



EVALUATING THE DISTRICT DEVELOPMENT MODEL (DDM): VIEWS FROM THREE PILOT MUNICIPALITIES IN LIMPOPO, EASTERN CAPE, AND KWAZULU-NATAL

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Introduction and Background

- ❖ The DDM was adopted to help build a coherent State to bring about inclusive economic growth, spatial transformation, strategic infrastructure investment and reliable service delivery for all.
- ❖ The adoption and implementation of the DDM is vital because numerous reports and studies have highlighted the state of governance and transformation in SA.
- ❖ It is also a given fact the SA has experience unprecedented service delivery protest due to inadequate provision of basic services.
- ❖ The lack of services are often attributed to the uneven distribution of capacity between the national, provincial and local spheres of government.
- ❖ It is against this background that government piloted the DDM in two district municipalities and one metropolitan municipality in late 2019.
- ❖ This presentation will reflect on the 2019/20 pilot but also present findings from a study by the HSRC conducted in these municipalities between September 2021 and May 2022.

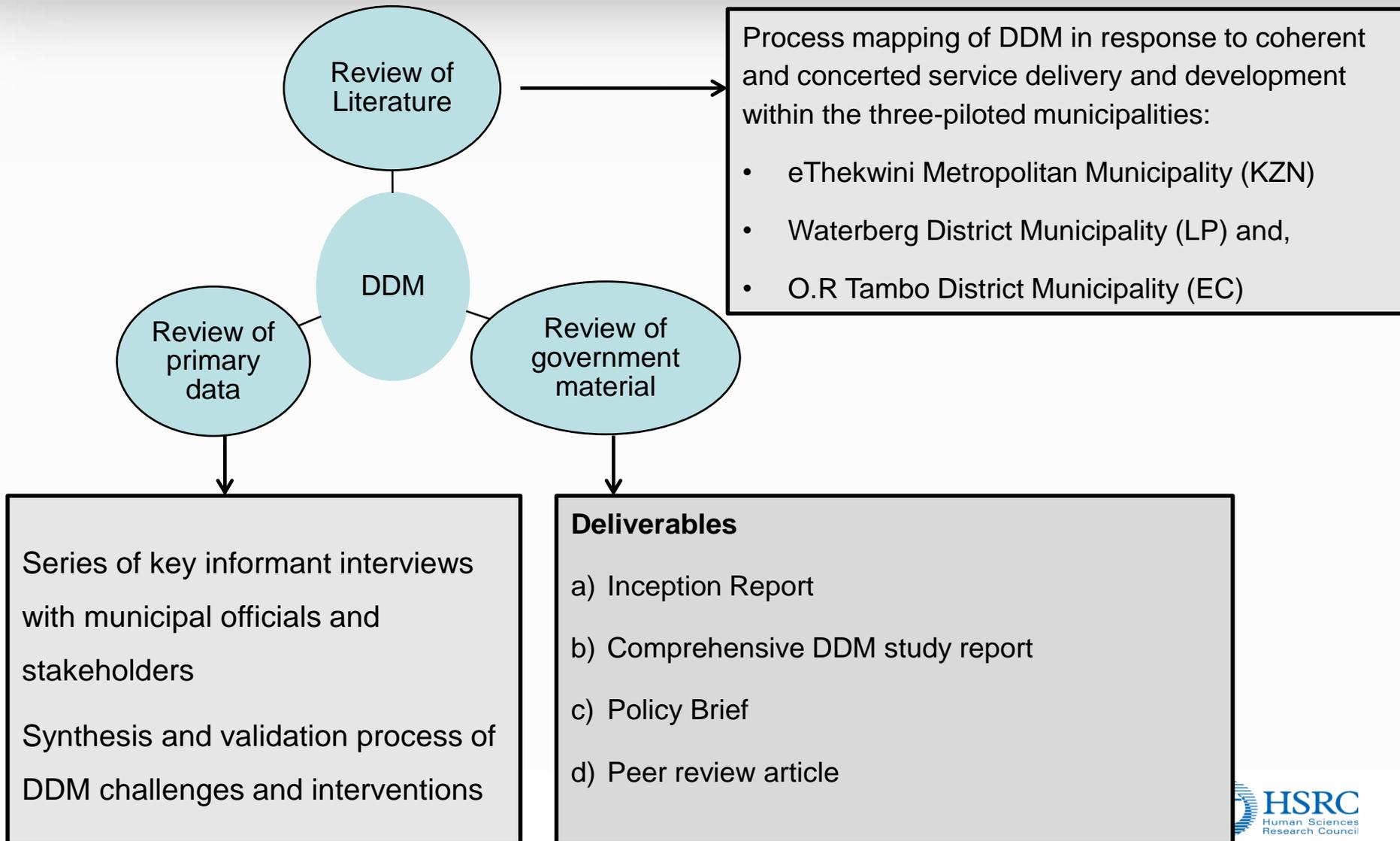


Scope, aim and objectives

- Conduct a desktop and empirical study on the practical workings of the DDM to determine how it responds to service delivery and development in a concerted and coherent manner.
- The study is implemented within the three pilot municipalities:
 - eThekweni Metropolitan Municipality (KZN)
 - Waterberg District Municipality (LP) and,
 - O.R Tambo District Municipality (EC)
- Draw on regional and international experiences as case studies to inform the implementation of the DDM
 - A review of the relevance of the Ethiopian model for South Africa's DDM.
- Propose policy options or recommendations to further inform the implementation of the DDM in response to the developmental local government mandate.



Research approach and methodology



Key research questions

- How is the National Development Plan, Provincial Development Strategy and the DDM integrated seamlessly?
- How are the interests of residents seen to be reflected in long-term infrastructure planning, whether via Integrated Development Plans (IDPs), Built Environment Performance Plans (BEPPS), Service Delivery Improvement Plans (SIDPs) or similar local and district government participatory processes?
- How community involvement in monitoring could be supported (and sustained) in the implementation of long-term projects?
- How the support of private sector, overseas aid agencies and non-state actors (including local government networks and associations) could be enabled and facilitated in an appropriate and transparent manner?
- What data and indicators are being used for planning and monitoring (at district, provincial and national); what is required and how can this be sourced?

