ought to facilitate positive development while also aligning with the views of the general public. The National Development Plan (NDP) ought to intervene in enhancing development by furnishing community amenities and protective measures. The successful execution of policies necessitates proficient policy management and the development of capabilities.

"Consultancy-driven" The District Development Model (DDM) places significant emphasis on stakeholder participation and community collaboration. The utilisation of

demographic and district profiling assists the DDM in comprehending community development and constructing sustainable initiatives that effectively leverage community strengths. The interactions between different levels of government enhance the collaboration among governmental entities. The Constitution of South Africa places emphasis on the implementation of facilitative systems and partnerships that enable different levels of government to collaborate effectively while respecting their respective mandates and avoiding encroachment on each other's territorial jurisdiction. The promotion of democracy and effective delivery is facilitated by the presence of synergy, efficiency, and effectiveness within intergovernmental relations.

The successful execution of a programme necessitates government cooperation that is focused on achieving results and outcomes. The alignment of planning, budgeting, and implementation efforts facilitates a collective vision that is subject to ongoing monitoring and evaluation. The present research postulates that the development of O.R. Tambo District can be enhanced through intergovernmental connections. The three tiers of government—national, provincial, and local—operate together under the South African Constitution. The Constitution mandates horizontal and vertical intergovernmental relations to achieve government goals and improve citizens' lives.

The National Development Plan 2030 of South Africa advocates for the advancement of certain sectors while simultaneously promoting development across various other sectors. The attainment of objectives in South Africa necessitates the implementation of a reliable strategy aimed at safeguarding infrastructure, economic, and social resources. It is imperative for the public sector to spearhead structural and systematic enhancements aimed at fostering infrastructure and socio-economic development.

The National Development Plan (NDP) was formulated to address these exigencies. The aforementioned approach aims to foster accountability, cooperation, and equitable expansion of the economy (National Planning Commission, 2012). The alignment of national development objectives and pledges across sectors serves to promote inclusive economies. The National Development Plan (NDP) is deficient in a comprehensive framework that facilitates the coordination of the three sectors of governance. The District Development Model (DDM) was implemented by the government with the aim of facilitating the mobilisation of resources from civil society,

business and labour. This was to be achieved through the coordination and integration of development plans and budgets.

The District Development Model was implemented by the President as a means to enhance programme monitoring and oversight, in response to the lack of coherence in government budgeting, planning, and implementation. According to the COGTA Political Champions Briefing Note (2020:4), the DDM aims to optimise social and economic progress, enhance the integration and coordination of development initiatives, promote democratic development, and assume a leadership role while also engaging in learning activities. As per Section 154 of the Constitution, it is mandated that the national and provincial governments extend their support to municipalities in effectively managing their affairs and carrying out their responsibilities. This facilitates the conversion of financial resources into community development by local governments.

The present research investigates the extent to which the District Development Model effectively eradicates bureaucratic compartmentalization within the government. The three branches of government are known to function autonomously. In order to tackle this matter, the government instituted a structure wherein the three spheres work together to allocate resources, strategize, and execute the nation's developmental objectives. The O.R. Tambo District Municipality situated in the rural Eastern Cape region serves as the subject of investigation in this research study.

The current chapter presents a comprehensive analysis of the study and emphasises the necessity for further investigation and improved public service resolutions. The document comprises the purpose statement, problem statement, objectives, significance, research inquiries, and goals. The chapter provides an overview of the research methodology employed in the study, as well as a concise empirical review.

1.6 Outline of Chapters

The structure of a dissertation typically includes an introduction, literature review, methodology, results, discussion and conclusion.

Chapter One: Introduction

The present chapter provides an introduction to and rationale for the investigation. The study's purpose, problem, and objectives have been delineated. This chapter provides an analysis of the research topics, their significance, a concise empirical evaluation, and the methods employed.

Chapter Two: Literature Review

The chapter provides an overview of the existing body of literature on the implementation of public policy in South Africa. The study investigates the methodologies and perspectives involved in the implementation of policies. The chapter elaborates on the conceptual and policy implementation frameworks of the study. The text provides an introduction to the field of development studies and examines the intergovernmental relations in South Africa.

Chapter Three: Research Methodology

The chapter elucidates the methodology employed in the current investigation. The text delineates the methodology employed in the study, including its research design, philosophical underpinnings, and approach. The chapter provides an overview of various research tools, sampling techniques, data processing approaches, study limitations, feasibility considerations, and the researcher's positionality. The topics that were addressed encompassed research ethics, validity, reliability, and dependability.

Chapter Four: Presentation of Findings

This chapter presents the findings from the qualitative data. The research area is provided with contextual information pertaining to its regional, demographic, and statistical characteristics. The present chapter presents the participants and their corresponding data. The data pertaining to cross-validation has been presented based on existing reports and records.

Chapter Five: Interpretation and Analysis of the Findings

This chapter provides an interpretation of the data obtained from the study participants and documents. The data is analysed and correlated with the scholarly literature in order to identify potential synergies. The chapter in question addresses specific research inquiries based on the provided material.

Chapter Six: Conclusion and Recommendations

The concluding section of this study provides a summary of the research outcomes and addresses the research inquiries. Additionally, it provides guidance based on academic research.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction:

This chapter reviews the existing literature to provide a contextual background for the ongoing research investigation and identify any potential limitations. This statement outlines the manner in which the present study intends to address the existing research gap and contribute to the body of literature. In order to comprehend a particular subject matter and its nuances, scholars are required to conduct a thorough assessment of pertinent literature. A comprehensive review of the literature can aid the researcher in comprehending the contributions of existing literature towards the study and discourse surrounding the implementation of public policy issues. The discourse will centre on the execution of South African public policy within the O.R. Tambo District. This study will analyse the elements of policy, including its content, methodology, and the individuals or groups involved in its implementation. The present literature review aims to examine theories related to policy implementation and to identify obstacles that may impede the implementation of public policies. The analysis will encompass literary works that scrutinise the execution of policies within a wider policy framework, underscoring the significance of each constituent in accomplishing successful policy implementation.

The study examines how well-structured policy frameworks affect service quality and policy implementation. Simple, applied, and scholarly literature reviews exist. Academic literature reviews require careful source evaluation (Work, 2022).

2.2 Purpose of a Literature Review In Research

According to Wagner, Kawulich, and Garner (2012), a literature review involves the comprehensive examination, assessment, and amalgamation of both published and unpublished materials pertaining to a particular topic. This may include various forms of data such as documentation, oral accounts, observations, and visual evidence. According to Boote and Beile (2005), conducting significant research necessitates a comprehensive understanding of the existing literature in the field.

Literature reviews serve to examine and analyse various aspects of a research topic, including but not limited to areas of disagreement, definitional parameters, empirical investigations, theoretical perspectives, prevailing attitudes, emerging patterns, and areas of unexplored terrain. A well-executed literature review contextualises research within its respective field, thereby ensuring its contribution to the existing body of knowledge. Literature reviews in academia serve the purpose of informing and providing justification for research. The study has gathered critical points, issues, findings, and research methodologies from relevant texts.

Wagner, Kawulich, and Garner (2012) emphasise the importance of conducting literature reviews in research. According to scholarly discourse, the literature review is considered a crucial stage in research as it serves to effectively showcase the discoveries and methodologies of other scholars. The synthesis of existing literature reveals similarities, differences, and inconsistencies in research settings. This process identifies areas of research that require further investigation and helps to formulate research questions and hypotheses. A comprehensive examination of existing literature is conducted in a literature review to assess, scrutinise, and amalgamate research-oriented data for the purpose of constructing a theoretical framework. According to Glaser and Strauss (1967), it is possible for a researcher to develop a theoretical framework that encompasses the general characteristics of a particular topic, while simultaneously grounding it in empirical observations or factual evidence.

A comprehensive review of literature is conducted here to gain insights into the South African public policy and its influence on the provision of welfare services and the development of infrastructure. This review aims to analyse discussions, issues, studies, and other relevant aspects pertaining to public policy and framework. This tool has the ability to identify areas of study that require further attention. The literature review will explicate how this study's contribution pertains to the implementation of public policy and the objective of the District Development Model to achieve uninterrupted service delivery across the three domains of government.

2.3 Theoretical Framework

In many cases, policy exhibits a dearth of a feasible strategy that encompasses unambiguous resources, stakeholders, undertakings, and intended outcomes. The notion that policy is a hypothesis is posited. The process of policy implementation is crucial as it facilitates the transformation of policy into practical action. The aforementioned comprises a set of instruments, materials, and engagements that establish a connection between policies and the outcomes of a project. The policy text is utilised by the government to implement a policy. According to Wubalem and Xinhai (2020), achieving policy goals involves a lengthy process that requires careful consideration of critical dimensions and essential preconditions. The successful implementation of policies necessitates the fulfilment of certain prerequisites.

The implementation of a project is an essential aspect, albeit a challenging one. Cochran and Malone (1999) illustrate the phenomenon of policy implementation failure, commonly referred to as the "slip twixt cup and lip." The assertion posits that policy is a beneficial intervention, albeit its implementation is impeded by various hindrances (Wubalem & Xinhai, 2020). Advocates of public policy contend that it is imperative for constituencies to endorse the development of policies, procure adequate resources to propel the process forward, carry out stakeholder analysis to alleviate implementation difficulties, formulate a strategic implementation roadmap, establish efficient managerial and accountability systems that expedite implementation, and foster a critical capacity network to facilitate a multi-stakeholder implementation mechanism.

Researchers have identified various constraints that have led policymakers to overlook public policy. The researchers assert that policy implementation is complicated by factors such as politics, operational capacity, and analytical competency. DeLeon and DeLeon (2002) assert that contextual factors pose a challenge to the implementation of policies. According to Winter (2011), a consensus among theorists exists that policy implementation is a multifaceted process that cannot be adequately explained by a single theory. This underscores the importance of policymakers seeking the advice of experts who possess the ability to anticipate and resolve challenges related to implementation. The Top-Down and Bottom-Up

approaches have been posited by scholars as potential strategies for the implementation of policies.

2.4 Theoretical Approaches for Policy Implementation

The District Development Model (DDM) in the O.R. Tambo District is being examined through the lens of institutional theory. According to institutional theory, economic and social relations are shaped by institutions. Institutions are social constructs that prescribe norms and guidelines for regulating human conduct and addressing organisational challenges. The focus of this research is to investigate the institutional frameworks of the O.R. Tambo District Municipality with regards to the implementation of the District Development Model (DDM).

It is widely accepted among scholars that the successful implementation of policies necessitates the adoption of a multi-theoretical approach. The interpretation of data by researchers is a complex process that involves the utilisation of various variables and theoretical perspectives, as noted by Wubalem and Xinhai (2020). Academics endeavoured to develop comprehensive and standardised frameworks for the process of policymaking. This facilitates the application of the theories to a wide range of cases, rather than a limited number. The implementation methods of 'Top-Down' and 'Bottom-Up' were developed by Wubalem and Xinhai in 2020. The utilisation of top-down analysis enables the identification of the objectives of policy drafters in contrast to the actual performance and outcomes of the policy. According to Birkland (2015), the "bottom-up" approach suggests that policy implementation is more effective when initiated at the lower levels of the implementation system, and then gradually moving upwards to evaluate the stages where performance is at its best and successful.

Policies are defined by statutes or authoritative statements.

A policy commences with a message that outlines the intended course of action and considers the implementation process as a sequential occurrence within the policy chain.

The process of designing policies takes into account the capacity and commitment of those responsible for implementing them. Capacity encompasses a range of factors,

such as available resources, legal authority, degree of autonomy, and expertise in policy implementation.

The individual responsible for implementing the policy should operate under the assumption that adequate resources are at their disposal to address any challenges that may arise due to assumptions made during the policy development process.

Establishing mechanisms to implement hierarchical objectives.

Hill (2013) cites Van Metre and Van Horn's (1975) assertion that policy decisions ought to incorporate appropriate mechanisms to facilitate achievement, and implementation strategies should be geared towards ensuring successful outcomes. For successful implementation, it is imperative that the top-down approach is employed in institutions that possess adequate capability to execute these policy imperatives. The efficacy of a policy mandate is contingent upon the individuals responsible for its implementation and reception, rather than those who formulated it. The involvement of stakeholders is a critical factor in the successful implementation of policies.

2.5 Top-Down Approach

In 1979, Sabatier and Mazmanian introduced the top-down approach, which involved the identification of legal and political characteristics that have an impact on policy implementation. This approach examines the development and execution of policies through the utilisation of forward mapping. According to Birkland (2015), the tracking of high-level policy design goals is accomplished through the utilisation of low-level implementors. The approach is recognised for elucidating policy for governmental entities through advocating for the establishment of unambiguous and dependable objectives, constraining alterations, and allocating accountabilities to an agency that is aligned with the policy's objectives. The top-down approach is based on the fundamental assumptions posited by Birkland (2015), which assert that policies are characterised by predetermined objectives and corresponding policy instruments that are employed to attain them.

This is initiated by high-level decision-makers and subsequently disseminated to lower-level implementers. The utilisation of the top-down approach is effective in situations where there is a well-defined hierarchy and established policies that outline

the necessary steps for each stage of implementation. This approach hinders the ability of policymakers to engage in innovation or deterrence.

According to Hood's (1976) assertion cited in Sapru's (2011) work, the top-down approach is most effective in a unitary organisation that resembles an army, characterised by well-defined channels of command, clear objectives and norms, compliance with orders and effective inter-unit communication. This policy implementation technique is effective in institutions that have well-defined roles and responsibilities and follow a structured approach similar to an assembly line.

The top-down approach, like any theoretical framework, has been criticised and its assumptions disproven by multiple research projects. Top-down implementation assumes that individuals are part of a broader system and cannot add value to the organisation. The current implementation method ignores social and environmental elements that may hinder policy implementation and require changes. Scholars agree that administrative work is mostly routine, but daily operations are unexpected and require discretion. New policies may prevent some institutional functioning. Thus, the bureaucratic technique of consulting superiors before acting may delay service delivery. This strategy assumes that lower-level employees cannot build meaningful policies, limiting their operational discretion.

2.6 The Bottom-Up Approach

The bottom-up approach starts with simple components and progresses toward a more intricate system. The approach emphasises the active engagement of community members at the local level, the utilisation of their knowledge and expertise, and their participation in the decision-making and developmental processes.

Development projects that are initiated from the grassroots level tend to exhibit greater sustainability, efficacy, and ownership. The utilisation of context-specific solutions, local expertise, and community-driven development has been found to enhance the inclusivity and effectiveness of outcomes.

Advocates of the bottom-up approach contend that the process of policy formulation takes place prior to policy implementation. Researchers adopting a bottom-up

approach take into account the entire policy cycle, which encompasses various stages such as development, definition, implementation, reinvention, and redefinition. The utilisation of action-centered and backward mapping approaches in policy implementation acknowledges the significance of policy implementors and their involvement in the policy cycle, thus adopting a bottom-up methodology. According to Birkland (2015), scholars who adopt a bottom-up approach utilise a technique known as 'backward reasoning' to ascertain the abilities and motivations of policy design and implementation at the lowest level. They presume a progression towards improvement in both design and implementation. This methodology effectively delineates the relationships between key stakeholders, tracing from the implementer to the highest-level policy designer in a reverse manner. This approach acknowledges that the success of a policy is contingent upon the involvement of its implementers.

According to Paudel (2009), the effectiveness of central initiatives during implementation is limited due to poor adaptation to local conditions. As a result, policy success is more likely to occur when local implementation structure members make necessary adjustments to policy in accordance with local conditions. Scholars have posited that policy planners are more capable of formulating pragmatic policies when they are in proximity to the socio-economic and politico-administrative circumstances that underpin policymaking. The adoption of a pragmatic approach empowers street-level bureaucrats to influence policy formulation through their experiential knowledge. The utilisation of the bottom-up approach facilitates a collaborative effort between public officials and policy makers in the development of practical policy mandates.

According to Mugambwa et al. (2018), there is a contention that street-level bureaucrats possess excessive discretion in their dealings with clients, which could potentially result in the promotion of their personal objectives to the detriment of civil society. Policymakers of the human variety may prioritise the maximisation of their authority and influence, without necessarily taking into account the political, social, and economic exigencies of the situation. Within organisational contexts, the presence of power competition has the potential to serve as a motivating force for implementers while simultaneously promoting accountability among leaders.

2.7 Power Relations in Policy Implementation

According to Bullock and Lavis (2019), the implementation of policies represents a significant discrepancy between the promises made by policies and the actual outcomes that result. According to prevailing discourse, the execution of said implementation is a complex and multifaceted endeavour that necessitates a precise articulation of the measures undertaken to achieve the objectives and goals outlined in the policy statement. The endeavour of constructing and assimilating resources for policy implementation systems has been a persistent challenge for the government over the years (Bullock and Lavis, 2019). The South African government's efforts towards inclusive growth have been commended, however, they have not yielded the desired outcomes. The government places significant emphasis on the capacity and requisite skill set of system actors to effectively execute policies such as the National Development Plan (NDP). The government has initiated a process of reassessment to optimise the utilisation of both internal governmental structures and external stakeholders in policy implementation. According to Bullock and Lavis (2019), the involvement of intermediaries is essential for the effective implementation of policies and initiatives by policymakers and service providers in the government. The provision of technical assistance by these mediators is crucial to ensuring the success of the programme. The Developmental Disability Matrix (DDM) in South Africa is a collaborative framework that amalgamates the endeavours of the government and stakeholders to expand the implementation of advantageous interventions.

The successful implementation of policy imperatives is contingent upon the exertion of power. According to Ham and Hill's (1993) research, there exist three distinct power dimensions that exert an influence on the process of decision-making. Dahl posits the decisional approach, predicated upon the persuasive ability of one party over the other. This approach necessitates individuals to critically examine authority. Dahl holds a divergent viewpoint from the notion that decisions are made by the privileged. The decisional approach challenges the assertion made by Mills (1956) that decisions are made by military, corporate, and governmental entities. Contrary to previous beliefs, the United States arrived at a different conclusion.

