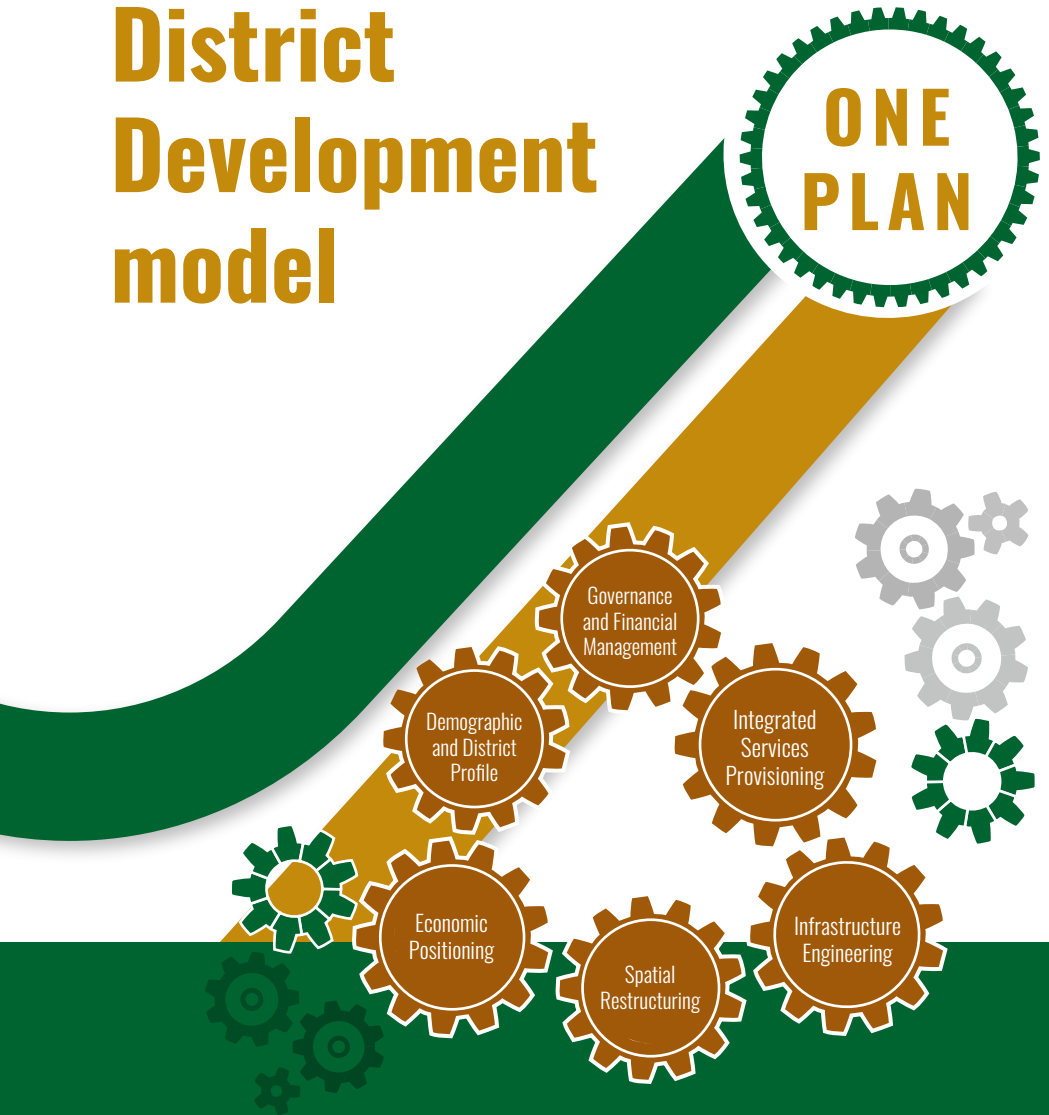


The District Development model



cooperative
governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA



Introduction

Lack of coordination between national and provincial governments, between departments and particularly at local government level, has not served the country. The pattern of operating in silos has led to lack of coherence in planning and implementation and has made monitoring and oversight of government's programme difficult.