District development literature

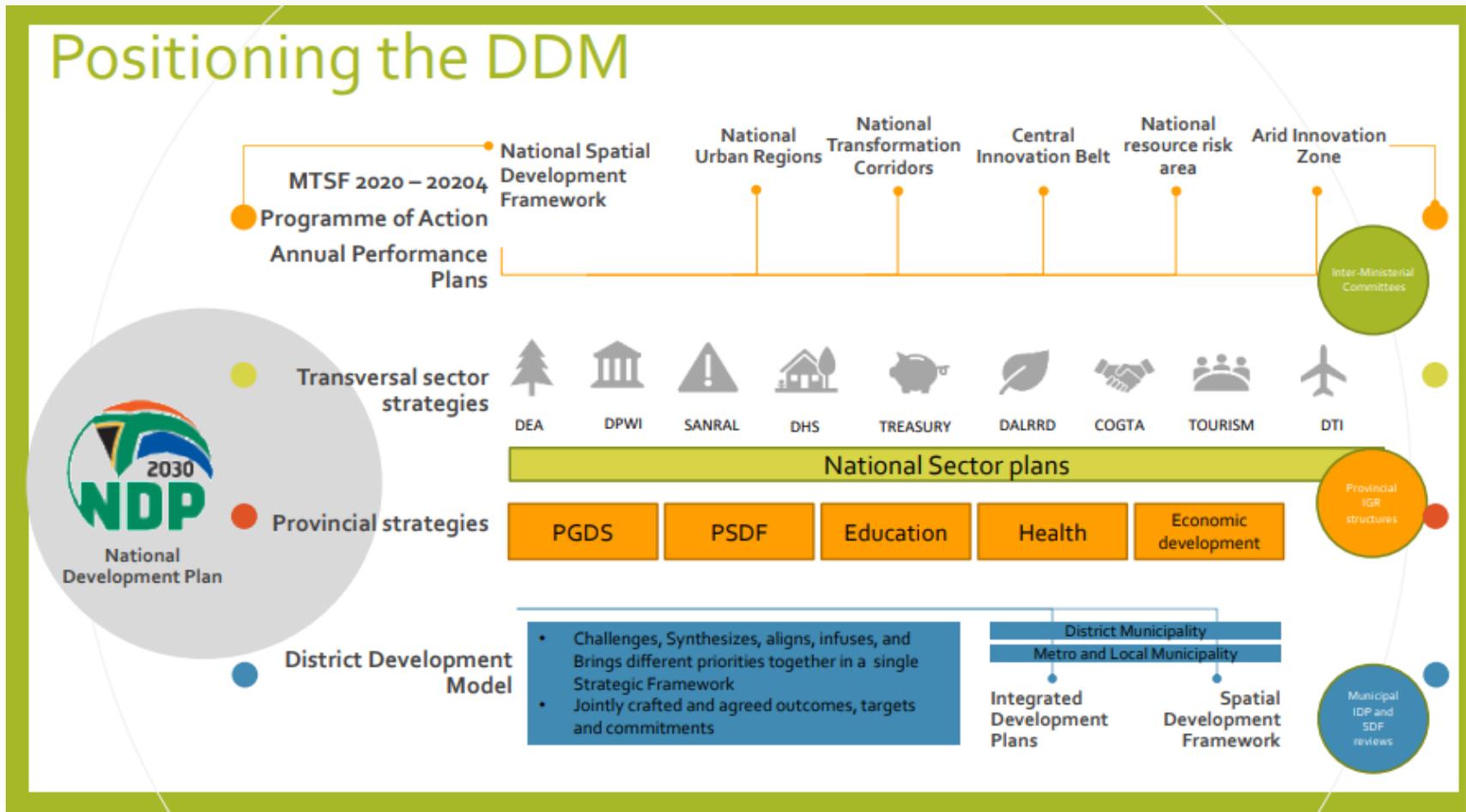
- In a study of District Development Planning in India, Gadgil (1966) noted that the division of the main functions of government in the country at the time was between three levels: the Union, the State and the District
- He saw district development planning as an integral part of national development planning, particularly in countries where there exists a constitutional division of functions, as is the case in South Africa.
- Gadgil states that the tasks of development planning are twofold:
 - Firstly, there is the work of marshalling all available information, qualitative and quantitative, and judging of requirements, feasibilities, logical priorities and chronological orders from a technical point of view and, subsequently, given the final judgement regarding programmes and priorities, the work of formulation of an integrated plan taking into consideration all the limitations and constraints.
 - Secondly, there is work of taking account of differing levels of local competence and knowledge, local attitudes and preferences and possible local reactions and responses.
- Gadgil adds that all aspects of the national objectives and the total scope of the national plan of development would necessarily be reflected in district planning.
- According to Gadgil: “Planning in its technical and economic aspect, is closely related to relevant knowledge and information. Unless there is a minimum base of such knowledge and information, a plan of development for an area like the district cannot be built up.”
- According to Halligan, Buick and O’Flynn (2012), in its simplest form, the whole-of-government approach involves collaboration between officials in a variety of portfolios and across jurisdictions to integrate policy and programmes with the objective of achieving more efficient and effective implementation and service delivery. Emphasis is placed on “increased coherence across government, objectives shared across organisational boundaries, encompasses design and delivery of policies, programmes and services ... and can span all levels of government