According to Bachrach and Baratz's (1962) conceptualization, the second dimension of power is characterised by what they refer to as 'non-decision-making'. According to Bachrach and Baratz's (1962) concept, exercising the dimension of power involves endorsing social and political ideals and institutional practices that restrict the political process to public discussions of relatively innocuous issues (Hill, 1993, p. 67). The primary actors within a given environment effectively mitigate potential grievances, thereby circumventing the need for formal decision-making processes. The concentration of power of this magnitude has the potential to stifle the expression of those who lack influence or authority. Detractors of this perspective argue that the act of being indecisive can be considered a form of decision-making.

Lukes (1974) introduced a novel conceptualization of power, acknowledging the possibility of its public and private utilisation. The concept of the third dimension posits that individuals in positions of power utilise persuasive tactics to establish their viewpoints as the sole valid perspective. According to Lukes' (1974) perspective, the third-dimensional conflict is characterised by its covert nature. The revelation of the interests of individuals in positions of power to those in authority can lead to the emergence of underlying conflict. The third dimension is observed to flourish in regions characterised by high levels of illiteracy, inexperience, and limited access to rights and privileges.

To gain a comprehensive understanding of power and the implementation of policies, it is imperative to grasp their impact. The significance of power lies in its ability to shape and guide the process of decision-making. Individuals who lack power are unable to exert any significant impact on decision-making processes. The origin of power has an impact on the process of decision-making.

2.8 Policy Implementation in a Political Environment

In nations such as South Africa, where governmental structures and processes are impacted by diversity, conflict, and scarcity, comprehending policy implementation within a political context is of utmost importance. Politics encompasses a range of entities, including state institutions, government bodies, legislative bodies, and various public and commercial stakeholders. Additionally, international organisations are also

considered to be part of the political landscape. The present essay demonstrates the significance of political culture and networks in ensuring effective policy implementation. This study provides a precise examination of the implementation of political policies through the use of academic sources.

The successful execution of policies is contingent upon the prevailing political environment, which has a bearing on the configuration and operation of the government. The political landscape of South Africa is significantly influenced by the presence of diversity and conflict. According to Heywood (2013), politics is also influenced by the concept of scarcity, which refers to the condition where finite resources are required to meet limitless human needs and ambitions. Political stakeholders include government institutions, public and commercial actors, and international organisations. The effective implementation of political regulations and policies is contingent upon the involvement of relevant stakeholders and adherence to established legislative frameworks. The interdependence of policy implementation and political climate is evident.

The District Development Model (DDM) is predicated on political considerations. The successful implementation of the DDM necessitates a collaborative effort among the tripartite entities of government, business stakeholders (service providers), and beneficiary communities. The collaboration between the government and the public is influenced by the political culture, which refers to the prevailing attitudes and beliefs of the citizens towards the government. The interactions between the government and its citizens are instrumental in shaping the political culture. The successful execution of policies is observed in nations that uphold democratic principles, such as South Africa, where the government values its populace and fosters a favourable political environment.

In nations where public officials and their constituencies engage in decision-making processes, the political atmosphere plays a pivotal role in the implementation of policies. The creation, adoption, and execution of policies are significantly influenced by political factors.

2.9 Network Approach to Policy Implementation

The effective implementation of policies is a crucial aspect of establishing a prosperous network. Public policies are implemented by government agencies; however, they require collaboration with other entities to achieve their objectives. Governments worldwide collaborate with various entities, including non-governmental organisations, private enterprises and other institutions to effectively carry out their missions. Policy networks play a pivotal role in the implementation of policies.

Benson's definition of policy networks, as cited in Kickert, Klijn, and Koppenjan's (1997) study, refers to enduring interconnected structures among key stakeholders who work together to address policy issues and initiatives. The aforementioned definition places significant emphasis on the interdependence of stakeholders and the establishment of networks through the cultivation of relationships and shared interests. Policy networks characterised by shared objectives and aligned interests exhibit strong collaborative tendencies.

According to O'Toole's definition as cited in Agranoff and McGuire's work (1999, p. 20), networks can be described as interdependent entities comprising multiple organisations or units that operate on equal terms through agreements. This suggests that the network is not under the control of any particular organisation. Diverse units are instrumental in serving distinct policy implementation components, thereby enhancing the likelihood of success. The management of network power dynamics is imperative for the attainment of objectives. Governmental agencies responsible for implementing public policy often promote the involvement of non-governmental entities in project implementation. Effective collaboration necessitates the recognition of the distinct responsibilities of all stakeholders involved in the execution of policies.

Policy networks facilitate the establishment of a government that is both transparent and accountable, while also being responsive to the needs of its constituents. Network participants have the ability to generate and provide services or assume responsibility for governing bodies. The involvement of stakeholders in the implementation of policies ensures that the needs of policy beneficiaries are effectively addressed.

Consequently, policy beneficiaries exhibit a higher propensity to utilise policy goods and services, leading to a greater alignment between policy goals and outcomes.

The implementation of policies is influenced by factors such as political culture, diverse stakeholders, and collaborative networks. The utilisation of networks can facilitate the implementation of policies through their impact on decision-making processes and the allocation of resources. The achievement of success and effective governance is contingent upon comprehending the interplay between the implementation of policies and the political landscape.

2.10 Conceptual Framework

Institutional systems facilitate the coordination, management, implementation and monitoring of DDM. In order to achieve DDM objectives, these frameworks regulate human, monetary, and informational assets. The DDM is predicated upon the establishment of institutional frameworks that facilitate the involvement of stakeholders, the exchange of information, and the collaborative formulation of decisions.

The institutional arrangements of O.R. Tambo District Municipality DDM ought to be guided by legislation and policy. The collaboration of all three branches of government is essential in order to effectively allocate resources while respecting the constitutional responsibilities of each branch. The study aims to investigate the extent to which the institutional frameworks of the three branches of government facilitate the process of planning, budgeting and implementation in order to attain the objectives of DDM.

2.11 Policy Implementation in Local Government

Public policies are implemented by governmental institutions, which in turn drive economic growth. The enhancement of government planning and implementation is imperative for the achievement of efficient policy design and reduction of corruption. It is recommended that governmental bodies collaborate with civil society in order to enhance transparency, accountability, and efficiency. Institutional networks are influenced by actors who hold significant power, which in turn affects the

implementation of policies. Moreover, decisions made by well-established institutions are given greater importance.

The theory of institutionalism elucidates the manner in which institutions exert an influence on the implementation of policies. The successful implementation of the District Development Model in the O.R. Tambo District Municipality requires the establishment of efficient institutional frameworks that facilitate intergovernmental collaboration, resource management, stakeholder engagement, and adherence to legislative and policy requirements. The progress and openness of a society are contingent upon the efficacy and transparency of its governmental institutions. The aim of this study is to enhance the implementation of DDM in O.R. Tambo District through an assessment of institutional frameworks and policy execution.

The implementation of the O.R. Tambo District's DDM is being studied through the lens of institutional theory. North's (1991) institutional theory posits that institutions play a crucial role in shaping economic and social relationships. Institutions play a crucial role in regulating behaviour, addressing organisational challenges, and influencing economic transformations. According to North (1991), the game theory of institutional theory is capable of predicting outcomes and optimising the decisions of interdependent actors.

2.12 Normative Isomorphism and Policy Implementation:

The concept of normative isomorphism, as expounded by DiMaggio and Powell (in Delmas and Toffel, 2004), exerts an impact on institutional decision-making by constraining organisational behaviour in accordance with normative standards. The aforementioned mechanism is pertinent to the implementation of policies, given that influential actors hold considerable sway in establishing institutional arrangements within a network. According to Delmas and Toffel (2004), the implementation process and its outcomes can be influenced by actors who hold significant power.

Theoretical framework of institutional theory facilitates comprehension of the function of institutions and institutional arrangements in the implementation of policies. The efficacious execution of the District Development Model within the O.R. Tambo District

Municipality is contingent upon proficient institutional frameworks that enable intergovernmental collaboration, resource management, stakeholder involvement, and compliance with legislative and policy mandates. The pivotal function of government institutions lies in propelling progress and guaranteeing transparent and responsible governance. The objective of this study is to enhance the successful execution of the DDM in the O.R. Tambo District by examining the institutional arrangements and their influence on policy implementation.

The implementation of policies in local government is a critical element in guaranteeing efficient service provision and fostering the societal and economic advancement of localities. Nonetheless, the conversion of policies into tangible execution can present a formidable obstacle. Aronsson and McCarthy's toolkit highlights the South African government's acknowledgement of the necessity for adaptable and reactive local government structures in the face of contemporary challenges.

The provision of fundamental services, promotion of infrastructure development, and facilitation of investment in communities fall under the purview of local government in South Africa. As stipulated in Section 152 of the Constitution, local government is required to prioritise social and economic development and guarantee the provision of essential services at a minimum level. National and provincial policies and legislation establish frameworks and facilitate an enabling environment for local government to carry out its duties.

The allocation of budgetary resources is a crucial factor in the implementation of policies within the context of local governance. The national government provides local municipalities with grants, both conditional and non-conditional, that are designated for specific purposes. Nevertheless, certain local governments encounter obstacles in producing their own income as a result of socio-economic limitations, particularly in remote regions. The capacity of local government to provide services and implement policies effectively can be impacted by the ability to generate revenue.

The implementation of local government policy is governed by a range of legal frameworks, such as the Municipal Systems Act of 2000 and the Municipal Structures Act of 1998. The aforementioned actions, in conjunction with official directives and

statutory provisions, establish a valid structure for the functioning of local governance. Furthermore, local authorities possess the jurisdiction to formulate their own regulations and ordinances aimed at tackling particular regional requirements and issues of significance. The adoption and implementation of policies within a municipality fall under the purview of councils.

The Integrated Development Plan (IDP) is a crucial instrument of strategic planning that delineates the development priorities and strategies of the municipality. This tool functions as a means of operationalizing policies into implementable strategies. The Service Delivery and Budget Implementation Plan (SDBIP) serves as a mechanism to implement policies by assigning resources and establishing specific timeframes for their execution. The implementation of policies within their respective domains is the responsibility of administrative departments in the municipality, including but not limited to budget and treasury, water and sanitation, human settlements, and local economic development.

The involvement of the public is an essential element in the process of formulating and executing policies at the local government level. According to legislative mandates, municipalities are obligated to engage with communities and stakeholders in order to ensure that policies are reflective of their needs and to maintain accountability of public servants. Monitoring and evaluation instruments are employed to assess advancement towards policy objectives and effect modifications as required. The implementation of effective policies and prevention of misappropriation of public funds can be facilitated through the utilisation of oversight and accountability mechanisms, including internal audit units, Mayoral Committees (MAYCO), and legislative arms of municipalities.

The Auditor General South Africa (AGSA) is an institutional entity that contributes to policy implementation through the conduct of audits on public institutions and the provision of recommendations aimed at enhancing administrative efficiency. The AGSA is responsible for upholding good governance and ensuring the appropriate allocation of public resources.

In South Africa, the implementation of local government policies entails the synchronisation of strategies, allocation of resources, stakeholder engagement, and policy execution through administrative departments. Mechanisms for oversight, accountability and monitoring have been established to facilitate the effective and efficient implementation of the programme.

2.13 Development

Mensah (2019) describes development as developing human potential through new structures, overcoming hurdles, adapting to constant change, and pursuing predetermined goals. Development is a social setting where resources and systems are used rationally and sustainably to meet individual and community needs. It involves people realising their potential, learning, and collaborating to achieve their abstract and tangible needs, as well as engaging in social, economic, and political relations to improve society (Mensah, 2019).

Todaro and Smith (2006) contend that progress involves considerable changes in social structures, attitudes, and institutions, economic growth, inequality reduction, and absolute poverty eradication. Thus, development entails empowering people and organisations to manage resources. Economic growth without quality-of-life improvements is not development. Growth without development has caused severe social inequality in Brazil. Low investment on health, education, and social benefits causes this disparity (Todaro & Smith, 2006).

In "Development as Freedom," Sen (1999) argues that growth expands actual liberties. It eliminates poverty, injustice, limited economic opportunity, social deprivation, and poor public facilities. These freedoms build social institutions that permit them. Mkandawire (2005) emphasises the necessity of inclusive social institutions that support rapid development and structural transformation while respecting citizen rights. Social policies that include the poor and improve society should underpin development (Sen, 1999; Mkandawire, 2005).

Social policy facilitates change and expresses public desire, according to Titmus (1974). Social policy should be action- and problem-oriented and integrated with

politics. The South African National Development Plan (NDP) provides a policy and development framework for community amenities and safeguards. Smith (1992) emphasises policy substance, capacity building, and policy management. These elements help create and implement progressive, inclusive policies (Titmus, 1974; Smith, 1992).

Global development is realistic with the SDGs. They outline a better, more sustainable future for all. Seventeen global goals promote prosperity and environmental protection in the SDGs. While the international community helps development, individual nations must eliminate unemployment, poverty, and inequality without stifling progress. The SDGs focus on education, health, social protection, and job creation (United Nations, 2015).

South Africa helped shape the 2030 Agenda for Sustainable Development, including the SDGs and Agenda 2063. The South African National Development Plan addresses SDGs and country-specific challenges like food security, sustainable agriculture, and opportunity equality. The NDP prioritises localising the SDGs and integrating them into all sectors of society (United Nations, 2015).

The National Development Plan guides South Africa's development through 2030. Its seven priorities are creating a capable and developmental state, enhancing economic transformation and job creation, improving education outcomes and skills development, ensuring a healthy nation, providing reliable and quality basic services, promoting spatial integration and sustainable human settlements, advancing social cohesion, ensuring safe communities, and working for a better Africa and world (National Planning Commission, 2020). Inclusive growth helps the NDP alleviate poverty, inequality, and unemployment (National Planning Commission, 2020).

South Africa's 2015 Socio-Economic Impact Assessment System (SEIAS) ensures evidence-based development policies. This method evaluates public policy's effects, risks, costs, and NDP priorities. SEIAS reduces poverty, unemployment, and inequality and reduces corporate regulation (National Planning Commission, 2020).

Each South African province has a Provincial Development Plan (PDP) that supports the NDP. The Eastern Cape province has six development goals: an innovative and inclusive economy, an enabling infrastructure network, an innovative and high-value agriculture and rural sector, human development, environmental sustainability, and capable democratic institutions (CoGTA Strategic Plan, 2020-2025). Each provincial department plans according to its aims, aligning with the national medium-term strategy framework priorities (CoGTA strategy Plan, 2020-2025).

Municipalities create five-year Integrated Development Plans (IDPs) to address the most pressing development and governance needs. Municipal planning, budgeting, and execution follow the IDP. The IDP planning process incorporates substantial public input, helping communities to identify and address real citizen needs. The IDP aligns national and provincial legislation with evidence-based implementation methodologies (Municipal Systems Act, 2000).

The three sectors of government in South Africa have linked strategy frameworks, but service delivery is lacking. The District Development Model (DDM) allows for coordinated planning, budgeting, and implementation across the three spheres of government to address this issue. The DDM targets district and metropolitan areas for government and private sector investment (National Planning Commission, 2020). DDM improves integrated planning and delivery, improving local service delivery (National Planning Commission, 2020).

2.14 International Relations and Cooperative Governance

According to Opeskin (1998), the South African Constitution acknowledges the existence of national, provincial, and local governments. The establishment of a legislative framework for intergovernmental interactions facilitates collaborative governance across various levels of government. These domains of government were originally formulated during the apartheid negotiations, as noted by Ile (2010). As per the South African Constitution of 1996, Chapter 3, Section 40 delineates that the national, provincial, and local governments are distinct entities that are interconnected and interdependent, and are required to function in accordance with the Constitution.

The South African Constitution of 1996, in Section 41, advocates for intergovernmental cooperation among various government entities.

The 2010 Draught Green Paper on Cooperative Governance emphasises the importance of effectively managing the complex interrelationships that exist between government entities, as well as between the government and civil society. The Draught Green Paper on Cooperative Governance (2010) highlights the significance of coordination in attaining objectives through the amalgamation of endeavours and resources.

According to the South African Constitution of 1996, it is imperative for Parliament to establish mechanisms, frameworks and establishments that facilitate intergovernmental engagements, as they are crucial for collaborative governance. The intergovernmental structure in South Africa is founded on the principles of autonomy, interlocking sectors, and public service delivery, as stated by Venter (1998). According to Ile (2010), the objective is to enhance the coordination of governmental operations and enhance the provision of services to bolster democratic processes and enhance the well-being of individuals.

The Intergovernmental Relations Framework Act of 2005 places significant emphasis on the requirement for implementation mechanisms that are effective, efficient, transparent, accountable, and coherent across all three levels of government. This is necessary to ensure the realisation of constitutional rights and the provision of welfare. According to Mathane and Amusa (2007), intergovernmental fiscal relations serve the purpose of generating revenue and executing expenditure programmes, thereby facilitating the achievement of macroeconomic objectives and promoting economic advancement. The Intergovernmental Fiscal Relations Act of 1997 stipulates that cooperative governance is instrumental in ensuring fair distribution of budgetary resources among various sectors of the government.

The intergovernmental system is characterised by accountability, openness, mutual support, redistribution, expanded service access, and financial responsibility, as stated by the National Treasury in 2012. According to the National Treasury in 2012, governmental entities are responsible for being transparent to the public and other

spheres, accountable to oversight bodies and executive processes, and collaborating to attain institutional objectives. According to the National Treasury (2012), in order to decrease disparities and enhance accessibility to services, it is imperative to implement redistribution and resource leveraging.

According to Layman (2008), the strength of intergovernmental relations is contingent upon the implementation of collaborative governance rather than the practise of competitive federalism. According to Layman (2008), the promotion of cooperative vertical and horizontal government arrangements, alignment, and cohesiveness is a means by which intergovernmental networks enhance service delivery.

According to Mastenbroek and Steyler (1998), it is imperative for local governments, being autonomous entities, to ensure the provision of social services that are effective, efficient, and responsive. According to Van Rooyen (2008), the international relations of municipalities facilitate economic development, the formation of strategic partnerships, and the resolution of urban concerns.