The President in the 2019 Presidency Budget Speech (2019) identified the “pattern of operating in silos” as a challenge which led to **“lack of coherence in planning and implementation and has made monitoring and oversight of government's programme difficult”**. The consequence has been non optimal delivery of services and diminished impact on the triple challenges of poverty, inequality and employment.

The Approach

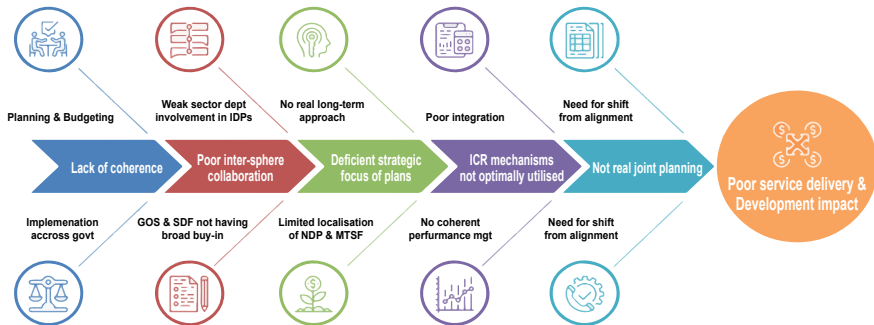
The rolling out of “a new integrated district-based approach to effectively address our service delivery challenges [and] localise[d] procurement and job creation, that promotes and supports local businesses, and that involves communities, was important.

A New Shift

The DDM focusses on implementation of immediate priority projects, stabilisation of local government and long-term institutionalisation of integrated planning, budgeting and delivery anchored on the development and implementation of the “One Plan”. As such the DDM focuses on building state capacity as the system of Local Government is stabilised, and in the medium term, to improve cooperative governance, integrated planning and spatial transformation, inclusive economic development, and where citizens are empowered to contribute and partner in development.

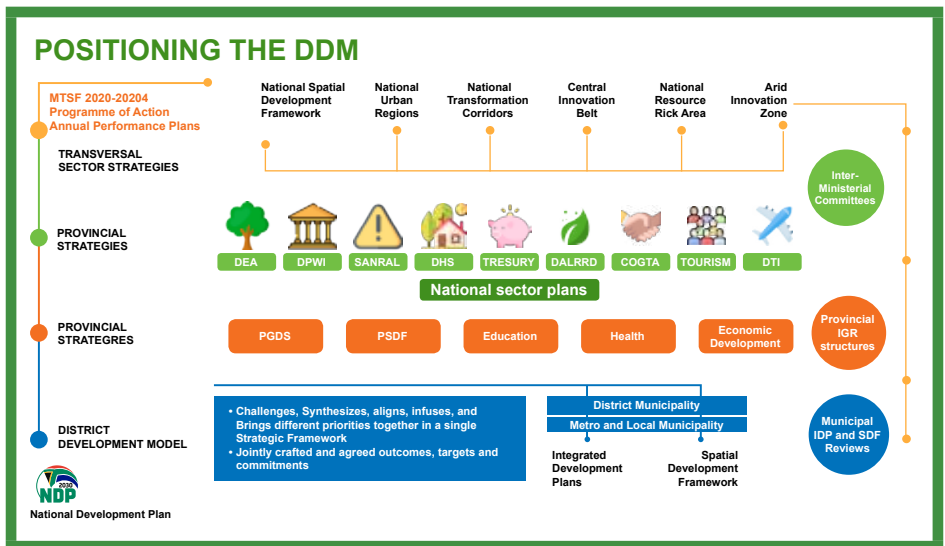
 <p>Solve horizontal & vertical Silos</p>	 <p>Narrow distance between people and government</p>	 <p>Deliver Integrated Services and M&E</p>
 <p>Budgets & programmes based on community needs, inclusive & gender-responsive</p>	 <p>Youth empowered</p>	 <p>Maximising impact</p>
 <p>Facilitate for Local Economic Development</p>	 <p>Sustainable development, accelerate initiatives to promote zero hunger, poverty eradication, employment & equality</p>	 <p>Inculcate Long-range Planning</p>

What problems are DDM trying to solve?



The DDM enables **synergy** between national, provincial and local priorities; and implementation of immediate priority projects and actions as well as a long-term strategic framework for predictable, coherent and effective service delivery and development.