Lit (continues)

- The DDM concept introduced in South Africa apparently emanates from the strategy of Agricultural Development-Led Industrialization in Ethiopia. In examining this process of development in the country, a good starting point is the article written by Welteji (2018) on Ethiopian rural development planning.
- The relevance of the Ethiopian model for South Africa is found in its focus on increasing agricultural productivity through, among other things, research-generated information and technologies (Welteji 2018: 4; Adelman & Vogel 1991: 5).
- The Ghanaian Biakoye District Assembly's (2010) District Medium Term Development Plan serves as an example of a multi-year plan developed by a district that was linked to a national development plan, even though it does not extend beyond electoral cycles.
- The three-year plan developed by the District Planning Coordinating Committee for the period 2010 to 2013 had predictable objectives, targets and resource commitments to agreed programmes and projects.
- A study (Turton & Farrington 1998) of a watershed project to reverse degradation while reducing poverty implemented by the Union Ministry of Rural Areas and Employment (MoRAE) in India from 1994 provides some insight on an accountability and reporting framework for projects implemented at the District level.
- Turton and Farrington (1998) suggest that monitoring can become a powerful force for participation and democracy at the local level. In particular, it provides an opportunity for:
 - Members of local communities to participate more fully in tracking physical and socio-economic progress and to propose course corrections; and
 - Such people to hold PIAs and other agencies to account by ensuring financial transparency.