The effective functioning of South African governance and service delivery is contingent upon the establishment of intergovernmental partnerships and the practise of cooperative governance. According to Ile (2010), the collaboration of the three branches of government is imperative in attaining shared objectives and improving the quality of life for citizens.

2.15 Conclusion

The preceding literature has conducted a comprehensive examination of theoretical approaches to policy implementation and the significance of contextual factors. The chapter emphasised the importance of a meticulously crafted policy implementation network that encompasses all stages, ranging from its inception to the monitoring and evaluation phase. It is imperative that this strategy provides a clear and concise definition for each role actor involved, in order to ensure that no task is inadvertently neglected.

To effectively localise planning and implementation, it is imperative for policy designers to ensure that the implementation of the DDM is equipped with an inherent local implementation structure that enables its successful integration into local contexts. Numerous theoretical frameworks exist for the implementation of policies. The process of policy implementation serves as a crucial link between policy commitments and their actual realisation, underscoring the importance of developing policies tailored to specific contexts. The current chapter places significant emphasis on policy imperatives, including but not limited to power dynamics, political context, and network-oriented approaches.

To establish the DDM as a method of change, it is necessary to implement change management strategies. The institutionalisation process is constrained by political, economic and social interactions. The implementation of a policy such as the DDM can be facilitated through the application of institutional theory, which involves a comprehensive comprehension of the environment.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This chapter of the report deals with explaining research methods that have been utilized in this study in the quest to answer the research question. The research methodology is informed by the research question and it has a bearing on the research design and influences the manner in which the research should be conducted. This section explains and analyses the research paradigm utilized within this study and explores different types of research methodologies and in turn substantiates how the one used in this study is appropriate. This chapter will decipher on the research design followed by this paper including but not limited to methods of sampling, data gathering as well as data analysis. Finally, this section will discuss validity and reliability, limitations in this research as well as ethical considerations that will be observed to ensure that the study is compliant with the obligations of research.

3.2 Methodology

This study investigates the impact of the District Development Model on the provision of social services within the O.R. Tambo District Municipality. The objectives of research encompass the acquisition of data, its interpretation and the formulation of conclusions.

The outcomes of the research are the District Development Model implementation results, data and analysis.

The process of conducting research entails gathering and scrutinising data. The study encompasses the processes of data collection, analysis, and research design. According to Mouton (2001), the research design serves as a strategic plan for accomplishing the objectives of the study.

The study involves the inclusion of either individuals or groups as participants. The District Development Model and welfare service provision in the O.R. Tambo District

Municipality may elicit opinions from various stakeholders, including government officials, community members, and other relevant parties.

The paradigm of research encompasses a set of underlying assumptions, attitudes, and theoretical frameworks. The fields of development studies and public administration, among others, have the potential to provide valuable insights for research on development and welfare services.

Ultimately, the outcomes of the investigation and resultant deductions are communicated to the intended recipients. In order to disseminate research results to relevant parties and propel the discipline forward, various means such as reports, presentations, or alternative modalities may be employed.

The research process will be guided by Oates' (2006) 6Ps framework, which includes purpose, products, process, participants, paradigm, and presentation. This framework guarantees that the research encompasses all essential subjects.

6Ps OF RESEARCH	CONCEPTUAL GUIDELINES
1. Purpose	What is the research problem under investigation? What are the reasons for doing the research? What are the objectives (more general) and aims (more specific) of the research? Is the research relevant to the field of study and to other people?
2. Paradigm	What is the underlying philosophical research paradigm assumed?
3. Process	What is the format and layout of the conceptual framework of the researcher? How was the research conducted? What is the research strategy? What data collection methods were used? How was the data analysed? What conclusions were drawn? Was the research process done in a systematic way and is it a valid research process? What are the boundaries of the research? What are the limitations of the research?
4. Participants	How is the researcher involved in the research?

	What are the legal and ethical implications of the research? Consideration and respect for all people directly or indirectly involved in the research.
5. Products	What are the expected and unexpected outcomes of the research? What is the contribution of knowledge to the subject of study, field of interest or research community? What aspects of the research need further investigation?
6. Presentations	How is the research communicated to others who are interested? Is the research professionally conveyed by means of a dissertation, thesis, conference contribution, article or product?

Table 4.1.: 6P Research Framework with Guideline Questions (Oates, 2006)

The research will consider all six aspects of the framework, most of which will be covered within this chapter and some in successive chapters within the research.

3.3 Philosophical Grounding

Oates (2004) posits that research paradigms are indicative of a collective worldview. Paradigms refer to pre-existing notions or assumptions regarding the nature of reality. The aforementioned elements encompass cultural motifs, worldviews, philosophies, and mindsets, as stated by Babbie in 1998. According to Guba (1990), research paradigms address concerns related to ontology, epistemology, methodology, and axiology. The aforementioned inquiries are indicative of the fundamental suppositions, convictions, standards, and principles that propel research within each paradigm.

Epistemology is a branch of philosophy that focuses on the nature of knowledge and how it is acquired, transmitted, and justified. The statement challenges the nature of existence. According to Kivunja and Kuyini (2017), epistemological evidence is derived from various sources of knowledge, including intuition, authority, logic, and empirical observations. These resources facilitate research on social context.

The field of ontology is concerned with the examination of underlying assumptions that establish the existence or significance of a given entity or concept. This study examines the social phenomenon. The study challenge, its significance, and the

approach to its resolution can be comprehended by researchers through the contemplation of ontological inquiries (Kivunja & Kuyini, 2017).

The methodology encompasses various aspects such as research design, methodologies, approaches, and procedures. Kivunja and Kuyini (2017) assert that a systematic approach to global knowledge is facilitated by the inclusion of data collection, participants, instruments, and analysis.

The ethical considerations of research fall under the category of axiology. The research endeavours to establish, assess, and comprehend the concept of morality. Axiological inquiries scrutinise the values, ethical concerns, and characteristics of the researcher through the lenses of teleology, deontology, morality, and justice, as posited by Kivunja and Kuyini (2017).

3.4 Research Approach

The proposed investigation aims to analyse the impact of institutional enhancements in intricate contexts on the efficacy of development initiatives. Qualitative research provides a comprehensive analysis and contextual understanding of complex phenomena. Qualitative research investigates the behaviours, functions, and interactions of individuals and groups in authentic settings. The statement recognises the worlds constructed by participants and places emphasis on subjective knowledge, as noted by Teherani, Martimianakis, and Stensfors-Hayes (2015).

The amalgamation of theory and research will be observed in context-based, inductive qualitative research. The utilisation of contextual analysis is deemed suitable for the District Development Model, an exceptional approach to operational development.

3.5 Research Tools and their Approach

Qualitative research methodologies encompass a range of techniques such as extensive interviews, group discussions, textual data analysis, and direct observations. The present investigation employs qualitative research methods,

specifically interviews and textual data analysis. As a result of the COVID-19 pandemic, interviews will be conducted through both in-person and online modalities. The utilisation of open-ended questions facilitates the provision of elaborate responses and subsequent inquiries. Textual data will be collected through surveys, questionnaires, and interviews conducted with DDM beneficiaries and implementers.

3.6 Sampling

Utilising the entire population for the purpose of conducting a study is deemed unfeasible. Therefore, it is common for research samples to be representative. The determination of sample size in qualitative research is contingent upon the context, as noted by Boddy (2016). The present investigation employs purposive sampling as the sampling technique. Purposive sampling is a non-probability sampling technique that involves the deliberate selection of individuals who possess the desired expertise and can make meaningful contributions to the research. The study's sample will exhibit geographic diversity and will consist of stakeholders and departments involved in the District Development Plan.

Conduct interviews with 10 individuals responsible for implementing District Development Plans. The participation of the Department of Cooperative Governance and Traditional Affairs, O.R. Tambo District Municipality, and One Plan catalytic project service providers will be based on their respective roles and areas of expertise.

3.7 Process of Analysis

Qualitative research employs inductive reasoning as a means of constructing meanings from data. The statement aims to identify and understand the truths that are specific to a particular context or situation. According to Thorne (2000), it is imperative for researchers to differentiate between inductive and deductive inquiry methods and employ specialised analytical techniques to transform unprocessed data into a coherent study.

The proposed study will employ thematic data analysis. Thematic analysis is a method that involves identifying, categorising, and interpreting patterns of meaning within a

given dataset. According to Braun and Clarke (2013), there is a connection between intricate data and theoretical and conceptual challenges.

It is imperative for research studies to consider various factors such as limitations, practicality, positionality, ethics, and validity/reliability. A summary of each point:

The potential of the District Development Model in South Africa is challenging to substantiate comprehensively due to its recent implementation, resulting in limited data availability. In the event of a potential failure in the implementation of the O.R. Tambo District Municipality, the ability of the researcher to assess the effectiveness of the Model may be compromised.

The feasibility of the research is contingent upon accurately portraying the realities of the participants through effective engagement with pertinent individuals. In the event that certain contributors are incapable or disinclined to divulge distinctive information, essential data may be restricted. The COVID-19 pandemic and the remote nature of government departments may necessitate the use of electronic communication.

The potential impact of positionality on objectivity must be considered, given the researcher's association with both the DDM implementation team and O.R. Tambo District Municipality. As a practitioner in Monitoring and Evaluation, the researcher is capable of conducting an impartial analysis of project implementation.

In order to ensure ethical compliance, it is imperative that the O.R. Tambo District Municipality grants approval for the research site, and that all subjects provide their informed consent prior to participation. The study will adhere to ethical principles of justice, autonomy, and non-maleficence to ensure equitable treatment, participant welfare, voluntary participation, confidentiality, and anonymity.

The tenets of qualitative research prioritise the establishment of credibility, neutrality, consistency, and applicability, whereas quantitative research places greater emphasis on the attainment of validity and dependability. The enhancement of validity can be achieved through the implementation of various techniques such as triangulation, saturation, outlier detection, and response validation. The attribute of dependability

necessitates the presence of validation records, a comprehensive study design, proper implementation, contextual documentation, and reproducible outcomes.

The enhancement of the quality and credibility of the research study can be achieved by addressing these factors, thereby unveiling the potential of the District Development Model.

3.8 Limitations, Feasibility and Positionality

Limitations are important factors to consider when analysing a given situation or problem. These elements can impact the feasibility and effectiveness of potential solutions. Therefore, one of the primary constraints of this research is that the District Development Model (DDM) is a novel initiative in South Africa and is presently undergoing a trial phase in three municipalities, namely Ethekewini Metro, Waterberg District, and O.R. Tambo District Municipality. Insufficient data may hinder the confirmation of whether the implementation of the DDM will enhance development. The primary limitation lies in the researcher's inability to evaluate the potential of the DDM unless it is implemented by the O.R. Tambo District Municipality. In light of the COVID-19 pandemic, electronic communication remains the sole means of accessing CoGTA and DBSA in the O.R. Tambo District, given the absence of proximate government departments.

Feasibility

To ensure feasibility, it is imperative that the research accurately reflects the realities of the participants involved. Therefore, it is imperative for the researcher to engage with individuals who possess the necessary expertise to provide comprehensive responses to the research inquiries. The DBSA, which operates within the O.R. Tambo region DDM hub, faces limitations in accessing confidential data in the absence of a participant.

Positionality

The researcher is employed within the municipal manager's office of the O.R. Tambo District Municipality, near the DDM implementation team. In the capacity of a

Monitoring and Evaluation professional, the researcher possesses the ability to conduct an impartial analysis of project implementation.

3.9 Ethics

The researcher intends to seek permission from the O.R. Tambo District Municipality to carry out their research. It is imperative that all individuals participating in the study provide their consent for interviews. The implementation of this project necessitates the acquisition of ethical clearance. The participants will be duly informed that their involvement in the study is intended to serve research purposes. The research will be guided by the principles of justice, autonomy, and harm. The researcher shall endeavour to employ equitable and impartial research methodologies and apprise the participants of prospective advantages. Furthermore, participants will engage in the study on a voluntary basis and retain the option to withdraw at any point during the research. The study is designed in a manner that ensures the absence of any adverse effects on the participants' personal or professional lives. The confidentiality of the participants will always be upheld. The District Development Model is currently in its prototype phase and access to information is limited to designated individuals. Data will be collected and reported in a manner that ensures anonymity and confidentiality, potentially utilising pseudonyms to safeguard privacy. The University of the Witwatersrand adheres to the principles outlined in the Singapore Statement on Research Integrity. This investigation shall be guided by the Singapore Statement on Research Integrity, which is grounded on the principles of honesty, accountability, professional civility, fairness, and good stewardship.

3.10 Validity, Reliability and Dependability

The attributes of credibility, dependability, validity and dependability are crucial in convincing study audiences to give their attention. According to Golafshani (2003), the terminology employed in qualitative research comprises of credibility, neutrality or confirmability, consistency or dependability, and application or transferability. Quantitative research is deemed to possess a high degree of reliability. Certain academics propose the utilisation of quantitative methods in social research as a means of evaluating the calibre of research. The establishment of reliability is

imperative in ensuring the credibility of research. Empirical investigations that are deemed trustworthy produce results that can be applied to a broader population.

According to Golafshani (2003), the implementation of triangulation enhances the validity and reliability of qualitative research. In order to ensure the authenticity of the data, the sample was meticulously selected from experts in the District Development Model. In order to comprehend the welfare and service provision of the District Development Model, triangulation of responses will be employed. Ensuring validity can also be achieved through techniques such as data saturation, outlier detection, and response validation. Data saturation refers to the point at which data collection is deemed complete, as no new or unique information is being obtained and responses to the research issue become consistent. Conversely, the outliers are scrutinised and contrasted with the prevailing viewpoint. The ultimate stage of the research process involves response validation, wherein respondents are requested to provide feedback on a subject they had previously addressed to evaluate their coherence. The measure guarantees the authenticity of the study and ensures that it accurately reflects the research findings. The study aims to maintain comprehensive documentation to authenticate and corroborate the investigation and methodology. The retention and verification of records will be conducted. The study will be conducted with a comprehensive approach to ensure reliability, encompassing the design, implementation, context, and results. The implementation of this approach serves to eradicate partialities and guarantee that any investigator employing identical methodology, environment, and subjects would attain commensurate outcomes (IIASS, 2015).

3.11 Conclusion

This chapter has explained the research process that this paper has and will follow. This chapter serves as an instrumental guide that helps the reader navigate this paper. In understanding that this is a heavily nuanced research topic, this chapter deciphers on the different variables that are explored in this paper in order to validate the research and have it recognised as legitimate.

This chapter firstly discussed the notion of methodology generically and then narrowed it to explain methodology in the context of this paper specifically in the O.R. Tambo region. This part of the paper explored the 6Ps framework as an integral part of the research methodology process. This section continued to explore that philosophical grounding on which this paper is premised on thus looking at the underlying assumptions that the research question brings. Following that this chapter briefly touched on the research approach, tools and their approach, sampling and the process of analysis that will be utilised in this study.

This chapter has explored the paradigmatic sequence of the research which is the premise in which the researcher conceptualises the study as well as the process the study ought to follow based on the existing theoretical undertakings. This chapter has discussed the concepts of validity and reliability and how those contribute to the legitimacy and acceptability of the study. This chapter has explored the notion of triangulation and how it contributes to the validity and reliability of the research so as to avoid researcher bias and ensure that the study is fixated on the data collected from participants and general research.

CHAPTER FOUR: PRESENTATION OF FINDINGS

4.1 Introduction

This chapter begins with an overview of the area of interest and some of its fundamental characteristics that have amplified the need for this research. It provides a brief situational analysis and outlines some of the statistics and demographics of O.R. Tambo region in the Eastern Cape.

This section of the research paper presents data that has been collected from interviews held with the different participants. This chapter presents data from interviews that were held with the participants, both physically and on-line via Zoom as well as questionnaires that were answered by the different participants. The participants' data has been categorized thus creating themes that will make the data easier to follow and understand. This is deliberate and will make data analysis in terms of the different thematic areas easy.

The participants' information will be presented in such a way that their confidentiality is maintained, although in some instances it may be hard due to the fact that some portfolio's incumbents are publicly known i.e. the Municipal Manager of a municipality. The information solicited will be presented and utilized insofar as it deals with the research question and will be laid out in a manner that is comprehensible.

The second part of this chapter will present data solicited from documents that the different spheres of government utilize in the governance of the different institutions. These documents will be important for cross-validation of data during the analysis stage of the research. Some of these documents are public so they are easy to comprehend because they were designed with the layman in mind.

4.2 Overview of the Area of Interest

South Africa's Eastern Cape province's O.R. Tambo District Municipality. The eastern coastal region borders KwaZulu-Natal. The district has five municipalities: King Sabata

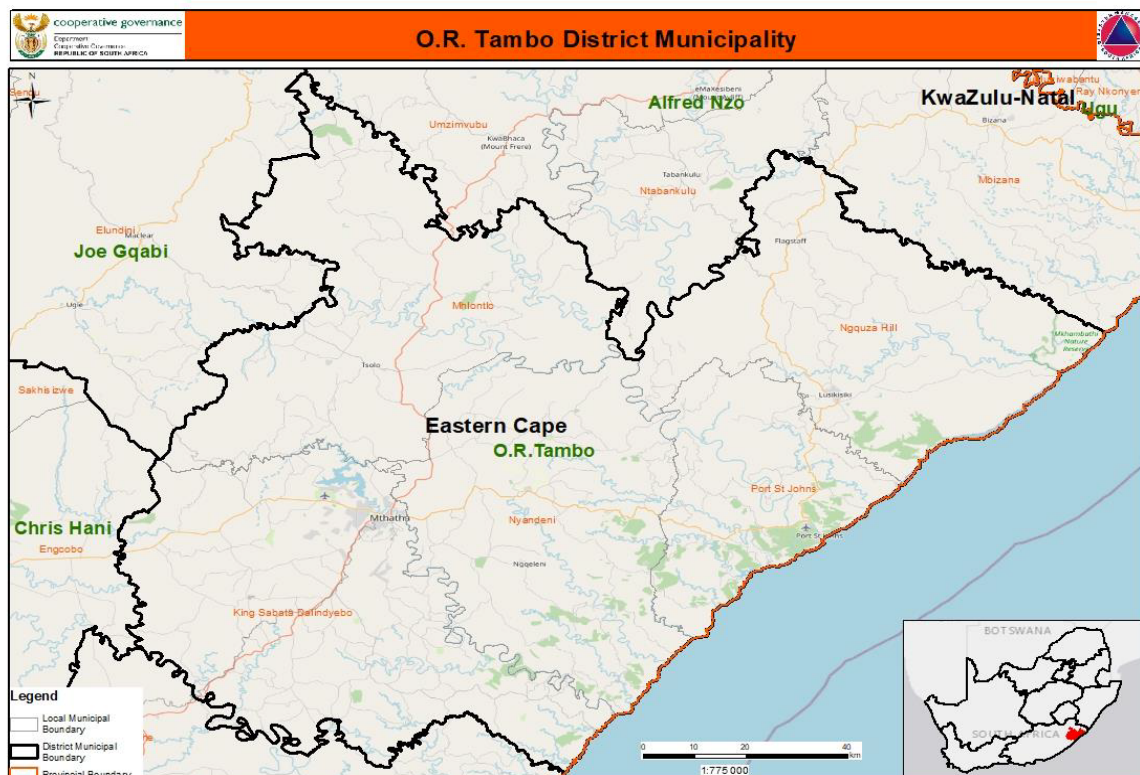
Dalindyebo (KSD), Nyandeni, Mhlontlo, Port St Johns (PSJ), and Ingquza-Hill (IHLM) (Profile: OR Tambo District Municipality: 7).

