



cooperative
governance

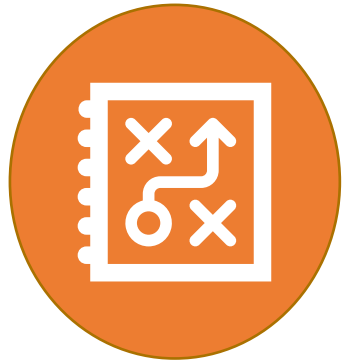
Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

OVERVIEW ON THE INSTITUTIONALISATION AND IMPLEMENTATION OF THE **DISTRICT DEVELOPMENT MODEL (DDM)**

MAY 2022

The purpose of the presentation is to provide an overview of the District Development Model approach focusing on the following:

1. Main principles and elements of the DDM;
2. Key features of the institutionalisation of the DDM;
3. Key achievements in the implementation of the DDM;
4. Key lessons learnt from the implementation of the DDM in the pilots; and
5. Way forward – institutionalisation of the DDM.



OBJECTIVES AND PRINCIPLES OF THE DDM



DISTRICT DEVELOPMENT MODEL (DDM)



**One District,
One Approach,
One Plan,
One Budget.**



The DDM is a new integrated planning model for Cooperative Governance which seeks to foster an integrated and district-based delivery approach aimed at fast-tracking service delivery and ensuring that municipalities are adequately supported as well as resourced to carry out their mandate.



DISTRICT DEVELOPMENT MODEL (DDM)



**One District,
One Approach,
One Plan,
One Budget.**



The DDM validates local government as an epicentre for development and aims to address challenges by unlocking any blockages to service delivery and stabilising local government. The approach pursues development through integrated 'One Plans' per district.



DISTRICT DEVELOPMENT MODEL (DDM)



**One District,
One Approach,
One Plan,
One Budget.**



The overall strategic objectives of the DDM are to:

- ✓ Address **Silos** in planning, budgeting and implementation.
- ✓ Maximise **impact** and **align** plans as well as resources at our disposal through "One District, One Plan and One Budget".
- ✓ Narrow the **distance** between people and government by strengthening the coordination role and capacities at the District level.



DDM IMPLEMENTATION APPROACH (PHASES)



Yr. 1 (Aug. 2019-Mar 2020)

1 ESTABLISH

Objectives

To obtain approval for the DDM concept document and mobilise stakeholders

Outputs

- Concept note developed.
- Broad Intergovernmental & private sector consultations held.
- DDM concept approved by Cabinet.
- National and provincial DDM inter-governmental coordinating structures established.
- CoGTA national and provincial DDM teams established
- Political champions appointed.

Yr. 1-2 (Aug. 2019-March 2021)

2 PILOTING

Objectives

To launch the three pilots and establish the requisite technical capacity for the DDM implementation

Delivery packages/work streams

- Launch of three pilots
- Appointment of Implementing Agent (DBSA)
- Development of 52 district/metro profiles
- Establishment of DDM hubs in pilots
- One Plan development for pilots

Key indicators

- 3 pilots launched by Nov. 2019
- DBSA appointed by March 2020
- 52 profiles developed & published by Aug. 2020
- One Plan process guidelines issued by Sept. 2020
- 3 DDM hubs launched by Oct. 2020
- One Plan prototypes developed by March 2021
- DDM IMS One Plan module launched by March 2021
- CoGTA internal DDM institutional realignment completed by March 2021

Yr. 2-5 (April. 2021-Mar 2025)

3 INSTITUTIONALISATION

Objectives

To improve Integrated long-term planning, budgeting & implementation and the sustainability of local government.

Delivery packages/work streams

- Budget reprioritisation and spatialisation.
- One Plan development & implementation
- Intergovernmental (IGR) coordination & structures
- Local Government Recovery & Stabilisation.

Key indicators

- IMS fully developed by Sept. 2021
- IGR structures strengthened & aligned to DDM approach by March 2021
- IGRF Act regulations promulgated by April 2021.
- 52 One Plans developed & adopted by March 2022
- Identified DDM hubs established by March 2022
- LG support & shared services (*powers & functions reviewed*) implemented by March 2023
- Budget reprioritisation and spatialisation principles infused across govt by March 2025

Yr. 5+ (April 2025 - onwards)

4 SUSTAINABILITY

Objectives

Improve quality of life, transform district/metro economies and further enhance the institutional and financial sustainability of LG.

Delivery work streams

- One Plan implementation & monitoring.
- IGR coordination & structures
- Local Government Stabilisation.