Multiplicity and Duplication of Plans



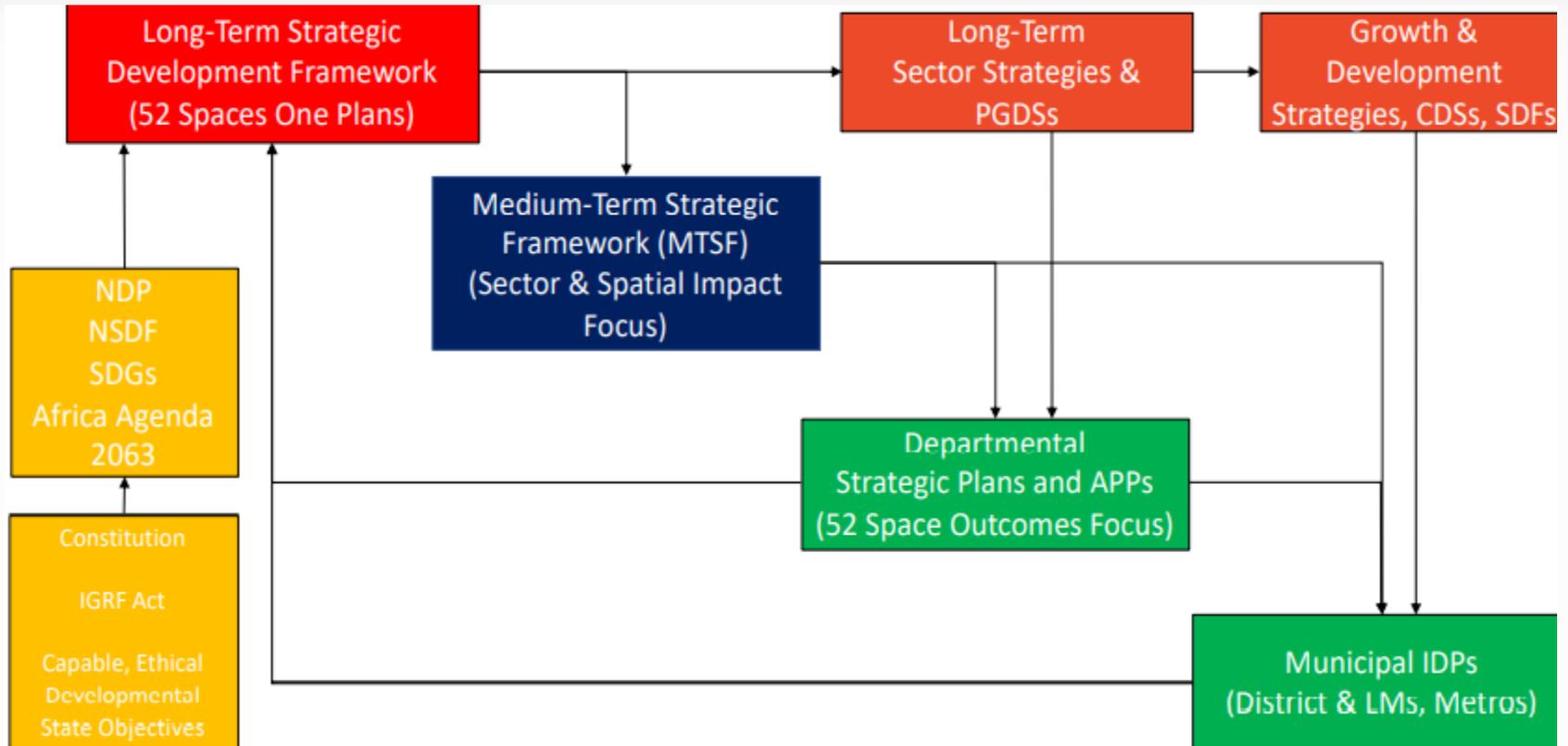
Assessment of Service Delivery Improvement Programme (1)

- ❖ **Most public servants are aware of the SDIP legislative framework (DPSA) and of the intention** to improve service delivery by evaluating progress, identifying gaps, and designing and implementing appropriate interventions.
- ❖ There is **consensus around the need for, and importance of, SDIPs, but severe concerns about the misalignment between SDIPs, Strategic Plans and APPs.**
- ❖ Participants felt that the Public Service Regulations, White Paper on Service Delivery (*Batho Pele*) and SDIP policy guidelines are clear and coherent, but most said that **coherence is absent in practice**, resulting in frequent public protests.
- **Recommendation:** District development model (DDM) should address this need.