It enables implementation of the **National Development Plan (NDP)**, National Spatial Development Framework (NSDF), Integrated Urban Development Framework (IUDF) and the Medium-Term Strategic Framework (MTSF) by **localising and synergising objectives, targets and directives** in relation to the 52 District and Metropolitan spaces (IGR Impact Zones), thereby addressing the **triple challenges of poverty, inequality and unemployment** in a spatially targeted and responsive manner. The DDM is positioned in relation to the NDP, MTSF and NSDF to enhance the overall system by synergizing national, provincial and local priorities in relation to the district and metro spaces.



The Key Principles

- i. The District Development Model (DDM) was approved as an **operational model** for improving Cooperative Governance aimed at building a capable, ethical **Developmental State**, including improving and enhancing the state of **Local Government**.
- ii. **It is an All of Government and Society Approach** providing a method by which all three spheres of government and state entities work in unison in an impact-oriented way, where there is higher performance and accountability for coherent and effective service delivery and development outcomes.
- iii. It is critical that the DDM also incorporate initiatives and interventions to **deal with Gender Based Violence and Femicide** as guided by the National Strategic Plan (NSP) on Gender Based Violence and Femicide (GBVF) as approved by Cabinet in November 2019 and the Framework on Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPBMEA) as adopted by Cabinet in March 2019.
- iv. The One Plan will guide and improve the **spatialisation and reprioritization** of programmes and budgets of all three spheres of government over the short, medium, and long-term according to the outcomes, targets and commitments expressed.

Within the implementation areas and phasing described above, the DDM is implemented through two interrelated processes to be followed by the **whole of government**. These processes entail **spatialisation** and **reprioritisation**.

Spatialisation refers to the process of translating development priorities and objectives into spatial locations (district and metropolitan areas) and according to local spatial and place-making logic of these areas manifesting in physical and integrated impacts on people's lives and the places they live in.



- **the process by which a transformed and efficient spatial development pattern and form is created to support competitive local economy and integrated sustainable human settlements. Spatial restructuring informs infrastructure investment in terms of quantum and as well as location and layout of infrastructure networks.**

Reprioritisation is the process of reviewing and changing existing plans and budgets and undertaking future planning and budgeting to realise the desired physical and integrated impacts over the long-term.

The DDM implementation therefore refers to the spatial framing of development priorities and objectives and the review and reprioritisation of plans, budgets and programmes by **each sphere, sector department and state entity** that takes place within the prescripts of the Government Planning, Budgeting, and reporting cycle.



The Model

Introduction

“For the effective implementation of our seven priorities, the structures of government will need to function with maximum coordination and cooperation as it is envisaged in our Constitution. The truth is that lack of coordination between national and provincial governments, between departments and particularly at local government level, has not served us. We have slid into a pattern of operating in silos. This has led to lack of coherence in planning and implementation, and has made monitoring and oversight of government’s programme difficult.” President Cyril Ramaphosa in the 2019 Presidency Budget Speech (2019). The consequence has been non optimal delivery of services and diminished impact on the triple challenges of poverty, inequality and employment.

Principles Underpinning the Model

- a. Existing Constitutional Framework Remains as is, whilst strengthening the regulatory framework for Cooperative Governance
- b. Reinforce Local Government and its Proximity to Communities
- c. Distinction Between Long-term and Medium-term Strategic Planning/ Implementation Mechanisms
- d. Build on Lessons from implementing previous similar and Existing Good Practices – Current MTSF Alignment (DPME) and Operation Sukuma Sakhe (OSS) and other emerging best practice
- e. Reconfigure Integrated Planning Responsibilities and Institutional Arrangements

Main Objectives of the Model

- a. Managing rural/urban migration, as well as sustainable growth and development;
- b. Determining and/or supporting local economic drivers;
- c. Determining and managing spatial form, land release and land development;
- d. Determining infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services;
- e. Institutionalize long term planning whilst addressing ‘burning’ short term issues

DDM Institutionalisation

The DDM is an intergovernmental approach focusing on 52 district and metropolitan spaces as IGR impact zones for more effective joint planning, budgeting and implementation over multi-year planning and electoral cycles.