The Eastern Cape's most populous district, the O.R. Tambo District, with 1,510,000 people (Integrated Development Plan 2021/22: 41). 2.6% of South Africans live in the district. Its yearly growth rate is 1.02%, somewhat greater than the Eastern Cape's 0.97% (Ibid).

O.R. Tambo District Municipality is a water authority and type C2 municipality. Rural, low urbanisation, and little budget. The district's 2018 GDP was R41.4 billion, 11% of the Eastern Cape Province's. Community services contribute 38.4% of the region's GVA. Trade contributes 23% and finance 19.5%. The mining sector contributes the least, 0.20% of GVA (ORTDM Annual Report, 2021).

Studying the District Development Model's application and possible impact in the O.R. Tambo District Municipality requires knowledge of its demographic, economic, and geographic aspects.

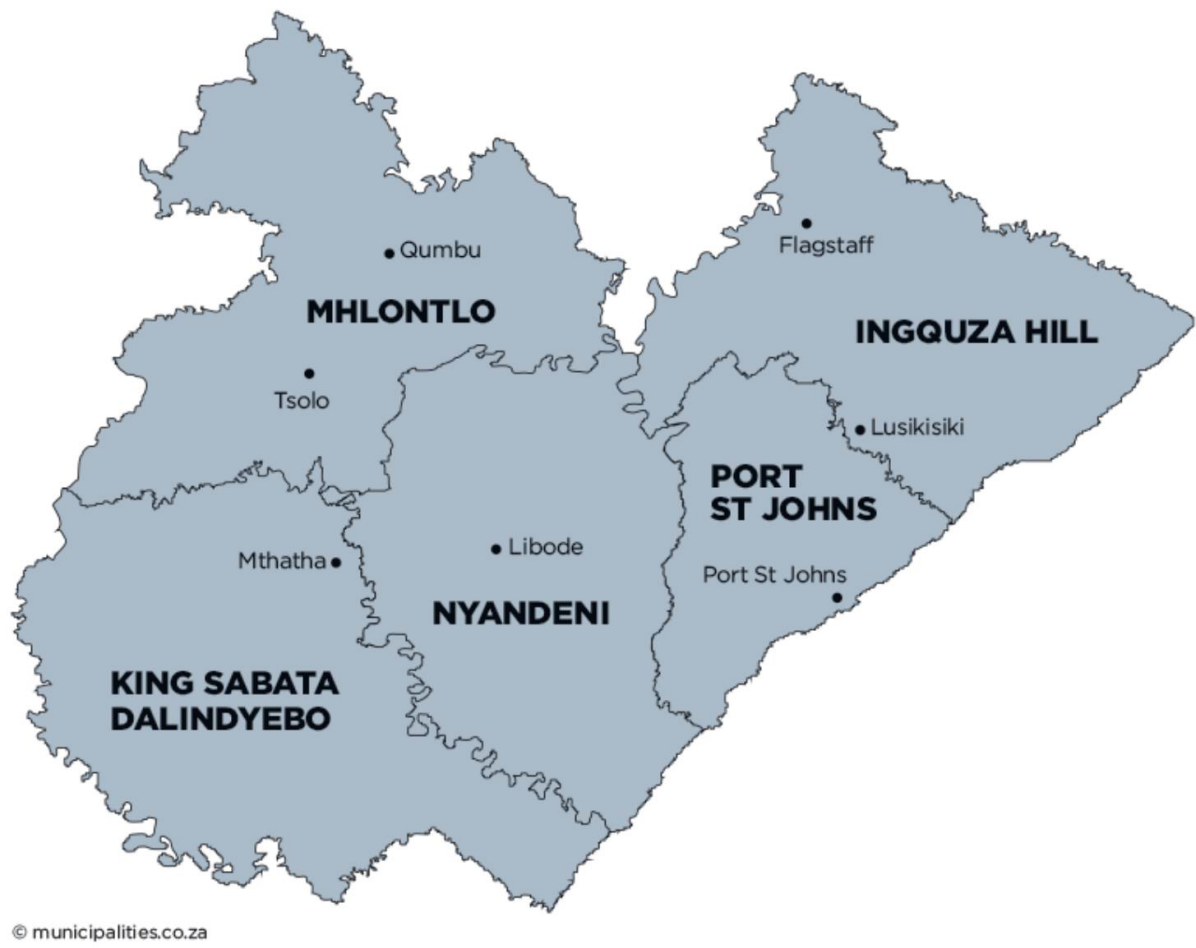
Figure 1: Map of the O.R. Tambo District



Source: DBSA DDM District Profile

In its regional profile for the District Development Model, the Development Bank of South Africa (DBSA) asserts that government must establish circumstances for a healthy regional economy to address short- to medium-term concerns (DBSA, 2020). The district's poverty dimensions—inequality, COVID-19, employment, crime, and proficiency rates—exacerbate economic issues. The O.R. Tambo region had 1,006,431 poor persons in 2019, 66.5% of the population (DBSA, 2020). O.R. Tambo District has three of South Africa's worst municipalities and is the fourth poorest district. The three poorest municipalities in O.R. Tambo are Port St Johns (73.5%), Nyandeni (72.5%), and Ingquza-Hill (72.3%) (DBSA, 2020).

Figure 2: Local municipalities within O.R. Tambo region



The Eastern Cape's "war on poverty" has targeted eleven of the poorest local municipalities since 2014. Development planning and implementation contributed to the poverty reduction measures offered (Ngumbela, 2021). The Eastern Cape's most

4.2.1 COVID-19 Impact on Economic Stability

Figure 3: O.R. Tambo District's vulnerability to COVID-19



Water services are provided by O.R. Tambo District Municipality. In 2020/21, 348 506 households are estimated in the District. 20 805 households—7% of the total—receive high-quality water delivery (ORTDM 2020/2021 Budget and MTREF). 52% of district households use ventilated improved (VIP) toilets, with an 8,8% backlog. This shows a critical service delivery situation in the district, just for water and sanitation. The pandemic devastated O.R. Tambo. The severe lockdown prevented the district municipality from using its infrastructure grants in 2020. The district spent 46,2% of its Municipal Infrastructure Grant in 2019/20, and this number has been declining (ibid).

In his State of the Nation Address, the President stated this because to the pandemic, the country needs far-reaching economic changes to attract investment and growth to satisfy the growing need for development. The President also announced that R17.5 billion will be budgeted for catalytic infrastructure projects to improve roads, bridges, water and sanitation, transit, schools, hospitals, and clinics over the next three years (SONA, 2022). The President's comments prove the nation needs a practical approach. DDM becomes it.

4.3 Profile of The Respondents

4.3.1 Government Departments

The District Development Model (DDM) was implemented as a pilot project by the O.R. Tambo District Municipality. Consultation was conducted with the Department of Cooperative Governance and Traditional Affairs (CoGTA) and the Development Bank of Southern Africa (DBSA). The DDM was implemented by DBSA, with its conceptualisation attributed to CoGTA.

The O.R. Tambo District Development Hub is overseen by the Development Bank of Southern Africa (DBSA) which utilises its proficiency in local governance. The organisation in question has established three distinct national programmes, namely, the Programme Management Units (PMUs) operating in five provinces, the National Revenue Management Framework, and the DDM Implementation (DBSA, 2021). The DBSA is responsible for the maintenance of the District Development Model (DDM) and the establishment of District Hubs in select pilot locations, including the Waterberg

District, O.R. Tambo District, and Kwazulu-Natal Metro, in collaboration with the Department of Cooperative Governance and Traditional Affairs (CoGTA). The DBSA facilitates the acceleration of infrastructure development in municipalities through the utilisation of the DDM Hub and Programme Implementation Units. The DBSA engages in various activities to support local government financing, including investing in the municipal debt market, guaranteeing debt maturities, enhancing secondary market liquidity, promoting innovation in lending instruments, and examining opportunities for private sector involvement in municipal infrastructure, as reported by DBSA (2021). According to the Development Bank of Southern Africa (DBSA) in 2021, a certain proportion of its revenue is allocated towards providing grants and non-financial/non-lending investments to support under-resourced municipalities and sustainable projects.

The successful implementation of the Data-Driven Management (DDM) approach is contingent upon the involvement of the Department of Cooperative Governance and Traditional Affairs (CoGTA). The political leader of the DDM is Dr. Nkosazana Dlamini-Zuma. The constitutional obligation of the Department of Cooperative Governance and Traditional Affairs (CoGTA) is to ensure that local government is accountable and receptive to the needs of the populace. The Department of Cooperative Governance and Traditional Affairs in the Eastern Cape has a goal of creating municipalities that prioritise development and offer services that are sustainable, integrated, responsive, and accountable. According to CoGTA (2020), the institutionalisation of district coordination in each province is carried out by the DDM national programme manager and provincial convenors or coordinators. The Integrated Urban Development Framework (IUDF) is formalised by the Department of Cooperative Governance and Traditional Affairs (CoGTA) through the development of district or metro One Plans and legislative intergovernmental engagements. The process of institutionalisation facilitates the deployment of One Plan DDM. The Department of Cooperative Governance and Traditional Affairs (CoGTA) endorses the implementation of tri-sector planning and collaboration.

The O.R. Tambo District Municipality in rural areas is facing a deficiency in infrastructure development. Being a non-delegated municipality, it directly submits reports to the national treasury and operates with a budget of R2.6 billion. Since the

fiscal year 2014/15, the municipality has received proficient audit opinions. The organisation is experiencing a knowledge deficit due to a significant number of unfilled positions, including those that are essential and specialised, accounting for 40% of the total vacancies. Water, sanitation, power, human settlements, waste management, roads, and transport services are provided by the district and local municipalities. These functions entail cooperative efforts with governmental entities such as Water and Sanitation, Roads and Transport, Public Works, Eskom, CoGTA, DBSA, as well as corporate associates such as the UN, Anglo-Gold Ashanti, and other relevant stakeholders. The municipality places significant importance on several projects, namely the N2 Wild Coast Highway, Mthatha Airport Upgrade, Mzimvubu Multipurpose Project, Wild Coast Meander Road, Wild Coast SEZ, and Zalu Dam – Lusikisiki Regional Water Schemes. The district has the potential to witness growth in sectors such as agriculture, tourism, agro-processing, and the maritime economy. The district and its constituent municipalities are legally obligated to furnish services, and the implementation of the DDM trial aims to expedite the development of infrastructure and provision of fundamental amenities.

4.4 Data Collection

The present study employed a mixed-methods qualitative approach to data collection, incorporating various qualitative research techniques such as questionnaires, interviews, and observations of panel discussions and interviews pertaining to the District Development Model (DDM). As a result of a limited response rate to the distributed questionnaires, the research methodology was modified, necessitating the adoption of the Key Informants Approach. The methodology employed in this study involved a targeted selection process to identify individuals possessing comprehensive knowledge and expertise on the DDM, thereby facilitating the acquisition of valuable information. Moreover, a diverse array of literary sources, such as public commentary, newspapers, scholarly articles, public service materials, and civil society publications, were employed to complement the gathered data.

Semi-structured interviews were utilised as a means of obtaining a comprehensive comprehension of diverse facets associated with the DDM. The interviews facilitated

adaptability and afforded respondents the chance to impart their insights and expertise beyond the confines of a stringent framework.

Semi-structured Interviews

One-on-one interviews were conducted to get an in-depth understanding of the areas that will assist with completion of the research. These semi-structured interviews assisted the researcher to ask key questions and ensure vast coverage of topics. The questions were broad enough to allow the participant to lead and shape their own narrative without being limited by a stringent interviewing approach.

4.5 Profile of Participants

4.5.1 O.R. Tambo District Participants

In October of 2021, the O.R. Tambo District appointed a municipal manager for a one-year term. A new cohort of political officeholders was elected in December of 2021. The newly appointed leadership is acquiring knowledge about the DDM. A panel discussion was conducted with the participation of the Mayors of all five local municipalities and the Executive Mayor of the District to elucidate the DDM and its potential advantages for the district. The discourse underscored the fact that local municipalities engage in collaborative efforts with diverse government ministries in the implementation of programmes and initiatives.

The implementation of the District Development Model (DDM) was investigated through interviews with employees of the O.R. Tambo District Municipality. Despite lacking official assignment to the DDM there exist ongoing projects in collaboration with other governmental ministries.

4.5.2 DBSA Participants

The research was conducted by two employees of DBSA. The District Development Model of the O.R. Tambo District Hub incorporated the participation of women of African-American descent. One participant was subjected to a survey, whereas the

other was interviewed through an online medium. The interviewees provided concrete instances of DDM implementation as well as forthcoming initiatives.

4.5.3 CoGTA Participants

The questionnaires elicited a response from two participants affiliated with the Department of Cooperative Governance and Traditional Affairs (CoGTA). The two individuals in question, identified as male, occupied key roles within the CoGTA department. The first participant is located in the Eastern Cape region, specifically tasked with overseeing the areas of Strategy and Monitoring and Evaluation and the second is from the national office of the department. Both individuals in question possessed comprehensive understanding of the District Development Model (DDM) from both the perspective of the Department of Cooperative Governance and Traditional Affairs (CoGTA) and the municipality, having been actively involved in the deployment and execution of the DDM within the department. The participant located from the Eastern Cape had additionally rendered aid to municipalities, such as the O.R. Tambo District, in achieving their goals and meeting the imperatives of service delivery.

4.6 Presentation of Findings

The research findings will be organised based on the themes derived from interviews, panel discussions, documents, and media conversations. The information presented will be lucid and valuable, addressing pertinent research inquiries. The data obtained from the panel discussion featuring local mayors will be classified based on the respective municipalities to ascertain prevalent themes. The presentation will include interview data as well as research and planning documents related to DDM. The forthcoming chapter will elucidate the DDM and its regional significance by furnishing contextual information on the research participants and the geographical location. Limiting the disclosure of study-related information is imperative to safeguard the privacy of participants.

4.6.1.DDM Panel Discussion

The panel discussion highlighted several key points regarding the District Development Model (DDM) and its implementation in the O.R. Tambo District Municipality. Here is a summary of the main points discussed:

The local mayors and officials comprehended the DDM as a framework that aids municipalities and other governmental entities in circumventing redundancy and inadequate planning. The individuals comprehended the importance of synchronisation and frameworks such as the DDM in addressing challenges related to service provision that arise due to reliance on the government. The matters of follow-up and accountability were of concern.

The consensus among the participants was that prior to the establishment of the District Development Model (DDM) framework, municipalities had engaged in collaborative efforts with other government departments. However, the effectiveness of these initiatives was impeded by challenges related to coordination and planning, which ultimately hindered the successful completion of projects. The utilisation of broad-based data derived from online sources and the South African Statistics Agency has restricted the precision of the depiction of local circumstances. The integration of the Eastern Cape Socio-Economic Consultative Council (ECSECC) and the implementation of the Integrated Development Plan (IDP) strategic planning have led to enhancements in municipal planning.

The significance of coordination between government departments and municipalities, as well as alignment among municipalities, was emphasised by the participants of Catalytic Projects. The Service Delivery and Budget Implementation Plan (SDBIP) and the solicitation of public input on service delivery objectives were emphasised. The priorities at hand were the completion of projects and the resolution of integration issues between the department and the municipality.

The implementation of DDM faces challenges related to municipal politico-administrative issues, such as vacancies in important positions and temporary appointments, which have been reported to have a negative impact on service quality

by the participants. Enhancement of collaboration and workmanship is required by state departments and municipalities.

4.6.2 Knowledge of The DDM

The mayor of the O.R. Tambo District Municipality, in their capacity as the custodian of the DDM, expounded on the objective of the aforementioned entity, as well as its noteworthy achievements and obstacles. As per the input provided by the district mayor, it has been observed that mayors have undergone workshops on the DDM and have comprehended it as a framework that aids in preventing redundancy and inadequate planning across municipalities and other governmental domains. Several other mayors concurred with the proposal, stating that it would aid in the resolution of district backlogs and ensure the efficient functioning of towns. Several panellists emphasised the importance of government assistance as opposed to the DDM approach. According to a certain mayor, the absence of coordination and a framework such as the DDM may impede the functionality of services in municipalities, as their planning and implementation may be constrained by a component that is reliant on another level of government, thereby limiting the municipality's ability to enforce its plans. The construction of a clinic has been facilitated by the municipality, however, the electrification of the facility by Eskom has been impeded by financial limitations. Additionally, the department of transport has not made provisions for the development of a road to enable accessibility to the clinic. A participant reported that they sometimes implore the other level of government to allocate funds for timely development, despite the latter's prior agreement to do so. This demonstrated a lack of accountability and subsequent action.