Service Delivery Improvement Programme (2)

- ❖ Quality and implementation of SDIPs are affected by **misunderstandings about their purpose, and high staff turnover.**
- ❖ Current **SDIP guidelines are perceived to be more onerous** than the simpler and more effective 2009 guidelines.
- **More support is required from the DPSA to build capacity of officials to prepare SDIPs.**
- There **needs to be greater emphasis on the real outputs, outcomes and impact** of the intended interventions, than on the quality standards of the SDIP document.

Long-Term Strategic Framework spatially targeted



Assessment of IGR Framework

- ❖ Chapter 3 of the Constitution and Intergovernmental Relations Framework Act 2005 aim to promote and facilitate IGR; and provide for mechanisms and procedures to facilitate the settlement of disputes.
- ❖ According to the Act, when developing provincial policies or draft legislation affecting the local sphere of government in a province, the provincial government is mandated to take into account the following: national priorities, the interests of local communities in the province, and the views of affected municipalities.
- ❖ The premier as the custodian of IGR in the province needs to ensure that Provincial Growth and Development Strategies are aligned with municipal Integrated Development Plans priorities and the implementation strategy of the DDM.
- ❖ National, provincial and local plans should be in line with:
 - ❖ National Development Plan, Draft National Spatial Development Framework and Integrated Urban Development Strategies
 - ❖ Provincial GDS & Spatial Development Framework
 - ❖ Sector MTSF & Implementation Plans
- **Primary concern is the proliferation of complex plans and frameworks that are not coordinated and are difficult to implement.**



EC's FIVE-POINT PLAN FOR ECONOMIC RECOVERY

FIVE-POINT PLAN FOR ECONOMIC RECOVERY OF THE EASTERN CAPE

Infrastructure Development

Infrastructure at heart of economic recovery:
Strengthening provincial project packaging &
implementation capacity.

Industrialization

Drive re-industrialization through provincial catalytic
projects & rural initiatives based on unique strengths
& potentials of the province (Calibrate PEDS for new
reality).

Equitable, Inclusive Transformation.

Build Equitable & Inclusive Economy through
SMMEs, Township Economies, Informal
Sector, and Social Economy

Digital Transformation

Elevate the strategic role of Broadband
Infrastructure; Ensure skills, capacity and access for
connected and digitally included SMMEs and
Entrepreneurs.

Public Finances

Mobilize public investment as a lever for growth;
investor mobilization.

Five point plan built on the objectives of economic growth and job
creation.

ORTAMBO

- During consultation in 2020 COGTA noted that OR Tambo has unemployment of 35% in that 80% is the youth under the age of 34 years without any schooling.
 - ❖ Involvement of the university in the Eastern Cape in collaboration with other institutions of higher learning to develop programmes on fisheries, tourism, agriculture and agro-processing and absorb the youth since the province is coastal and has vast agricultural land
- The DDM process has revealed misalignments with departments, in some instances five different departments offer same skills training certificate in one district without alignment with needs and opportunities in the specific space.
- DDM creates space for there three spheres of government to use spatial profiling as baseline for to inform the one plan.
- Measure national department according to one plan not on outcome of what they were suppose to do.

Waterberg responsiveness to emerging issues

- The case of Bakwena Plaza
 - Waterberg tourism was severely affected by COVID. But with the easing of the restrictions it was noted that the return to tourism activities remained very low.
- Stakeholder consultation revealed that Bakwena Toll Plaza caused delays due to traffic and fear of COVID transmission through contact.
- The introduction of contactless payment saw the increase in tourism activities and resolved the traffic congestion at the toll.
 - The responsiveness of policy makers and engagement with different stakeholders saw the success of the initiative and maintained good communication between government, business and other stakeholders.
- Pace and conducive environment created by the district to respond to community concern is crucial to building and maintaining stakeholder relation.