DDM Implementation is part of the institutionalisation of a programmatic IGR approach and is taken to mean and entail **both immediate and short-term actions as well as medium to long-term actions and fitting into a logical framework.**

Although each sphere, sector or entity has its distinct constitutional powers, functions, and responsibilities, they cooperate and undertake collaborative planning, budgeting and implementation processes converging developmental efforts at the district/metropolitan level. The 44 Districts and 8 Metros as developmental spaces (IGR Impact Zones) can be the strategic alignment platforms for all three spheres of government where a Single Government Plan (as an Intergovernmental Compact) for each space guides and directs all strategic investment spending and project delivery and forms the basis for accountability.

The Model's Main Objectives


The main objectives of the District Development Model are:

- a) To focus on the district or metropolitan spaces as the appropriate scale and arena for intergovernmental planning and coordination.
- b) To focus on the 44 districts and 8 metropolitan spaces as developmental spaces (IGR Impact Zones) and strategic alignment platforms for all three spheres of government.
- c) To produce a spatially integrated single government plan (as an intergovernmental compact) that guides and directs government-wide strategic investment spending, project delivery and accountability for each district and metropolitan space.
- d) This approach reinforces an outcomes-based IGR system where there is a systematic IGR programme and process associated with the formulation and implementation of a single government plan. This is a significant shift from a highly negotiated approach to alignment of plans to regulated cooperative governance's One Plan.
- e) To take development to communities as the key beneficiaries and participants in what government does.

One Plan

The DDM model espouses a district scale developmental planning that produces one plan elaborating key transformation processes required to achieve long-term strategic goals and a desired future in all *44 district and 8 metropolitan areas*. Six features are identified as key transformation areas that are components of the plan.





These are:

- a) District demographics and profiling – a process of understanding the current population profile and development dynamics to reach a common and deeper understanding of the current demographic composition across government and other relevant district-level factors such as: Multi-dimensional poverty index; hunger; skills audit; land use and audit; social capital index; health index; inequality; unemployment/employment; service delivery index; economic development opportunities mapping; and stakeholder analysis.
- b) Economic Positioning – a process of creating a competitive edge to attract domestic and foreign investment and job creation. The economic positioning informs the spatial restructuring that is required.
- c) Spatial Restructuring – a process of transforming spatial development pattern to stimulate local economy and create sustainable integrated human settlements. Spatial restructuring informs the quantum of infrastructure investment and the location and layout of infrastructure networks.
- d) Infrastructure Engineering – a process for bulk infrastructure planning and investment to support spatial transformation. This requires alternative forms of labour intensive infrastructure projects such as paving of artillery, ring and local roads.
- e) Provision of Integrated Services – a process for the delivery of integrated human settlement; municipal and community services in partnership with communities. This requires holistic household-level service delivery in the context of a social wage; and improved jobs and livelihoods.
- f) Governance and Management – a process of enforcing leadership and management principles for effective, efficient, accountable and transparent planning, budgeting, procurement and performance management.

With the new District Development Model, the elaborate and detailed annual operational plans of all stakeholders will draw from the 'One Plan' to:

- a) Manage urbanisation, growth and development.
- b) Determine and/or supporting local economic drivers.
- c) Determine and managing spatial form, land release and land development.
- d) Determine infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services.
- e) Institutionalise long-term planning whilst addressing 'burning' short-term issues.

Districts and Metros

Districts and Metropolitan municipalities must be a starting point for consolidating the understanding of community needs. The National Development Plan and the National Spatial Development Framework (NSDF) remain the anchor reference points to ensure that all three spheres of government appropriately address strategic government priorities. However, the national, provincial and local government shall no longer be allowed to develop their individual plans and projects in isolation to the expected policy outcomes and impacts on the district and metropolitan spaces. Cabinet has already taken a decision in this regard.

Planning

- The model's credibility and effectiveness is dependent on a sound balance between long-term strategic development planning or execution and short or medium-term alignment of strategic operational plans.