4.6.3 Strides Made Towards the Achievement of The DDM

The consensus among all participants was that the local government entities within the district have a longstanding history of collaborating with other tiers of government, and have successfully executed numerous joint initiatives prior to the establishment of the DDM. Nevertheless, the coordination of multiple initiatives was bemoaned by all participants, resulting in adverse impacts on planning, budgeting, and implementation. According to a statement made by a mayor, it has been decided that three

departments will be responsible for the installation of ablution facilities in a single household. This highlighted the necessity for a thorough project implementation strategy.

The significance of collaborating with ECSECC, a research unit that assists the Eastern Cape Office of the Premier in comprehending the province's service delivery trajectory, and DBSA, a department with expertise in project funding and highly skilled technical personnel, has been recognised by the municipalities. The district municipality collaborates with ECSECC to develop its IDP document on a quinquennial basis, which serves as a blueprint for the allocation of resources and implementation of policies during the municipal council term. Upon the deployment of the DDM, the planning documents will be employed for the purposes of strategizing, allocating resources, and executing plans. Prior to the implementation of the District Development Model (DDM), the ECSECC relied on generic data obtained from online publications and Statistics South Africa (Stats SA) that failed to provide an accurate representation of each specific region. The frequency of updates provided by Stats SA is insufficient to adequately address potential impacts on community services, such as planning, budgeting, and implementation. The IDP, which is the strategic plan of the municipality, undergoes an annual review, update, and alignment process. The utilisation of the IDP is deemed to be more precise in the context of municipal planning.

4.6.4 Identification of Catalytic Projects

Participants complained of poor cooperation between government departments and municipalities, but they also said municipalities are not aligned. The Service Delivery and Budget Implementation Plan (SDBIP), a municipal operational plan, was discussed. Each municipality's Key Performance Areas (KPA) contain performance metrics by department in the SDBIP. The SDBIP indicated that all municipalities have service delivery strategy, objectives, and plans, but they face challenges in implementing them. Public participation in municipal service delivery aims and plans was stressed by participants. This will ensure that community services meet urgent needs. The participants also agreed that the district municipalities' SDBIPs should align with the local municipalities' and vice versa so that they can all pull in the same

direction and ensure that projects are responded to and all necessary stakeholders complete all components as agreed upon.

In terms of catalytic projects and projects that will be implemented jointly or with the help of other government departments and stakeholders, the participants revealed that the DDM will not bring new projects but rather complete existing projects and find solutions to constraints that prevented proper integration between departments and municipalities. Participants presented their ongoing projects with other stakeholders and the solutions they have found to finish them. KSD PI, a presidential intervention in King Sabata Dalindyebo Local Municipality, is an example. The R61, which connects the Eastern Cape to the Western Cape interior, has been under construction since 2006, and the government has decided to hand it up to SANRAL to finish. SANRAL and the KSD Local Municipality will work together to finish this road, but SANRAL will have custodianship because they have the technical expertise to do it well.

The Municipal Infrastructure Support Agent (MISA), CoGTA, and the National Treasury have developed workstreams to help municipalities work better due to infrastructure backlogs, which affect service delivery. To address service delivery backlogs, these workstreams will streamline initiatives. For instance, the KSD LM wants to become a metro and expects a coordinated effort to do so. Participants discussed the Eastern Seaboard, which will make three local municipalities smart cities and part of the coastal belt connecting Kwazulu-Natal Province and the Eastern Cape. Participants discussed how the DDM will help create this coastal belt and make the Eastern Seaboard a reality. They thought this would revive several industries that had died out.

4.6.5 Challenges in the Implementation of the DDM

This question revealed that each municipality is facing political-administrative challenges that will affect DDM implementation. Some municipalities lack a Municipal Manager, Director Corporate Services, Water and Sanitation, or Chief Financial Officer. These parts are filled by three-month actors. Community services suffer. The national treasury could not accept the municipality's budget since it was unfunded.

This indicated that important positions need permanence or fixed-term contracts to establish accountability through performance agreements. Having different persons act for three-month stints hurts planning and implementation since there is no follow-through, each new person takes time to learn the work and discards some while keeping others. This proves that office bearers do not properly manage their predecessors' work.

State-municipal relations and craftsmanship may also hinder District Development Model implementation. The panel discussion demonstrated municipalities do not want sector departments to dictate. Municipalities seek to be equal partners with departments in project design and delivery. This proves that the DDM needs a win-win relationship. Municipalities as landowners desire to partner with sector departments to provide infrastructure and expertise to finish projects.

4.6.6 Interviews with Department #1:

4.6.6.1 Have public servants been introduced to the DDM?

The study's participants acknowledged that officials in both the district municipality and local municipalities have undergone training on the DDM and are anticipated to implement it. Training has been provided to stakeholders at the municipal level.

4.6.6.2 What is the process of identifying catalytic projects?

The One Plan comprises of catalytic projects that are transdisciplinary and transformational in nature, which have been derived from the Integrated Development Plans (IDPs) of municipalities. The Depression and Bipolar Support Alliance (DBSA) facilitates the development of a comprehensive strategy, known as the One Plan, and manages outstanding tasks and unrealized projects due to limitations. The involvement of stakeholders and the conduct of a thorough needs analysis are crucial in ensuring that projects are able to address pressing needs.

4.6.6.3 How does project planning, budgeting and implementation happen?

The One Plan facilitates project planning, budgeting, and implementation to aid municipal Integrated Development Plans (IDPs) and service delivery imperatives in all

three levels of government. In instances where municipal budgets prove to be inadequate, the Development Bank of Southern Africa (DBSA) undertakes the coordination of projects through the provision of grant financing, while simultaneously seeking support from banking institutions and private donors. Specialised financial institutions and private initiatives have the potential to address pressing societal issues.

The discussions shed light on the comprehension, challenges, and execution of the District Development Model (DDM) within the O.R. Tambo District Municipality.

4.6.7 Interviews with Department # 2

4.6.7.1 What do you understand about the role of the DDM?

Both participants understood the DDM, but one explained it theoretically and the other practically. Both participants stressed the DDM's role in improving government integration by bringing government organisations together to build a single programme. The DDM is a strategy, not a programme, to improve cooperative governance systems. These processes and procedures let government agencies collaborate on planning, budgeting, and long-term initiatives. This question showed that the DDM implements NDP proposals and makes the district the landing strip for provincial and national government programmes.

4.6.7.2 What is your role in the DDM?

The participant described his function as member of the DDM project team focused on intergovernmental institutionalisation of the DDM under the Intergovernmental Relations Framework Act of 2005. However, CoGTA coordinates DDM implementation as a department. As its service provider, DBSA will soon release a DDM progress report. CoGTA works closely with the presidency to monitor and deliver the DDM.

4.6.7.3 Is the role of the DDM being fulfilled?

This question showed that it is too early to tell if DDM will fulfil its duty, but critical milestones can be used to track its progress and whether it has met its goals. The participant said the DDM's institutionalisation phase began in 2021 and will end in March 2025. This data shows that the government's current goal is to strengthen IGR structures in all three spheres. This ensures proper One Plans for all 44 districts and 8 metros.

4.6.7.4 Do you believe municipalities are adequately equipped for the implementation of the DDM?

Participants' answers varied based on their experience. One participant said trainings and DDM hubs in their region equipped the three pilot municipalities. Professionals at DDM hubs assist municipalities. The participant believes the district municipality, local municipality, traditional leaders, and others were extensively consulted. The participant claims that non-piloted municipalities received insufficient capacity building. The other participant added that a lot more effort is needed to institutionalise the DDM and clarify the roles and duties of each government institution. The participant mentioned that local government must recognise that the DDM and One Plan are not simply procedure and product but a vital stakeholder in the DDM.

4.6.7.5 Has the DDM changed how municipalities interact with CoGTA in project planning, budgeting and implementation?

Municipalities are aware of the DDM, thus planning has changed. Municipal service delivery and budget implementation plans will include national major priority areas and indicators to harmonise plans. After profiling each district's demographics, main concerns, and solutions, the DDM hub helped assemble the One Plan. The district and department would then need to choose significant projects for the One Plan catalytic initiatives and refocus them using ECSECC's profile. Participants also said that working in silos is still happening, but there is a minor movement.

4.6.7.6 Who bears the onus of DDM implementation i.e. who bears custodianship in ensuring accountability and follow-through by stakeholders?

Participants said that while CoGTA coordinates the DDM, all stakeholders must be involved to fulfil its goals. All stakeholders—government and private—must work together to make the DDM a success.

4.6.7.7 In what ways will the DDM enhance spatial and developmental impact on communities?

Participants defined spatialisation as translating development priorities and objectives into spatial locations (district and metropolitan) and local areas and then making the logic of these areas manifest in physical and integrated impacts on people's lives and places they live. The DDM strengthens local government and its proximity to communities, therefore the One Plan attempts to spatialize and reprioritize programming and finances in all three realms of government. The DDM encourages clear distinctions between long, medium, and short-term strategic plans based on each sphere's results, targets, and commitment.

4.6.7.8 Do you believe the DDM will achieve its objectives?

Participants believed the DDM would succeed. Participants agreed that the DDM's long-term approach lets each stage be fully implemented before moving on. Participants said that implementing the DDM will require a paradigm shift across all spheres of government and a purposeful change in planning, budgeting, and implementation processes, not just plans. DDM project implementers must undergo a comprehensive change management programme. Political dedication and cooperation, along with community buy-in, will help the DDM achieve its goals.

4.6.8 Interviews with Municipal Officials

4.6.8.1 Has the DDM been introduced to officials?

This participant claims hub administrators have not formalised DDM interactions with middle managers. Middle managers are closer to implementation than legislators and decision-makers, which is concerning. The institution's infrastructure department's only communication has been emails. No personal communication is available to

clarify project implementation concerns facing the municipality. The hub seeks project details by email. This limits DDM planning, which requires physical contact. For instance, the DDM hub unlocks projects on hold to complete them. The participant stated that top municipal authorities are aware of the DDM and its planning, but they only know about project implementation and internet limits through reports. This is why DDM hub staff should visit sites and discuss project details instead of relying just on reports to better determine where assistance is needed to complete projects.

4.6.8.2 What is the process of identifying catalytic projects?

The interviewee said the DDM only deals with established projects. Communication with municipal officials for the DDM required for the institutional Integrated Development Plan (IDP) and departmental Project Implementation Plan (PIP). The One Plan, which includes all District Development Plan projects, was created using the IDP and PIP. The participant said the One Plan comprises municipal and government projects. This district-wide plan covers local municipality projects. The DDM will assist with Water Services Infrastructure Grant (WSIG) infrastructure projects that must be completed within a year. The DDM also has five-year projects. The participant says these projects are usually the hardest. WSIG initiatives are easy to complete and limited by money to cover as many regions as the municipality wants. The participant hopes the DDM will help unlock several projects that the municipality is struggling to finish.

4.6.8.3 How does project budgeting and implementation happen?

The interviewee knows funding will fund project budgets and implementation. Some Regional Bulk Infrastructure Grant (RBIG) projects are counterfunded by MIG. The DWA framework prevents municipalities from double-dipping. RBIG funds raw water treatment, pumping station, and command reserve pumping. MIG funds command reserve, secondary bulk, and reticulation. As a grant-dependent town, local officials realise that the grant funds will be used for DDM project implementation. The DDM hub may help fund more projects and clear service delivery backlogs, accelerating infrastructure development.

The interviewee said the Eastern Seaboard is still in planning. The Eastern Seaboard is a coastal belt connecting the Eastern Cape and Kwazulu-Natal. Port St. Johns in O.R. Tambo will become a smart city because to its coastal belt. The Eastern Seaboard will contribute resources to boost regional sectors. To prepare for growth, several infrastructural developments will occur.

4.7 Examination of Records for Cross-Validation

This section of the research paper contains documentation for cross-validation using the researcher's qualitative data. This section uses documents from municipal websites and local officials. Requesting reports from officials has been difficult. The municipal website does not always upload the required reports, which hinders accountability and supervision.

The researcher might cross-validate the One Plan, Annual Report, Annual Financial Statements, CoGTA, DBSA, DPME, and ECSECC DDM material. The researcher received these documents via email or via the organization's website. The presidential monitoring and evaluation unit, DPME, did not provide a participant for this investigation. The documents received may limit work done following their adoption. Additionally, in-person qualitative interviews help explain the work and its purpose.

4.7.1 Annual Reports

The annual report of the O.R. Tambo District Municipality provides a succinct overview of the DDM. The preliminary statement of the municipal administrator pledges to execute the Disaster Risk Management (DDM) strategy via the One Plan. The presented annual report highlights the necessity of involving local municipalities and other government agencies in the development of the DDM. The section on "IDP participation and alignment" in the annual report solely refers to the DDM of the District municipality. It is recommended that the DM provide a report on the catalytic projects of the One Plan, rather than presenting a simplistic narrative. According to the DM, the DDM has been integrated into its IDP procedures and has successfully conducted a demographic evaluation of the district while also establishing a Geographic Information Management System. The District, in its capacity as the governing

municipality, should provide guidance and motivation to the neighbouring municipalities to endorse and facilitate the implementation of the DDM. The annual report asserted that municipalities have encountered obstacles in engaging at an optimal level due to planning and programme alignment difficulties stemming from inadequate comprehension of the IDP procedures.

Whilst adhering to a prescribed format mandated by the Department of Cooperative Governance and Traditional Affairs (CoGTA) for evaluating municipalities, it is imperative that a descriptive exposition of each municipality's implementation of the District Development Model (DDM) be incorporated in the annual report. The constitution mandates the verification of the coherence of each sphere's blueprint. The sole municipality within the O.R. Tambo region that has provided an account of the District Development Model (DDM) in its annual performance report, specifically in chapter four of the Integrated Development Plan (IDP), is the King Sabatha Dalindyebo (KSD) Local Municipality. A virtual One Plan Engagement session was arranged by the municipality. A transparent approach could have been achieved through the provision of a narrative detailing the implementation and rollout of the DDM within the local municipality.

The remaining four nearby municipalities either failed to publish their yearly reports or did not make any reference to the DDM. This poses a challenge in ascertaining the stage of their DDM implementation.

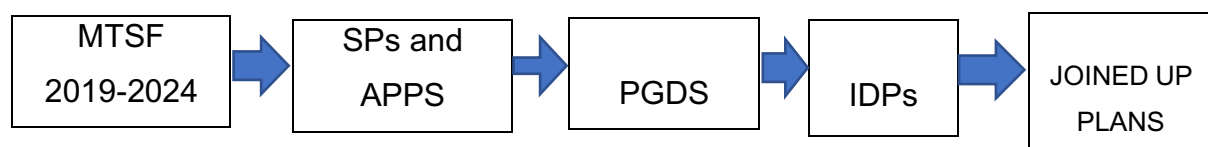
4.7.2 Department of Planning, Monitoring and Evaluation Annual Performance Plan 2022/2023

The steering committee responsible for enhancing the implementation process was placed under the leadership of DPME by the Presidency. The implementation of workstreams facilitates the oversight of the DDM agenda by the steering committee. The annual performance plan of the Department of Planning, Monitoring and Evaluation (DPME) elucidates the Developmental Data and Monitoring (DDM) framework and its corresponding objectives. As a department for presidential planning, DPME has the capacity to provide guidance for cross-governmental planning. Sharing knowledge on planning, monitoring, and assessment can aid in the

effective implementation of the DDM, particularly with regards to establishing clear time lines and ensuring value for money. The departmental performance plan acknowledges that inadequate consistency in the planning and execution of service delivery has impeded the government's capacity to furnish high-quality services, exacerbating poverty, inequality, and unemployment.

The DPME's study outlines the methodology for disseminating the MTSF 2019-2024 to provincial, metropolitan, and district governments through the use of diagrams. The primary objective of DPME is to integrate the plans of the national, provincial, metropolitan, and local districts into a unified plan. In order to achieve alignment, it is imperative that the joint strategy encompasses all seven national priorities within each government sector.

The alignment will cascade down as depicted below:



The diagram presented above illustrates the manner in which the process of national integration trickles down to local integration. This ensures that the collaborative strategy aligns with the country's spatial development framework, encompassing the nine provinces, eight metropolitan areas, and 44 districts. Sustained reporting of geospatial project and intervention particulars will be mandated across all departments to guarantee this outcome. The department implemented a cascading and localising approach to government operations, specifically within metropolitan and district municipalities. The implementation of this localization strategy will guarantee that the Medium-Term Strategic Framework (MTSF) incorporates a cyclical process that involves both hierarchical and grassroots participation throughout the governmental structure. Therefore, the objectives of the MTSF will be achieved, resulting in a positive outcome for its initiatives.

The annual performance plan of the Department of Planning, Monitoring and Evaluation (DPME) presents the department's intended outcomes, including the development of the Infrastructure Delivery Management System (IDMS) in collaboration with the National Treasury. The organisation engages in cooperation

with the national treasury on various initiatives aimed at expediting infrastructure and socioeconomic advancement.

4.7.3 CoGTA Reports

According to the agency, the implementation of the district development concept enhances the coordination and execution of planning across various governmental departments. Metropolitan and district areas are poised to become focal points for investments from both the public and private sectors. The implementation of the DDM has the potential to generate enthusiasm throughout the cooperative governance framework in government, offering a practical approach to enhancing the capabilities of an ethical and developmental state. The DDM, or Delivery and Deployment Model, is a practical and functional scheme that executes governmental aims and tactics.

The implementation of the DDM is carried out by the department via the techniques of spatialisation and reprioritisation. Spatialisation refers to the process of converting development priorities and objectives into specific geographical locations within districts and metropolitan areas. It also involves translating the local spatial logic into a cohesive and comprehensive plan that has a tangible impact on both individuals and physical spaces. The process of reprioritisation involves the evaluation and modification of plans and allocation of resources in order to effectively attain DDM objectives within the specified spatial locations. It is imperative for all tiers of governance to adopt a spatial approach and reevaluate their priorities in order to formulate a comprehensive strategy, referred to as the One Plan, which incorporates the following transformative domains.