ECONOMIC RECONSTRUCTION AND RECOVERY PLAN LINK TO DDM

- The president made announcement on major catalytic projects in his October 16, 2020 economic recovery plan
- These catalytic projects have been prioritized for immediate implementation with all regulatory processes fast-tracked – enabling over R340 billion in new investment.
- One of the catalytic initiative mentioned by the President is the Cornubia development.
- Cornubia is a joint venture between the eThekweni Metro Municipality and Tongaat Hulett Development and has since been adopted by the Cabinet as a national priority project, bringing in all spheres of government as official partners. The development is expected to create 48 000 new sustainable job opportunities over a period of 15 years, and a further 15 000 during the construction phase. (<https://cornubia.co.za/>)
- This is the main project the city is implementing for its pilot phase of the DDM.
- DDM principal were applied
- DDM principals work applied to this catalyst projects. Cornubia in a KZN is listed among the priority government Project.

Projects	Departments	Nature of Support
Cornubia	National and Provincial Human Settlement. Provincial Dept. of Education	To make firm commitment towards provision of housing subsidies. To align the development of schools with the housing roll-out

DDM priorities and opportunities to address spatial inequality

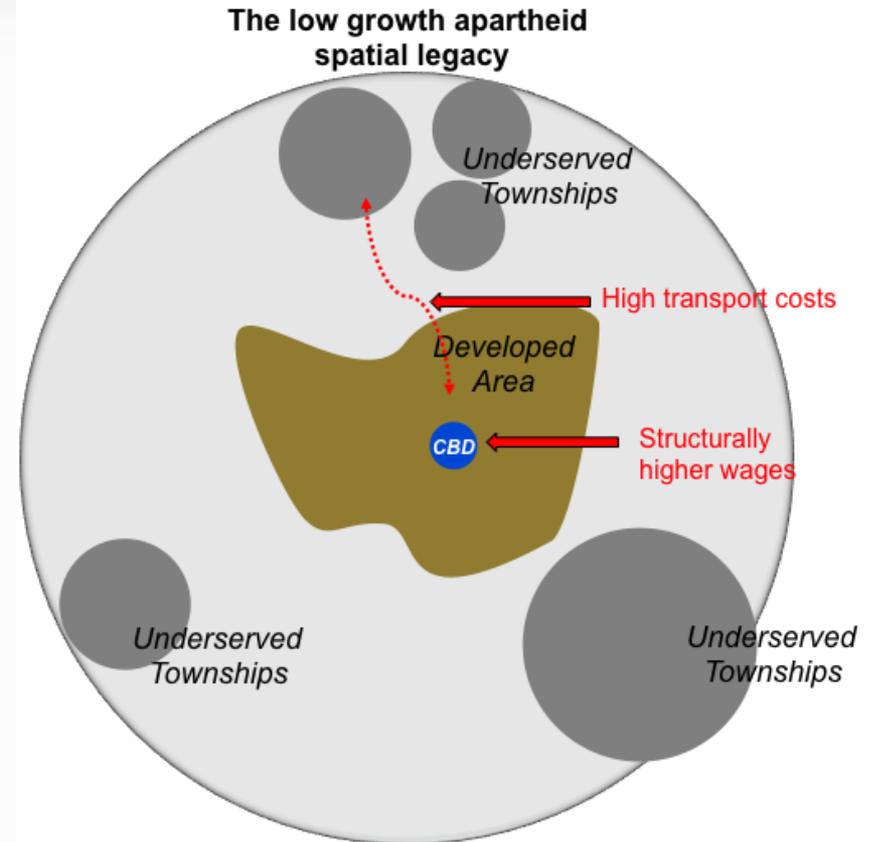
Spatial fragmentation and low density settlement patterns :

- Deepen inequality and exclusion
- Constrain productivity growth
- Weaken fiscal sustainability

Current programmes deepen the fiscal challenge through addressing symptoms not causes