- The cooperative governance system needs to be subjected to long-term planning as currently championed in the National Development Plan (NDP). This will allow the execution of plans to be directly aligned with the projected outcomes of the NDP through the district/metro model which endeavours to establish a close alignment of cooperative governance and intergovernmental relations framework. In this regard, the district/metro model is premised on the principle of long-term integrated development planning, and at least linked to the time frame of the NDP.
- There are numerous intergovernmental processes to align plans and budgets across government such as the Medium-Term Strategic Framework (MTSF), Medium-Term Expenditure Framework (METF), Built Environment Performance Plans (BEPP), etc. These processes, many of which are legislated, must be retained, improved and streamlined. Provinces have developed intergovernmental planning and alignment processes with related structures. These must be retained and refined in line with the district/metropolitan model.

Institutional Arrangements, Roles and Responsibilities



National Government

From an implementation perspective the District Development Model is driven and managed by the Department of Cooperative Governance in line with the department's cooperative governance mandate. The president is an overall champion, supported by a relevant inter-ministerial committee. The National Planning Commission supports processes of aligning national sector policy, priorities and plans with the 52 IGR impact zones.



Role of the Presidency

- Oversee the coherence of the national policy; NDP; and national sector planning and budgeting with the district/metro developmental impact.
- Ensure national sector alignment with the district/metro intergovernmental working sessions and approving and adopting Single Joined-Up Plans; capacity building plans; and shared resourcing initiatives.
- Review the role of National Planning Commission to support the cascading of NDP; undertake research; coordinate national sector alignment; and advise on the adoption of Single-Joined-Up plans.
- Convene President's Coordinating Council (PCC); receive reports from provinces and provide feedback and strategic guidance to provinces in respect of district coordination model implementation.
- Receive and engage with progress reports from the district/metro Coordination hubs via DCoG and PCC.
- Receive and engage with impact monitoring reports.



Role of National Planning Commission

- a) Support the cascading of NDP, undertake research, coordinate national sector alignment, and advise on adoption of Single-Joined-Up plans.
- b) Provide strategic guidance and support for integrated planning.
- c) Establish and operate a National Research Observatory (as per NDP) to inform and support district/metro diagnostic profiling and district/metro scale Single-Joined up Plans, in partnership and in collaboration with StatsSA, research and academic institutions; and
- d) Ensure that national policy and plans are spatially differentiated, targeted and responsive to local circumstances, needs and opportunities.



Role of the National Department of Cooperative Governance

- a) Manage the DDM and programmatic outcomes-based IGR to enable government to formulate, adopt and implement Single Joined-Up plans.
- b) Coordinate local government capacity building and shared resourcing; and undertake impact monitoring.
- c) Institutionalise Integrated Urban Development Framework (IUDF) through a long-term planning approach contained in the Single-Joined Up Plans for each district/metro.
- d) Enable the necessary institutional arrangements in consultation with all key role players and provide direction with regards to role, responsibilities and accountabilities.
- e) Mobilise resources and/or restructure to ensure appointment of managers, coordinators and specialists to give effect to the DDM.
- f) Appoint a national programme manager for district/metro coordination.
- g) Appoint provincial coordinators to support the programme manager in institutionalising the DDM in each province.
- h) Establish and manage the district/metro coordination hubs that will initiate and drive the formulation of the Single Joined-up plans and oversee implementation, as well as coordinate capacity building, shared resourcing and impact monitoring.
- i) Appoint and contract directly with the personnel that constitute the hubs;
- j) Process recommendations and advice from the district/metro coordination steering committee (D/MCSC) with regards to appointments, business plan and hub operations.
- k) Mobilise resources based on hub business plans or requests from the D/MCSCs;
- l) Receive reports from the D/MCSCs and hub managers;
- m) Report to the Presidency on progress with regards to the programmatic IGR work undertaken by the district coordination hubs.



Provincial Government

The provinces will play an integral role in the programmatic approach through the President's Coordinating Council (PCC) and by leading the coordination processes at the provincial level utilising the Premiers Coordinating Forum (PCF) structures and participating via Provincial DCoG in the District/Metro Coordination Steering Committees.



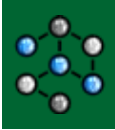
Role of Premier's Offices

- a) Oversee the effective implementation of district-based coordination and delivery models and systems within the province.
- b) Oversee provincial policy and provincial sector planning and budgeting coherence according to national priorities and the district/metro developmental impact.
- c) Ensure provincial sector alignment in district/metro intergovernmental working sessions and approving and adopting Single Joined-Up Plans; capacity building plans; and shared resourcing initiatives.
- d) Convene Premier's Coordinating Forum (PCF) Council and provide feedback and strategic guidance to municipalities.
- e) Receive and engage with the on-going reports from the district/metro coordination hubs via DCoG and PCF.
- f) Receive and engage with the impact monitoring reports.