Figure 4: District Development Model One Plan



Picture: Department of Cooperative Governance (DDM in Context)

The department has designated DBSA to execute the implementation of the DDM at three pilot sites in order to facilitate the advancement of the DDM initiative. The agency acknowledges the necessity of appointing committed high-ranking personnel to develop and execute the One Plan. As per the department's presentations, it has proposed to engage in intergovernmental coordination and planning structures and sessions across all three levels of government. The aim of this engagement is to offer a sectoral viewpoint on the status of Disaster Risk Management (DDM) and the anticipated outcomes. It is recognised by the department that the institutionalisation of the DDM is imperative and should be incorporated into the annual performance plans and strategic documents of each institution, such as the integrated development plan, in order to ensure successful implementation. The department has expressed its desire for all government sectors, including the commercial sector, to actively participate in and collaborate on Disaster Risk Reduction and Management (DDM) programmes and projects. The stakeholders are expected by the agency to furnish monthly cluster reports concerning the implementation of DDM.

The agency endeavours to stabilise institutions and optimise resource allocation to tackle pressing institutional and governance deficiencies in every district profile. This programme of intervention aims to eliminate political and administrative obstacles that hinder progress. In the latter part of 2022, the President conducted visits to various provinces with the aim of soliciting public participation in the assessment of the

effectiveness of the Disaster Risk Reduction and Management (DDM) programme. As per the audit report, it was observed that the sector departments and local municipalities were not adequately involved in the development of the One Plan. This lack of engagement has had an adverse impact on the quality and precision of the plan, particularly in terms of accurately identifying areas that require attention. The President made a request for the inclusion of all sector departments and district or metro entities in the process of formulating, evaluating, and executing the One Plan by CoGTA. The effective implementation of the One Plan by the DDM Intergovernmental Implementation Coordinating Committee can be facilitated through the utilisation of a well-designed monitoring and evaluation roadmap.

4.7.4 Department of Science and Innovation Presentation

DSI offered its DDM support initiatives. This presentation explains how the DSI values technologically advanced and realistic project solutions. The DSI will leverage the same catalytic projects as the One plan to introduce innovation and technologies that enhance inclusive service delivery. The DSI says the DDM is the best time for government to foster inclusive innovation and an entrepreneurial state. The DSI's enthusiasm proves that the DDM can be used in all industries, but each sector must adjust it to its goals. The DSI wants to use the DDM to implement its Decadal Plan to promote economic construction and recovery:

- *Creating an enabling environment for innovation to catapult inclusive development.*
- *Creating an enabling environment for using innovation to support existing sectors of the economy.*
- *Creating an enabling environment for supporting new sources of growth*
- *Procurement of locally developed technologies.*
- *Commercialisation of publicly funded IP.*

The DSI recommends the implementation of georeferenced budgets within District Municipalities as a means of financing the DDM. The department recommends conducting a gap analysis to assess the extent to which government initiatives (at all levels) effectively tackle developmental challenges and material circumstances, by

juxtaposing them against DDM development profiles. The pragmatic programme known as the Digital Service Infrastructure (DSI) is designed to implement the Digital Delivery Management (DDM) methodology with the aim of minimising the gap between the government and its citizens. The DSI proposes that in order to achieve maximum impact and streamline interdepartmental resources for any given project, it is advisable to prioritise the district and local levels as they are the sectors closest to the people.

The development approach of the DDM is founded on constitutional principles with the aim of enhancing the regulation of Cooperative Government. The enhancement of local government and its proximity to the populace can be facilitated through stakeholder interactions and public participation. The implementation of spatial management strategies is imperative in order to optimise the efficacy of governmental initiatives within every district. The sustainable growth of an area can be achieved by managing rural-urban migration through the control of spatial form, land release, and land development while simultaneously supporting local economic drivers. The DSI acknowledges that the DDM is a strategic planning initiative that necessitates prioritising infrastructure investments to provide fundamental services in densely populated areas, while simultaneously addressing immediate governmental and service delivery demands.

4.8 Conclusion

The concluding section of this chapter presents the qualitative research outcomes. The chapter commenced with a succinct overview of the historical background of the research domain, followed by a delineation of the study's participants. Interviews were conducted with government departments at the municipal, provincial, and national levels. The purpose of this endeavour was to acquire knowledge regarding the implementation of the DDM by each respective branch of government. The various stakeholders involved in designated role participation provide unique perspectives on their involvement in decision-making processes and its implementation.

The data presented an overview of the extent to which various government sectors embraced the DDM. The statistical data gathered indicates that the DDM is currently

in the planning phase, despite previously established timelines suggesting that implementation should have already occurred. The implementation of DDM has been impeded by structures and systems. The DDM is gradually achieving its objectives. Additional stakeholder engagements are required to facilitate the attainment of its objectives and enhance comprehension of its implementation requirements. The present chapter demonstrates that individuals holding political positions exhibit a positive attitude towards the DDM and possess knowledge regarding its various initiatives. Certain participants believe that they have effectively involved local governments and governmental agencies in the implementation of the DDM.

The findings from the conducted interviews indicate that the implementation of the DDM is deficient in achieving synergy, primarily due to a misapprehension of its mandate. The lack of clarity regarding the role of the DDM in municipalities could potentially account for this phenomenon. The utilisation of the DDM in project planning and implementation has not been widely adopted. The political leaders endorse the concept of the DDM, however, they express concerns regarding the potential involvement of other governmental entities in the municipal operations, which may lead to a loss of control over the municipality. According to Myles Munroe's assertion, effective leadership is the cornerstone of success, implying a need for heightened political involvement. The level of engagement between authorities and municipal officials responsible for project implementation has not been sufficient for them to comprehend the DDM.

The service provider has expressed their willingness to assist communities in the installation of the DDM. The participants expressed that the acquisition of data, particularly from minor municipalities, may present difficulties, thereby necessitating reliance on the district municipality to access and obtain the DDM information. The interviews conducted revealed that the respondents exhibit a tendency to circumvent the involvement of municipal officials, opting instead to devise their own strategies and incorporate pre-existing plans such as the Integrated Development Plan into their overarching approach, as opposed to collaborating with said officials. The lack of clarity surrounding the DDM hub's role in facilitating the integration of the municipality's plan with those of other government departments for collaborative implementation has resulted in a continued absence of coordinated planning efforts. The District

Development Model lacks a designated operational channel. Real-time meetings with project stakeholders are not being conducted.

The institutionalisation of the Disaster Management Division (DDM) has been progressing under the purview of the Department of Cooperative Governance, despite encountering notable obstacles. The DDM Implementation Framework and One Plan guidelines have been formulated. The municipalities and governmental entities affiliated with the DDM have presented challenges in terms of collaboration. The Data-Driven Marketing (DDM) approach requires supplementary assistance to achieve its objectives. An urgent requirement exists for a DDM workstream that can effectively report and communicate progress related to DDM. The implementation of the Data Driven Management (DDM) framework can be enhanced through the establishment of the DDM Implementation Coordinating Committee, which would be responsible for ensuring accountability in the DDM process. Utilising the DDM IMS system to monitor project progress remotely is a significant advantage. In order to effectively capture the needs and interventions of a community, it is imperative to establish increased communication and collaboration with government departments and municipalities.

The DBSA facilitated O.R. Tambo's selection as a pilot site, although the municipal documentation lacks adequate reporting on the DDM. The service delivery and budget execution plan of each municipality lacks DDM projects. The performance agreements of directors and accounting officers do not encompass the implementation of the DDM project. Enhanced institutionalisation and enforcement of Data Driven Management (DDM) is imperative.

CHAPTER 5: INTERPRETATION AND ANALYSIS OF DATA

5.1 Introduction

Qualitative research is a methodology that aims to interpret the meaning of data and identify information that can enrich the data. The process of analysing and interpreting data necessitates a systematic approach to collating and arranging data that effectively addresses the research inquiries and goals (Ngulube, 2015). Comprehension of the research study area is imperative for the researcher to effectively interpret the data. The process of interpretation is essential in deriving significance from factual information, albeit a demanding and time-intensive undertaking. According to Ngulube (2015), qualitative research generates copious amounts of data that are contextually rich, subjective, and comprehensive. According to Henning, Van Rensburg, and Smit (2004), the evaluation of data is the ultimate examination for a qualitative researcher. Ngulube (2015, p. 133) defines data analysis as the process of examining, analysing, recognising, coding, mapping, investigating, and defining patterns, trends, themes, and categories in raw data to comprehend and convey their intrinsic meaning. The interpretation of this involves the application of inductive analysis and creative synthesis.

The culmination of a qualitative inquiry involves the interpretation of data, a complex task due to the ongoing, unpredictable, and incomplete nature of the processes involved in enabling interpretation and representation (Ngulube, 2015). The process of interpretation involves the evaluation, examination, and refutation of empirical data, even in the face of persistent discord. Samples are commonly used in research to provide sufficient detail and precision for researchers to evaluate analyses that are representative of a population. The process of collecting data is imperative in order to establish and authenticate the interpretation of data. According to Ngulube (2015), a comprehensive interpretation should encompass the perspectives of participants, reflections of the researcher, and a multifaceted problem description. The verbiage and remarks of participants are frequently employed and cited as evidence of how participants articulate meanings distinctively from the researcher.

It is imperative for qualitative researchers to exercise caution in accurately interpreting data without any form of addition or subtraction. Therefore, it is imperative for the research to take into account the deficiencies of the study area as well as the existing research and its interpretations. It is imperative for the researcher to acknowledge and consider their preconceived notions, biases, and individual convictions throughout the research process. The support of research findings is imperative for the interpretation process.

The present chapter undertakes an analysis of empirical research data. The preceding section of this study will provide guidance for analysis. The utilisation of deductive reasoning is poised to effectively analyse and comprehend the aforementioned data. The process of generating novel theory from research data is referred to as inductive reasoning, which stands in contrast to deductive reasoning as per Oussi's (2020) assertion. The present study posits that the absence of a practical operational strategy hinders the provision of services and aggravates socio-economic challenges in South Africa.

The present study aims to investigate whether the District Development Model can serve as an effective operational strategy for enhancing service delivery and socio-economic outcomes in South Africa. To achieve this objective, the study will analyse the implementation of the model in the O.R. Tambo District located in the Eastern Cape province.

The present chapter will initially examine the concerns that precipitated this investigation. Subsequently, the present chapter will undertake an analysis and explication of the research outcomes by utilising the conceptual framework. The forthcoming chapter will be structured thematically to present discoveries that facilitate the researcher in addressing the research questions and objectives.

5.2 Problem Statement

The present investigation centres on the challenges related to service delivery in the O.R. Tambo District. Governmental measures have been implemented to tackle service delivery challenges across different sectors. The government has

implemented various development strategies such as commissions and workstreams to tackle socio-economic challenges and enhance service delivery. The aforementioned initiatives and policies recognise the insufficiencies of the service delivery infrastructure. However, it has been acknowledged by the government that their objectives are not always attained.

The District Development Model was formulated with the aim of translating governmental strategies into feasible programmes. A constitutional mandate is necessary to establish an operational strategy that can effectively bridge the gap between planning and implementation. The development models that prioritised socio-economic constraints were unsuccessful due to their reliance on a strategy-driven approach. The Department of Monitoring and Evaluation (DPME) under the Presidency necessitates a monitoring tool to be employed for all strategic imperatives. The DPME has acknowledged that certain policies require a specific and practical approach to implementation, emphasising the importance of pragmatism in addressing various government policy imperatives.

This study aims to examine the service delivery objectives of the District Development Model in the O.R. Tambo District. The analysis scrutinises the implementation of the concept, evaluates the extent of progress achieved, and assesses the potential benefits that it may bring to communities. The study identifies various structural configurations that enable the implementation of the model.

5.3 Governance for the Implementation of the District Development Model

Mechanisms for implementation of the District Development Model, their effectiveness and sufficiency:

The preceding chapters have demonstrated that governmental establishments that have implemented the District Development Model (DDM) have made advancements towards achieving its objective. However, advancements have been sluggish, particularly in the O.R. Tambo District, as a result of inadequate systematic directives. The District Development Model (DDM) lacks established protocols to incentivize

cooperation between government and private sector entities engaged in infrastructure development and service provision.

As per the provisions of section 154(1) of the Constitution, it is mandated that the national government and provincial governments should provide legislative and other forms of support to enhance the ability of municipalities to effectively manage their own affairs, exercise their powers, and carry out their functions. The imperative for governmental entities to establish conducive conditions for local government to achieve its goals is evident. As stipulated in section 153 of the same, local government's primary objective is to prioritise the fundamental necessities of the community and foster its social and economic advancement by organising and overseeing its administrative, budgetary, and planning procedures, as well as participating in national and provincial development initiatives.

According to the CoGTA (2020), the DDM is a paradigm that adopts an interventionist approach to expedite the delivery of services, implementation of projects, and provision of community amenities. Hence, it is imperative that the district development model be designed to produce efficient government productivity systems. The administration of education, hospitals, human settlements, and fundamental infrastructure such as water, sanitation, and electricity is typically under the purview of provincial and national governments, with certain exceptions. Numerous academic investigations have revealed that local governance encounters a capacity issue that has a significant impact on the provision of services. It is widely acknowledged that national and provincial governments have a responsibility to provide support to local governments in the execution of their duties. This implies that it is the responsibility of both national and provincial governments to ensure the successful functioning of service delivery systems. It can be argued that local government is only able to function in an ineffective manner if such inefficiency is a deliberate choice. The objective of this study was to refute the protocols implemented by accountability spheres of local governments in order to ascertain their efficacy.

Therefore, it is imperative to scrutinise the interplay between the local government and oversight bodies such as the Auditor General South Africa, National Treasury, the Department of Cooperative Governance and Traditional Affairs, among others. The

aforementioned institutions have identified a deficiency in the local government's ability to enforce service delivery imperatives. However, it remains unclear whether they have proposed any remedies to address the issue of inefficiency within local government. This prompts an inquiry into the capability of these entities to effectively supervise, or if the legislation that assigns them with such responsibility is insufficient in its breadth to enable them to provide redress.

The successful implementation of the district development model is contingent upon adherence to appropriate protocols. According to the participants, there exist politico-administrative issues within towns that give rise to development concerns. Several municipalities within the O.R. Tambo District were found to lack a Municipal Manager, which serves as the highest administrative role. The district municipality is currently experiencing a dearth of key personnel, including a Municipal Manager, Chief Financial Officer, Director Corporate Services, and Director Water and Sanitation, which are considered to be critical positions. The administration of municipalities by acting officials without performance agreements may facilitate the evasion of accountability. Consequently, certain projects or programmes may remain unfinished upon the arrival of a new individual assuming the position after a period of three months. The negative impact on the DDM has been observed, however, it has been established that the larger concern pertains to the municipal systems and regulatory supervision. The alteration of incumbents ought not to have an impact on the implementation of office programmes.

Therefore, it is imperative for the local government to endeavour, within its financial and administrative capacities, to fulfil the objectives outlined in subsection 1, which include:

- a) Provide democratic and accountable government for local communities.*
- b) Ensure the provision of services to communities in a sustainable manner.*
- c) Promote social and economic development.*
- d) Promote a safe and healthy environment; and*
- e) Encourage the involvement of communities and community organisations in the matters of local government.*

Previous research has demonstrated that the belief that different branches of government ought not to interfere with one another may serve as a pretext for undermining oversight mechanisms.

Despite opposition from local leaders, the implementation of the DDM has yielded some notable achievements. Stakeholder engagements have been utilised by participants to elucidate the DDM and guarantee comprehension of its worth by municipalities. The stakeholder dialogues have facilitated the introduction of the DDM; however, they have not assuaged the apprehensions of municipalities regarding the potential takeover of their responsibilities by other governmental entities and affiliated organisations.

The personnel at the DDM hub encountered difficulties in collaborating with multiple towns, thereby impeding the pace of implementation. As previously indicated, certain participants were compelled to seek assistance from the district municipality in order to elicit compliance or a response from local municipalities with regard to their communication. The utilisation of ECSECC data has resulted in challenges. The issue of utilising generic reports without custodians (i.e. the responsible municipality) remains unresolved. Dynamic Data Masking (DDMs) can effectively bridge this informational divide.

The local government disseminated information to members of the community regarding the Disaster Risk Management (DDM) framework and its potential to enhance the operational capacity of municipalities during Integrated Development Plan (IDP) roadshows. Local governments are proficiently utilising public participation platforms to provide essential resources such as the DDM to their respective communities. The MFMA, also known as the Local Government Municipal Finance Management Act of 2003, mandates that municipalities must integrate communities into their planning and budgeting processes. The White Paper on Local Government underscores the importance of municipalities customising their policies and service delivery to align with the preferences of the community. As per Section 19 of the Local Government: Municipal Structures Act of 1998, it is mandatory for the municipality to conduct an annual assessment of community needs and priorities to ensure efficient supervision. It is recommended that the organisation adopt strategies to ensure that

its institutional and delivery procedures effectively meet the requirements of the community.

The documentation pertaining to municipal compliance and performance agreements ought to demonstrate the municipalities' dedication towards the implementation and inculcation of the DDM. The research revealed that the municipal compliance documents, namely the IDP, Annual Report, Annual Performance Report, and Budget, do not adequately reflect the District Development Model. The lack of operationalization of the DDM is evident in the municipality's five-year IDP and one-year SDBIP, indicating a lack of commitment. The municipality's plans do not demonstrate any inclination towards the implementation of DDM initiatives. The performance agreements of the Director and Municipal Manager do not make any reference to the implementation of DDM.