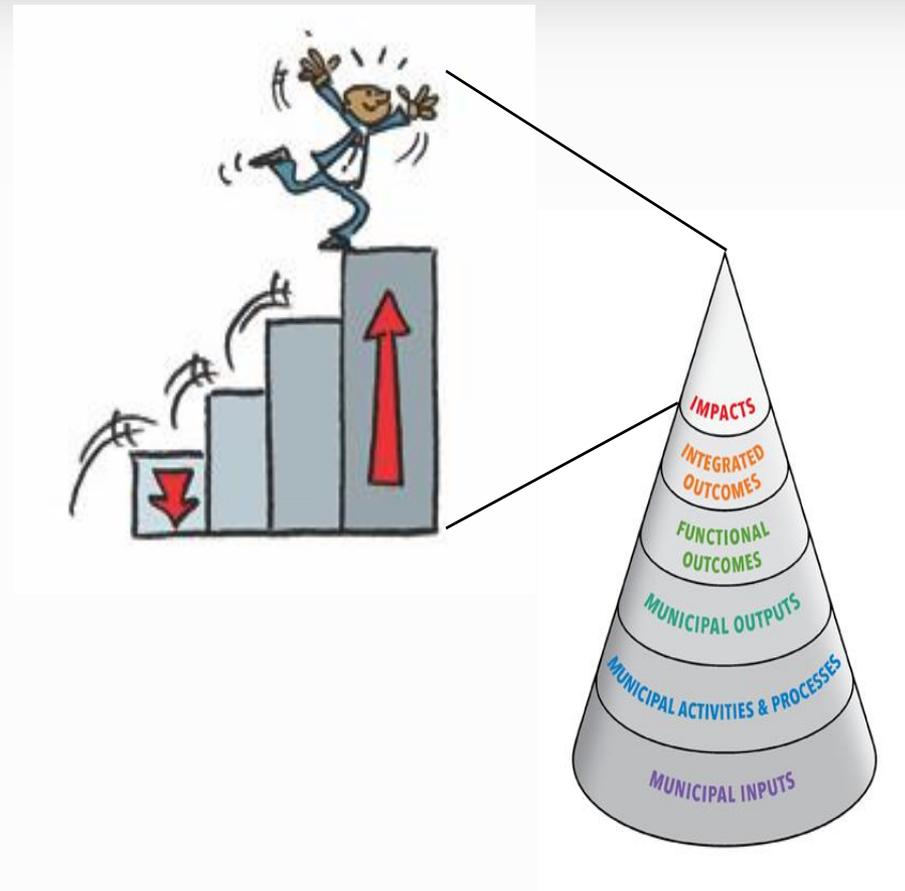
Low density, segregated cities are a reflection of the infrastructure investment and land use development choices we make

Focus must be on development outcomes and impact, not just investment volumes



DDM spatial integration plan

- **Spatial integration** for the urban dividend to:
 - Expand access to affordable housing, in well-located, integrated human settlements
 - Improved mobility, through investment in and integration of public transport systems
- **Expanded investment** in core infrastructure to:
 - Support inclusive densification in targeted urban integration zones, universal access to basic services, asset refurbishment and replacement
- **Deeper access to private financing** to expand resources available for investment through
 - longer tenure debt, broader participation (in more liquid markets) and innovation in financial instruments (e.g. TIF)
 - Less reliance on grants



Reflection on Oneplan

- One plan changes planning processes as all spheres need to have one vision for one space.
- If well implemented and understood, OnePlan can become the most effective instrument in addressing the triple burden of poverty, unemployment and inequality.
- It brings a new way of monitoring and evaluation, with easy to measure; one department and each sphere of government on commitment made to each district.
- DDM introduces community consultation mechanisms that are driven by the OnePlan, clear accountability framework and action-oriented.
- DDM has potential to lead department toward a spatially mapped budgeting model. This will then create a plan that targets one objective from National to provincial to the district.

Implementation challenges

- Development of a single plan from National, provincial and local government level.
- Party political dynamic in adopting a single plan
- Political maturity and healthy contestation between provinces and municipal programmes.
- Rationalization of roles and responsibility
- Consolidate community engagement structures.
- Role of the presidential co-ordinating council at the district level.

Risk mitigation against implementation challenges

- Develop a single plan by national, provincial and local government spheres
- Address party political dynamics when developing a single plan
- Encourage political maturity and healthy contestation between provincial and municipal programmes
- Rationalise roles and responsibilities
- Consolidate community engagement structures
- Strengthen role of the presidential co-ordinating council at district level

Thank you