Role of Provincial Departments of Cooperative Governance

- a) Support the implementation and institutionalisation of DDM in the province and utilise it to assist the province with its coordination; support; and local government oversight responsibilities.
- b) Support the Premier's Office in cascading the provincial priorities and aligning provincial sector strategies and plans with the district/metro developmental impact.
- c) Support the Premier's Office in terms of convening PCFs, reporting to PCC; and overseeing the effective implementation of the district-based model.
- d) Participate in the D/MCSCs and guide the functioning of the hubs.



Local government

The Department of Cooperative Governance will decentralise the capacity to support and drive IGR coordination by establishing district/metro coordination hubs. Local government will lead at the district and metropolitan levels by participating in the District/Metro Coordination Steering Committees and work closely with the established coordination hubs.



District Coordination Hubs' Functions

Integrated Planning & Implementation

Manage and coordinate the process of formulating Single Joined-Up plan for the district/metro space:

- demographics
- economic positioning and investment attraction:
 - spatial restructuring
 - infrastructure engineering
 - service provisioning
 - governance:
 - Develop and manage a work plan for the plan formulation process in consultation with national, relevant province and district or metro;
 - Undertake and coordinate research related to district service delivery and development
 - Identify key national and local priorities; and district localization factors;
 - Assess local and sector plans against long-term planning criteria;
 - Coordinate compilation of district diagnostic profiles as a basis to inform the single plan formulation;
 - Support the district and local municipalities to make and coordinate their inputs into the plan formulation process;
 - Convene intergovernmental working sessions;
 - Compile inputs emanating from working sessions;
 - Manage the drafting and adoption of Single Joined-Up Plans;
 - Oversee implementation processes;
 - Track IGR compact commitments; and
 - Coordinate project preparation.



Capacity Building

- Support the district and local municipalities to identify capacity building needs;
- Develop district capacity building plans and programmes together with the province, district and local municipalities;
- Consolidate all capacity building funding and support according to the plan;
- Coordinate capacity building programmes;
- Establish capacity building coordination forum;
- Oversee implementation of capacity building plan; and
- Track the impact of capacity building initiatives.



Shared Resourcing

- Support the district and local municipalities to identify critical human resource capacity building needs;
- Identify critical resource gaps in the district and local municipalities;
- Mobilise the relevant experts/specialists to be made available to the district and/or local municipalities;
- Enable district and local municipalities to share resources and perform core functions;
- Manage the deployment of personnel; and
- Monitor the effectiveness of resources and utilization thereof.



Impact Monitoring

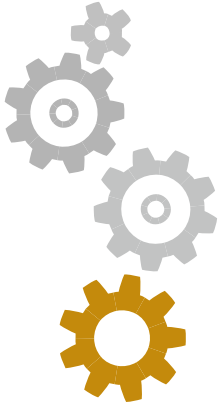
- Develop monitoring system to monitor the impact of government work within the district and metropolitan spaces;
- Develop baseline monitoring information and data;
- Develop key outcomes and performance indicators;
- Monitor inputs and assess against envisaged outcomes;
- Coordinate reporting and prepare impact monitoring reports;
- Identify and track improvements in government coherence and development impact; and
- Generate and coordinate human development indexes and community satisfaction surveys.



District Coordination Steering Committee

The coordination steering committee consists of the district hub manager and representatives of provincial DCoG, district and local municipalities. The steering committee will assume ownership of the work of the hubs and be responsible for:

- Guiding and advising in respect of all four components of the hubs' work:
 - integrated planning
 - capacity building
 - shared resourcing
 - impact monitoring.
- Approving the hubs' business and work plans;
- Overseeing implementation of business and work plans;
- Supporting and enabling the smooth running and operational functioning of the hubs;
- Enabling conducive environment for intergovernmental collaboration;
- Serving as a clearing house for any bottlenecks or challenges;
- Reporting to DCoG and identifying progress; challenges; and opportunities in relating to improving government coherence, service delivery and development.



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