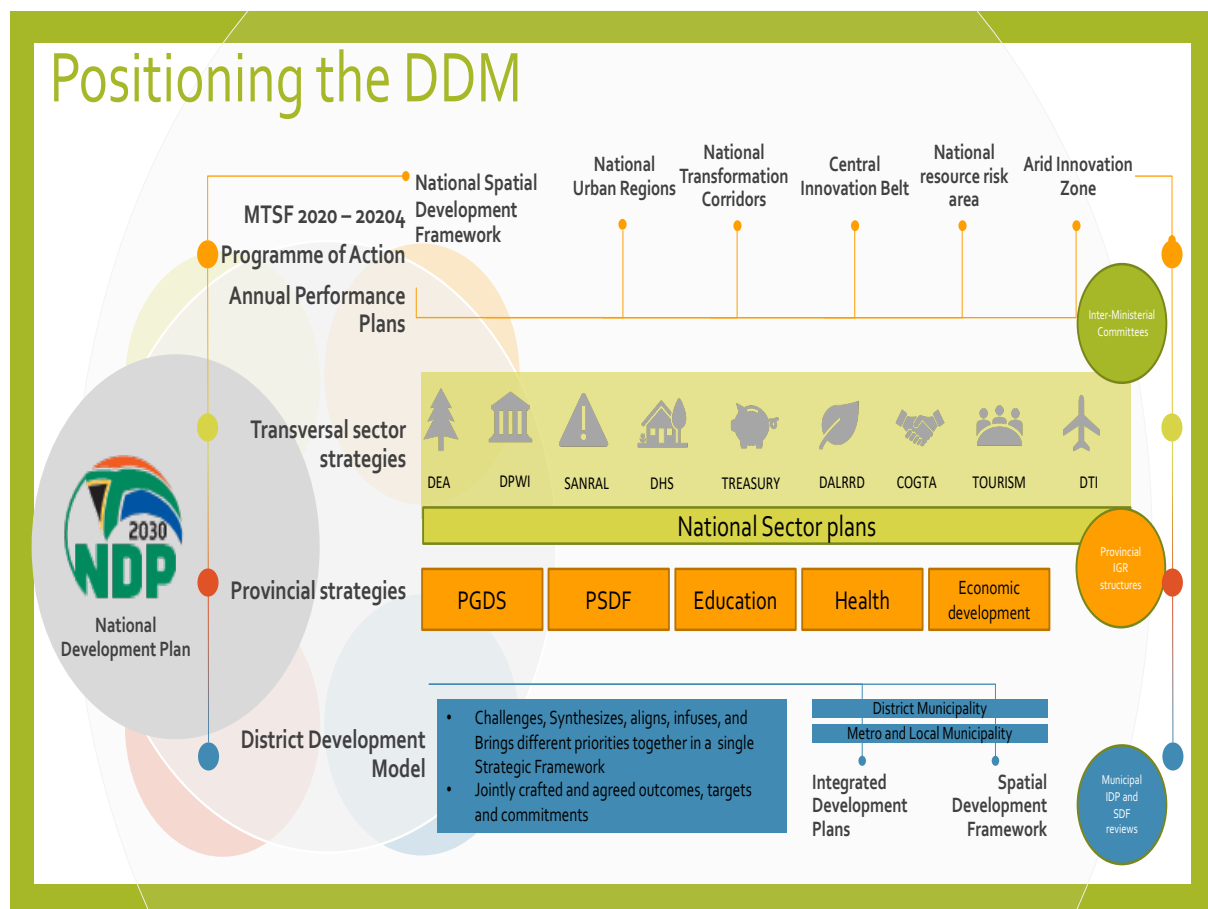
Therefore, the findings of this study suggest that the protocols employed by local governments to execute the DDM and integrate it into organisational frameworks are insufficient. This inquiry reveals that the district development model and its associated assistance are insufficiently comprehended within institutional frameworks and inadequately conveyed to communities, thereby impeding effective oversight. The periodic forum of the District Development Model panel discussion, which involves the participation of mayors from neighbouring municipalities, is deemed crucial for those localities that possess a comprehensive comprehension and recognition of the model. The study's findings suggest that the absence of institutionalisation and accountability imperatives hinders the implementation of the deployment.

5.4 Coordination of the District Development Model (Interaction Between the Three Spheres Of Government)

It is imperative that the Doctrine of the Separation of Powers (DoSP) be upheld by the Dual Decision-Making (DDM) process, which necessitates the cultivation of harmonious and collaborative relationships among the executive, legislative, and judicial branches of government. The study's participants observed that the National Development Plan and National Spatial Development Framework will continue to serve as the primary point of reference for guaranteeing that all levels of government

allocate resources towards the realisation of government's strategic objectives. The study participants emphasised that the utilisation of the DDM would facilitate intergovernmental collaboration in developing a reliable and efficient framework that incorporates both long-term strategic development planning and execution, as well as short- to medium-term strategic operational plans. The placement of the DDM is strategic, as it serves to underscore the notion of integrating the three spheres of government, namely the NDP, MTSF and NDSF.

Figure 5: Positioning the DDM



Picture: Department of Cooperative Governance (The District Development Model)

The dissemination of strategic planning, which encompasses the formulation of objectives and goals, will be carried out via cooperative governance channels. According to the participants, the alignment of the NDP, PDP, and IDP would enhance cooperative governance and intergovernmental interaction channels. The implementation of coding procedures can facilitate the alignment of documents and the identification of crucial performance metrics. This will ensure that all planned

projects adhere to the National Development Plan (NDP) deadlines. This measure can aid in the prevention of district or local internally displaced persons (IDPs) from executing aims that have been phased out, restructured, or repurposed by the National Development Plan (NDP). According to the participants, the implementation of the DDM reinforces the efficacy of pre-existing tools and their interrelationships, rather than introducing novel ones. The utilisation of the DDM has the potential to enhance and optimise intergovernmental procedures such as the Medium-Term Strategic Framework (MTSF), Medium-Term Expenditure Framework (METF), and Built Environment Performance Plans (BEPP). These processes are mandated by legislation to facilitate improved alignment within the government.

Diverse governmental sectors are characterised by distinct missions and roles. Certain industries seem to be delaying the implementation of the DDM until additional guidance or official authorization is provided. In the panel discussion, representatives of local governments expressed optimism that the Disaster Risk Reduction and Management (DDM) policy would not be employed by the government as a means to curtail their service delivery responsibilities. The perceived level of altruism of the DDM by the local community may not align with the assertions made by the government via CoGTA. The participants proposed further engagement as a means of addressing all government-related matters. Other participants have contended that there have been adequate engagements and workshops, and that the local government may exhibit reluctance in implementing the DDM. Nonetheless, if this matter is not resolved, the DDM could continue to be constrained.

Although the DDM hub was acknowledged by participants as a useful tool for enhancing coordination of DDM implementation across all three levels of government, there were some who opined that it would have been more expedient to deploy hub personnel to municipalities until the DDM is fully implemented. This facilitates a seamless transition from the individual preparation of each government sphere to a collaborative planning approach involving all three. The issue of provincial and national government encroaching on the responsibilities of local government is a matter of concern. This could potentially mitigate specific concerns related to the implementation of DDM for all parties involved. The physical presence of employees

at the DDM hub may contribute to the institutionalisation of the DDM by garnering administrative and political support.

The effective implementation of the DDM at an institutional level and as a means to enhance project implementation is contingent upon institutionalisation. A comprehensive understanding of the internal workings of the DDM within an institution's administrative framework is crucial for effectively applying it in a pragmatic manner. Given that the O.R. Tambo District Municipality comprises distinct IDP and IGR units, it is imperative that the respective objectives of each unit are unambiguously articulated. The study participants verified that the Decision-making and Decision-support Model (DDM) is founded on the Integrated Development Planning (IDP) unit for strategic planning. The absence of participation by the IGR unit in the implementation of the DDM within the institution may indicate a deficiency in comprehending its positioning. Despite the constitutional obligation that supports intergovernmental relations (IGR), the IGR unit experiences a sense of exclusion in relation to the mandate of the District Development Model (DDM).

The aforementioned issue underscores a broader challenge in the execution of the DDM, wherein the absence of a resolution to the custodianship matter at the local government level may impede the appropriate dissemination of information beyond the confines of the institution. The Extended District Mayors Forum (DIMAFO) serves as an intergovernmental relations (IGR) platform for municipal mayors to convene and deliberate on matters pertaining to their respective municipalities, with a view to proffering solutions to identified challenges. It is recommended that the forum prioritises the implementation of the District Development Model (DDM) until it becomes fully integrated into institutional frameworks. The coordination issue pertaining to DDM can be resolved through the implementation of workshoping and stakeholder participation. Therefore, it is imperative for local authorities to establish distinct domains of governance and engage with relevant parties at the Intergovernmental Relations (IGR) department, while also coordinating project planning activities through the Integrated Development Plan (IDP) unit, which serves as the foundation for strategic planning. Enhancing communication in DDM and optimising project implementation.

According to the participants of the DDM hub, it is recommended that the IDP be utilised as the initial reference point. This is since the institutional Project Implementation Plan (PIP) outlines the infrastructure projects that the municipality is currently undertaking or intends to undertake within a specified fiscal year.

Various governmental entities have devised strategic and operational approaches for their undertakings. As per the participants, the One Plan offered by DDM integrates various planning papers into a single pragmatic and implementable document to tackle this issue. The implementation of The One Plan is expected to serve as the foundation for the DDM. Over the intermediate period, the One Plan's implementation of the DDM will enhance collaborative governance, unified planning and spatial reconfiguration, comprehensive economic advancement, and equitable development and allow citizens to contribute and partner in development within their regions.

The objective of the DDM is to enhance the strategic alignment platforms of the intergovernmental relations (IGR) for the three spheres of government. This will be achieved by implementing a unified plan, known as the One Plan, for each sphere. The One Plan will serve as a comprehensive guide for all strategic investment spending and project delivery. Standardisation of six transformation areas is planned to be implemented throughout the government. The objective is to synchronise and concentrate on the subsequent domains: Demographic and District Profile; Governance and Financial Management; Integrated Services Provisioning; Infrastructure Engineering; Spatial Restructuring; and Economic Positioning (Department of CoGTA, 2023). The alignment of plans and budgets in IGR processes is achieved through the utilisation of various legislated processes such as the Medium-Term Strategic Framework (MTSF), Medium-Term Expenditure Framework (METF), and Built Environment Performance Plans (BEPP). However, there is a need for better coordination, improvement, and streamlining of these processes into local government processes.

Workstreams have been established to oversee and address coordination concerns related to DDM. The management of these workstreams will be overseen by steering committees situated throughout the government. The study's participants indicated

that the implementation of DDM in O.R. Tambo is supported by a functional workstream and a steering group responsible for reporting. This measure could potentially address the problem of certain participants requiring assistance from the district municipality to obtain information from one of the nearby municipalities. It is imperative for stakeholders to engage in collaborative efforts and take responsibility for these various workstreams. According to a participant, the practise of assigning blame to other stakeholders in the event of project failure will be eliminated through collaborative planning and implementation. This can be achieved by ensuring that all stakeholders fully utilise workstreams and steering committees, thereby preventing any stakeholder from being left behind.

The steering committee, comprising of the district hub manager, representatives from the Department of Cooperative Governance and Traditional Affairs (DCoG), as well as district and local municipality managers, will be responsible for ensuring the effectiveness of the district hub. The committees are tasked with providing guidance on various aspects of the project, including but not limited to integrated planning, capacity building, shared resourcing, and impact monitoring. The steering committee will oversee the reporting of the implementation of mutually agreed upon work plans aimed at enhancing the effectiveness of the DDM by all levels of government and relevant stakeholders. The establishment of steering groups is expected to enhance service delivery efficiency by promoting interagency cooperation and mitigating bottlenecks.

The observation made by the researcher suggests that effective coordination necessitates the active participation of stakeholders, consensus-building, and adherence to legislative mandates that mandate compliance with the DDM. The One Plan seeks to eradicate discrete plans, although legal requirements mandate institutional strategy documents such as the IDP, PDP, and NDP. It is recommended that governmental entities and relevant parties place their confidence in the altruistic nature of the DDM to enhance coherence, provision of services, and progress. The lack of integration between the One Plan's development and the business processes of government institutions poses a challenge to achieving compliance with DDM.

5.5 The Adequacy of the District Development Model in Solving Socio-Economic Challenges

The present study aims to investigate the systems and institutional arrangements that facilitate the DDM's efficacy as a project implementation mechanism in addressing the issue of sufficiency. The socio-economic aspect of the region is influenced by a multitude of intricate internal and external factors. The present study has centred its attention on the role of infrastructure development in shaping sectoral specialisation, encompassing unique social sphere components and the involvement of development entities in collaboration and economic integration. The involvement of local government in infrastructure investment and economic development is of paramount importance.

According to the Public Affairs Research Institute (PARI), the District Development Model is predicated on the assumption that the country is beset with inadequate services and a significant infrastructure deficit, which are attributable to a dearth of coordination in planning and execution. PARI further contends that this model represents a solution in search of a problem. According to PARI, enhancing coordination could potentially contribute towards the advancement of infrastructure development and community amenities. However, the DDM neglects to tackle the fundamental and indispensable challenges that local government encounters in providing services. According to PARI, governmental entities tend to expeditiously address perceived issues without initially discerning the fundamental matter, which could potentially possess various aspects. The organisation identifies adherence to supply chain regulations as a significant hindrance to progress. This critique encompasses the budgetary constraints and skill deficiencies of small municipalities. This poses a significant challenge for rural municipalities that lack the ability to generate revenue and achieve self-sufficiency. According to PARI, the government's current remedies are inadequate as they fail to address significant structural issues that facilitate mechanisms such as the DDM.

The participants hold a positive outlook regarding the ability of the DDM to achieve its service delivery objectives. The proximity of local government to communities was highlighted by participants as a significant factor in its contribution to development

objectives. District hubs are established within the jurisdiction of municipalities by the government, as these entities are responsible for providing services directly to communities. The strategic placement of district hubs is intentional, serving as an expansion of the Department of Cooperative Governance and Traditional Affairs (CoGTA) in order to provide technical support for the District Development Model (DDM) and the One Plan. The DDM hubs are responsible for upholding a comprehensive approach to programme coordination across the government, with a focus on fostering collaboration and inclusivity. The participants have expressed that the centres will prioritise impact in order to enhance the quality of life for local inhabitants. Through the DDM, the hubs will have the capacity to modify and sustain communities, thereby fostering an economy that is both inclusive and sustainable while also promoting competitiveness. DDM centres aim to optimise both government and non-government resources by providing support, capacity building, and resources. The implementation of a hub is expected to enhance service and resource optimisation by eliminating duplicative resources and activities while offering specialised resources through the establishment of project management units (PMUs).

The respondents elucidated the potential of the Decision-making Decision (DDM) framework in facilitating the reordering of priorities to attain the intended long-term advantages. The DDM acknowledges that the allocation of governmental resources to municipalities is adequate for enhancing the well-being of citizens, albeit necessitating enhanced coordination and direction. The act of reprioritization has been shown to enhance the utilisation of resources. This is the reason why the One Plan is purported to be instituted within pre-existing planning and institutional process plans. The primary objective of this initiative is to prioritise significant reforms that are necessary to expedite socio-economic progress. The One Plan is intended to oversee the evaluation of recommended development, departmental tactics, and annual performance plans and budgets, rather than serving as a substitute for them. According to critics, the One Plan functions beyond the purview of official government planning procedures. However, its primary objective is to effectively amalgamate pre-existing plans to collectively articulate development outcomes, targets, and commitments in a strategic manner.

The DDM (Degree Distribution Model) has been a rigorous scientific examination of every hub node, rather than a random selection process, as some individuals have asserted. This diagnostic inquiry aims to identify specific challenges in order to facilitate the development of tailored solutions. The O.R. Tambo One Plan is designed to tackle distinct challenges that require the collaboration of governmental and non-governmental partners across three domains. The diagnostic study conducted by the district hub has identified a number of challenges, which are as follows: a) The restructuring of land ownership; b) The implementation of responsible governance; c) The provision of supporting infrastructure; d) The enhancement of institutional performance; e) The alignment of tertiary institutions; f) The provision of funding support for regional initiatives; g) The identification of opportunities that have an impact on the area; h) The development of agriculture; i) The promotion of the oceans economy; j) The advancement of tourism; k) The growth of forestry; l) Th According to the respondents, the diagnostic investigation will examine various factors such as demographic, economic, geographical, infrastructure, service delivery, and governance & management in order to gain a deeper comprehension of the aforementioned challenges. Therefore, these factors have an impact on the development of a particular region.

In order to evaluate the efficacy of the DDM in tackling the socio-economic difficulties faced by O.R. Tambo, it is imperative to comprehend these challenges within a broader political and administrative context that encompasses specific structural dimensions. Examining the aforementioned concerns and the strategies proposed by the DDM necessitates a degree of positivity that is uniquely South African, given the present circumstances of our local government entities. One participant expressed their opinion on the topic by stating that while the DDM may not be a perfect solution and may not fully address all current concerns, it is still worth considering and attempting to implement. Understanding the capacity and resource allocation and utilisation issues of the DDM could have a positive impact on the development of our nation. Although holding a positive outlook, it is imperative to acknowledge the potential impact of human intervention. Our intention is to provide assistance to the DDM's strategy and operations while avoiding any potential interference.

5.6 Conclusion

This study suggests that the DDM has to be properly integrated within the institutions it aids. The DDM is a mechanism that stakeholders need to understand to avoid impeding its execution, but its coordination needs more clarity. Improved collaboration between government areas is also needed. This research shows that the O.R. Tambo District needs to effectively place the DDM custodianship within the municipality since the IDP and IGR sections are managed by different managers. The DDM must be part of the municipality's IGR to better coordinate with other government agencies.

The DDM's positioning can strengthen accountability procedures through intergovernmental structures' monitoring and evaluation framework. Positioning it right will allow all levels of government to benefit from each other's capacities without invading.

Mechanisms must be integrated into government operations to succeed, according to research. Thus, the DDM must compel cooperation from government agencies. This can only be done if government institutions trust the DDM's benevolence and welcome its initiatives. Stakeholder engagement must be thorough.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

The present chapter aims to elucidate significant discoveries from the investigation and explicate the potential impact of the District Development Model on O.R. Tambo District. The present section provides an overview of the research's objective prior to its termination. The concluding section of this paper provides an overview of the methodology employed in the research. The study will additionally provide a summary and analysis of the interviews and questionnaires administered to the participants. Upon the completion of data presentation and interpretation, the researcher will provide suggestions for enhancing the District Development Model. The recommendations presented in this section are based on the underlying reasoning established in the preceding chapters of the study. The researcher intends to suggest mechanisms for development across the entire government.

6.2 Conclusion

The present investigation sought to analyse the impact of the District Development Model on the socioeconomic challenges faced by the O.R. Tambo District. The study centred on the enhancement of infrastructural and local economic growth as a means of ameliorating the well-being of individuals and communities within the region.

The District Development Model was implemented by the government in order to effectively execute strategic plans and documents. The Constitution established the DDM with the purpose of facilitating efficient planning among the three branches of government. The DDM is responsible for coordinating resource utilisation across three distinct government domains, each with unique constitutional mandates, in order to expedite development.

O.R. Tambo District was selected by the government as one of three experimental sites to implement the DDM and employ various instruments to facilitate coordination of planning, budgeting, and implementation across the three tiers of government. The

present investigation scrutinised the structural and procedural mechanisms of the DDM in attaining its objectives.

The present investigation aimed to assess whether the implementation mechanisms of DDM that have proven to be effective would facilitate its intended implementation. The present study investigated the potential for enhancing the applicability of the DDM in specific contexts, such as the O.R. Tambo District, which is characterised by political tension, poverty, and inadequate development. The present research investigated the extent to which governmental entities have the intention to facilitate the growth and success of the DDM in novel situations. The study also investigates the potential of the DDM in addressing matters pertaining to institutional development.

In the preceding chapters, the scholar analysed the imperatives of public policy in government and their effects on the implementation of policies. The study investigated the necessity of adequate public policy imperatives that entail the provision of spaces for policy development and management, securing sufficient resources to drive processes, conducting comprehensive stakeholder analysis for a strategic implementation roadmap, and establishing effective managerial and accountability systems to facilitate the successful implementation of policy. The study focused on the obstacles encountered during policy implementation, including the need to reduce political intervention, enhance operational efficiency, and optimise resource allocation to attain policy objectives.

The study analysed the governance frameworks that facilitate the DDM's ability to expedite infrastructure development and assessed their potential to foster a conducive setting for operational intervention. The study investigated the systemic and structural mechanisms present in the three branches of government and identified their inhibitory effects on policy implementation. In order to effectively implement the DDM, it is imperative that governmental sectors exert greater effort.

The findings of the analysis suggest that the internal and international coordination of the DDM is inadequate. The researcher posits that the institutional placement and reporting systems of the DDM ought to be conspicuous, yet the O.R. Tambo District has demonstrated otherwise. The District Development Model (DDM) has been

assigned a specific intergovernmental function, however, the municipality has opted to position it within the domain of strategic planning, thereby precluding its inclusion in the Extended District Mayors Forum (DIMAFO).

The present study posits that the implementation of work streams may enhance the efficacy of the DDM within institutions by establishing unambiguous performance indicators and targets that facilitate accountability and reporting. However, it is noteworthy that these work streams are not subject to monitoring or evaluation. The O.R. District municipality facilitates the penetration of smaller municipalities by the DDM hub. Given that the pilot phase has concluded and the implementation of the DDM is underway across all municipalities, it is reasonable to assert that this ought not to be the prevailing circumstance.

The scholar proposes that the incorporation of the Disaster Risk Management (DDM) should be integrated into the planning and implementation mechanisms of the municipality. As such, the Integrated Development Plan (IDP) should mandate a comprehensive situational analysis and guarantee that the organization's scorecard in Chapter four of the IDP encompasses measurable indicators and objectives for the DDM within the governance key performance area, particularly in the Intergovernmental Relations (IGR) unit. The municipality will ensure that the reporting on the DDM takes place during its multi-stakeholder IDP and Budget Representative Forum meetings, the Extended District Mayors Forum, its executive committee meeting the Mayoral Committee, and on certain occasions, the Council. The prioritisation of the DDM will be discussed at the annual Strategic Planning session and the Mayoral Lekgotla, which are forums for political and traditional leaders to deliberate on matters pertaining to municipal development and service delivery.

The findings of this research indicate that the implementation of the DDM may not be deemed as a legislative priority. The scholar is referring to a mechanism that can ensure compliance with legal mandates. The DDM, or District Development Model serves as an interventionist tool aimed at addressing the issue of government agencies functioning in isolation. As such, it is imperative that the institutions utilising this mechanism establish appropriate reporting mechanisms. The Deployment Decision Model (DDM) is not intended to supplant any existing strategy or

performance tool. Rather, its aim is to augment institutional efficacy and assist all three branches of government in identifying a practical means of achieving their objectives. By adhering to the DDM, institutions can prevent redundancy in their planning, budgeting, and execution processes. Prior to constructing a hospital, it is imperative for the Department of Health to establish communication with Eskom, the Department of Transport, and the municipality to guarantee the availability of essential amenities such as electricity, roads, and water and sanitation. It is recommended that consultation be prescribed and monitored through a "dashboard" system for all involved parties. This measure aims to exclude government edifices that possess insufficient amenities, which are deemed incapable of effectively catering to the needs of the populace. The prolonged process of connecting electricity, water, and sewage by Eskom and the municipality often leads to the vandalism of these essential infrastructures.

The findings of this study indicate that the DDM prioritises the resolution of service delivery backlogs over addressing the pertinent amalgamation of challenges identified during the diagnostic analysis. This suggests that the DDM will prioritise addressing local concerns according to their backlog and necessities. The DDM hubs utilise execution plans for municipal projects to ascertain the requisite interventions and their modalities. The Department of Cooperative Governance and Traditional Affairs (DCoGTA) has reallocated certain components of the KSD Presidential Intervention (PI) initiative from the KSD local municipality to the South African National Roads Agency Limited (SANRAL) as the implementing entity for the R61 road project in the O.R. Tambo district. Over the course of 15 years, this project has necessitated significant financial outlays.

The One Plan was previously introduced as a supplementary measure to aid in the eradication of service delivery backlogs, as discussed in earlier sections.

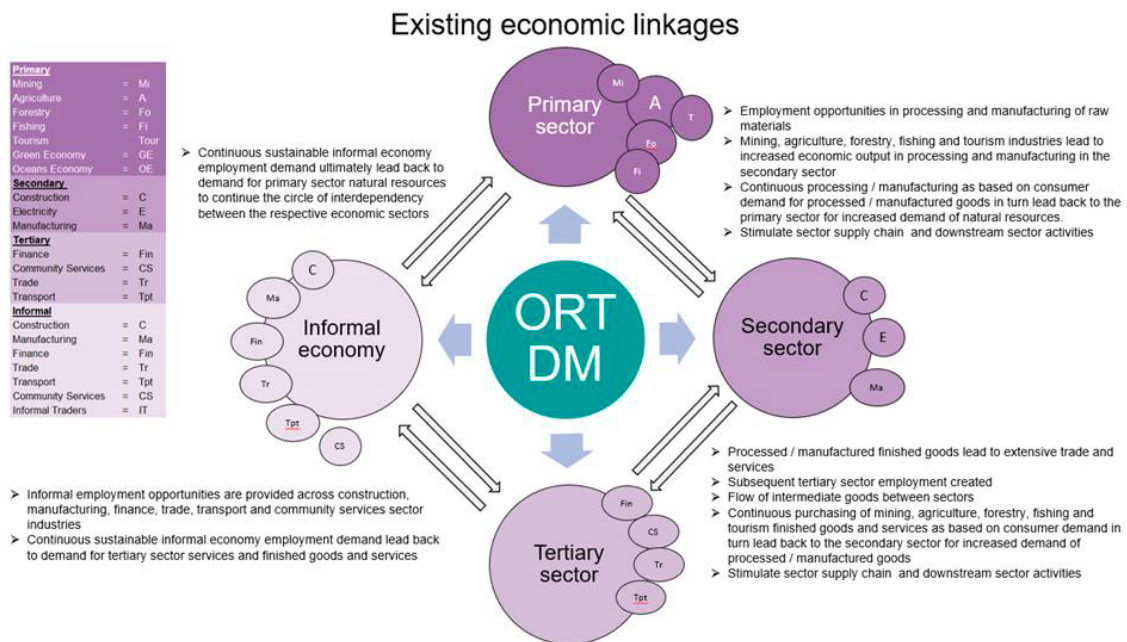
The One Plan delineates expeditious and consequential catalytic initiatives into three distinct classifications. The implementation of projects in the primary, secondary, and tertiary sectors has the potential to stimulate growth across all economic sectors. Transport infrastructure initiatives are classified under the tertiary sector due to their significant influence on the local economy and the potential to establish a competitive

economic edge by means of an efficient road network that links various districts and provinces. The R61 road in the Eastern Cape region serves as a noteworthy illustration of how classifications aid in determining the overall impact of a project, particularly for freight enterprises and commuters. This route facilitates the development, enhancement, and engagement of Mthatha Airport across various domains. The categorisation of sectors holds significant importance; however, it is noteworthy that no sector shall be disregarded as advancements in one sector can significantly contribute to the execution of undertakings in another. The installation of streetlights within the primary sector has the potential to provide electricity to the roads located in the tertiary sector. The presence of overlaps expedites both initiatives and actions.

The categorisations could provide additional assurance that every sector is thoroughly examined, even if an investment in said sector is deferred to a later time. The King Sabata Dalindyebo local municipality exhibits a notable presence in the tertiary sector, while Port St Johns demonstrates a significant presence in the agricultural, forestry, and fishing industries. The investment in tertiary sector establishments yields advantages for the primary industry by creating additional locations. The establishment and advancement of the SMART city, aimed at connecting Eastern Cape to Kwazulu-Natal in the domains of tourism, trade, and oceans economy, implies that the DDM will facilitate the construction of the smart city by the three spheres of government under its guidance, thereby guaranteeing a synchronised approach to planning, budgeting, and execution.

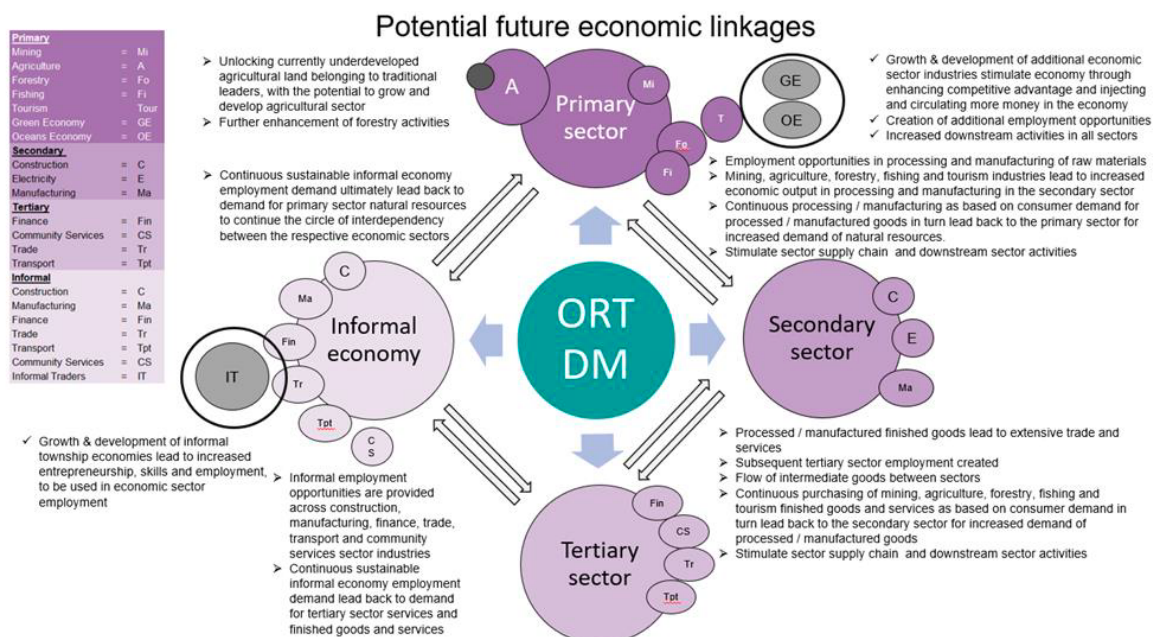
According to the study, the DDM exhibits altruistic behaviour by recognising that inadequate infrastructure in the district hinders investment readiness. The government acknowledges that investments are more effectively directed towards areas that are adequately prepared. To attract investment, it is imperative that the government demonstrates a strong commitment, and that the investment destinations are highly attractive to potential investors. Therefore, investors can diversify their investments into regions that offer mutual benefits to both the local communities and the investors themselves. The diagram depicted in Figure 1 illustrates the economic connections that will be facilitated by the DDM.

Figure 6: Existing economic linkages within O.R.T.D.M



Picture: O.R. Tambo Draft One Plan – 31 March 2021

Figure 7 highlights the potential future economic linkages in the region. This suggests that the DDM has an intention of growing sectors that are currently not being fully appreciated through investment capital.



Picture: O.R. Tambo Draft One Plan – 31 March 2021

Figure 7: Potential future economic linkages

The broad scope of the DDM is expected to enhance investment opportunities. The study's participants have additionally observed that the involvement of private sector investment is imperative for the advancement of community development. The involvement of the Depression and Bipolar Support Alliance (DBSA) has the potential to facilitate the acquisition of said investments. In order to attract high-value markets and subsequent investments, it is imperative for both the commercial and public sectors to make substantial investments in infrastructure. The fulfilment of these commitments necessitates the establishment of governmental platforms such as war-rooms, which facilitate productive and beneficial dialogues regarding the development plans and service deficiencies of each community. The war rooms will be reinforced as intergovernmental facilities, serving as inclusive support structures for public engagement. The District Development Model (DDM) mechanism will provide updates on regional initiatives in the context of these strategic planning sessions. Enhanced accountability and transparency. The community members will engage in war-room sessions to express their expectations, frustrations, and satisfactions, with the aim of customising interventions to meet their specific needs. These platforms will demonstrate how all planning actions align with a development agenda that benefits the community.

6.3 Recommendations

6.3.1 General Recommendations

- Government should issue a Circular that will demand compliance to the District Development Model in all three spheres of government
- The Department of Monitoring and Evaluation in the Presidency should create a National Key Performance Indicator (NKPI) that all institutions should include in their scorecards so as to monitor the inculcation of the DDM in institutions
- There should be mandatory work streams that will be utilized for the functioning and strengthening of the DDM as an interventionist intergovernmental mechanism that is aimed at ensuring joint planning, budgeting and implementation.

- There should be clear mandates for every sphere of government that should outline their respective role/s in the implementation of the District Development Model.
- Institutional planning should happen inclusive of the DDM as a pragmatic mechanism that operationalizes the institutions development plans.
- There should be a clear budget flow tool that will ensure that one sphere's underperformance does not negatively impact another sphere of government's implementation and ability to continue with the project.
- There should be a clear project implementation roadmap for each project that ensures no sphere lags behind the others and if there are constraints in one area, then there are permissible interventions that can be utilized to ensure the project progresses as per plan.

6.3.2 Recommendations Specific to O.R. Tambo District:

- Let the custodianship of the District Development Model be within the intergovernmental unit of the municipality.
- The District Development Model implementation should have a performance indicator and targets within the institutional scorecard
- All planning and reporting structures should report on the District Development Model
- Assign an office space to the District Hub employees until such time as the District Development Model is fully inculcated within the municipal processes.
- Have an extensive stakeholder engagement session that will serve as a workshop of the District Development Model

- Have the District Development Model as a standing item in DIMAFO meetings so municipalities within the district can openly engage on its implementation and what change management tools were used to get compliance to it.

The District Development Model is poised to operationalize tactical schemes through the pragmatic application of governmental programmes. The initial operational strategy of the DDM, which is grounded on the organization's constitution, is a commendable commencement. Anticipating the elimination of human influence in society, it would be deemed utopian to hold the DDM accountable for resolving all governmental issues. Nevertheless, the objective and directive of the DDM are evidently apparent. In order for institutions to undergo transformation, it is imperative that the government alters its approach towards addressing non-compliance of intervention mechanisms. If appropriately executed, the DDM has the potential to mitigate the backlog of community service delivery. The utilisation of appropriate systematic and structural tools by institutions can enable the District Development Model (DDM) to effectively tackle the socio-economic challenges faced by the district.

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APPENDICES

Interview Schedule

Date	Department	Gender	Form of Research	Consent Form
02.06.2022	ORTDM / EC Prov COGTA	Male	Questionnaire	Yes
22.06.2022	DBSA	Female	Questionnaire	Yes
26.01.2023	DBSA	Female	Verbal	Verbal
22.02.2023	COGTA National	Male	Questionnaire	Yes
21.09.2023	ORTDM	Male	Verbal	Verbal

Questions for O.R. Tambo participants

1. Have public servants (implementors) in the O.R. Tambo District experienced the introduction and implementation of the DDM?
2. What impact has the DDM had on spatial and socio-economic development of communities in the O.R. Tambo District?
3. In what ways would you say the DDM has influenced project budgeting in O.R. Tambo?
4. In what ways would you say the DDM has influenced project planning in O.R. Tambo?
5. In what ways would you say the DDM has influenced project implementation in O.R. Tambo?
6. What was the process of identifying catalytic projects in O.R. Tambo?
7. How has the 'One Plan' influenced the implementation of catalytic projects in the O.R. Tambo District?

Questions for CoGTA participants

1. What do you understand about the role of the DDM?
2. What is your (CoGTA) role in the DDM?
3. Is the role of the DDM being fulfilled?
4. Do you believe municipalities are adequately equipped to see the implementation of the DDM through?
5. Has the DDM changed how municipalities interact with CoGTA in project planning, budgeting and implementation?
6. Who bears the onus of DDM implementation i.e. who bears custodianship in ensuring accountability and follow-through by stakeholders?
7. In what ways will the DDM enhance spatial and developmental impact on communities?
8. Do you believe the DDM will achieve its objectives?

Questions for DBSA participants

1. What do you understand about the role of the DDM?
2. Have there been capacity building initiatives and programmes offered for the implementation of the DDM?
3. In what ways would you say the DDM has influenced project budgeting?
4. In what ways would you say the DDM has influenced project planning?
5. In what ways would you say the DDM has influenced project implementation?
6. What was the process of identifying catalytic projects?

7. In what ways will the DDM enhance spatial and developmental impact on communities?