Key indicators: All 52 Spaces

- Inclusive repositioned economies
- Spatial transformation and environmental sustainability
- Sustainable Infrastructure Development
- Reliable service provisioning
- Empowered citizens and good governance
- Functioning hubs and IGR coordinating structures by 1 April 2025
- LG system supported & effectively performing mandated functions

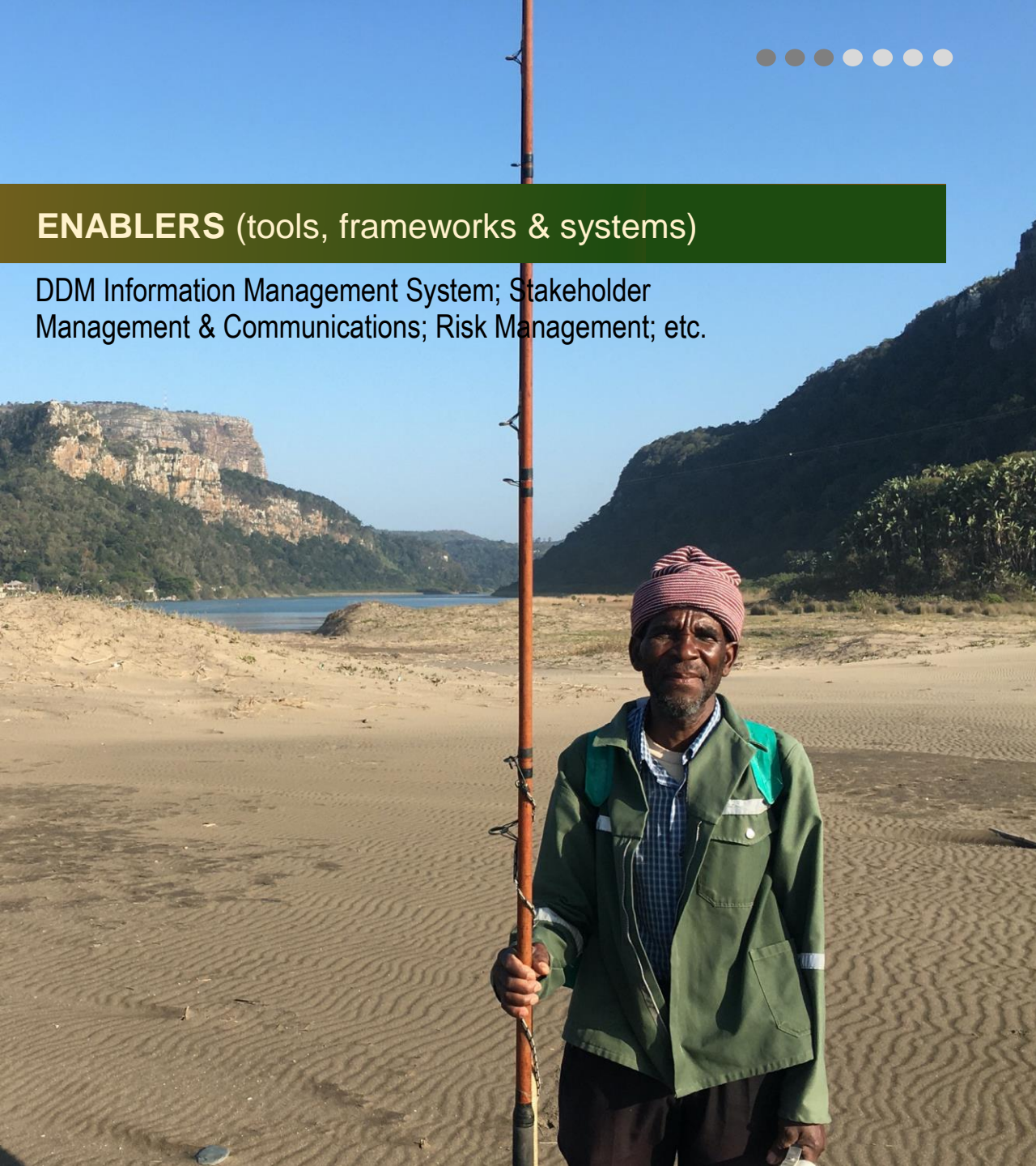
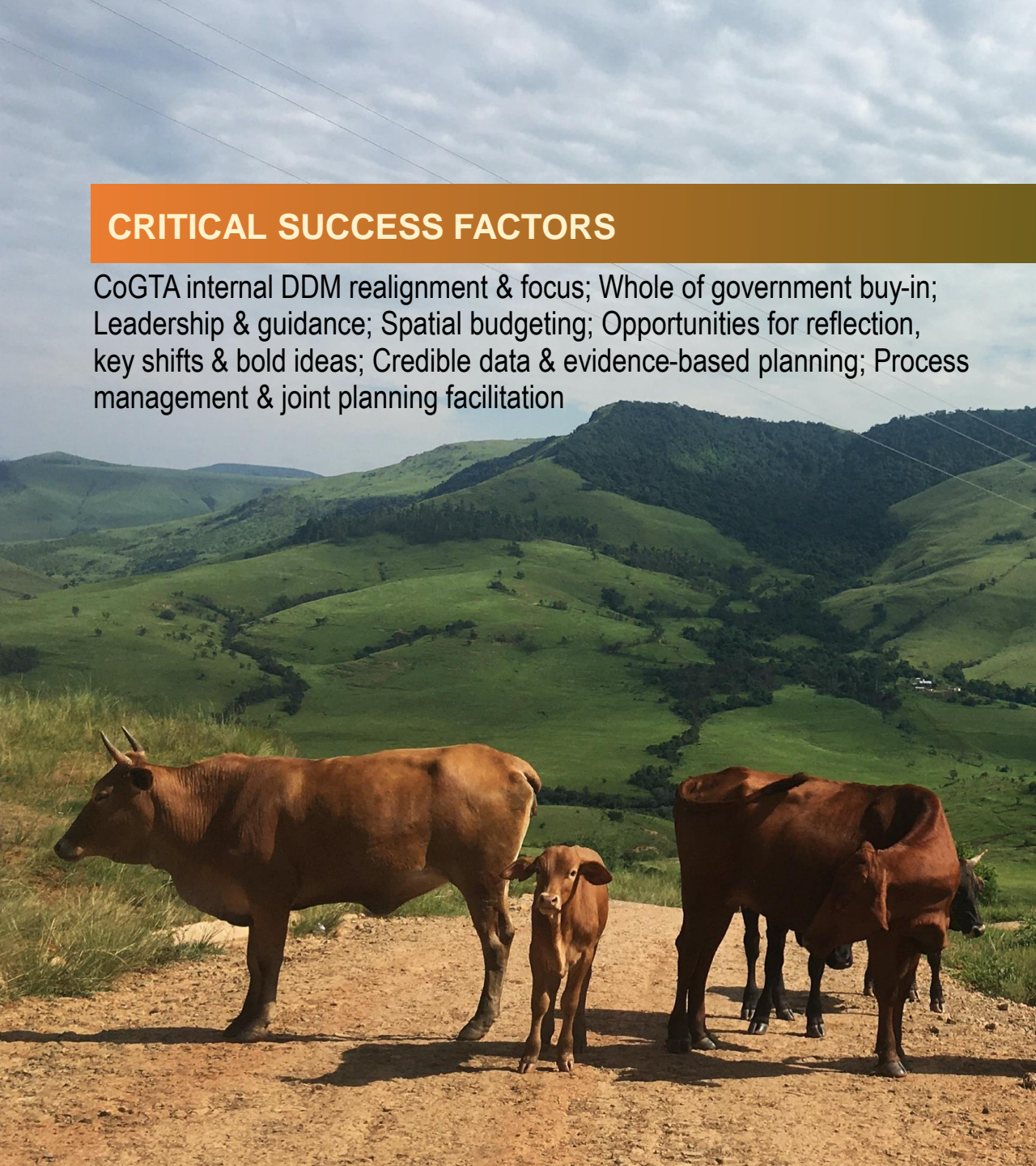
COGTA will be reviewing the underpinning strategic objectives and focus areas for the current phase of institutionalization of the DDM and the sustainability phase based on lessons learned.

CRITICAL SUCCESS FACTORS

CoGTA internal DDM realignment & focus; Whole of government buy-in; Leadership & guidance; Spatial budgeting; Opportunities for reflection, key shifts & bold ideas; Credible data & evidence-based planning; Process management & joint planning facilitation

ENABLERS (tools, frameworks & systems)

DDM Information Management System; Stakeholder Management & Communications; Risk Management; etc.





DDM is anchored on the **ONE PLAN** – this intergovernmental plan sets out a long-term development trajectory for the district /metro transformation.

- DDM is positioned **in relation to** NDP, MTSF & NSDF to enhance the overall system to **synergize national, provincial and local priorities** i.r.t. district & metros.
- **ONE PLAN:**
 - comprises of **6** transformation areas.
 - does not deal with the **non-strategic aspects** that each of the existing plans may cover.
 - covers full range of responsibilities that existing plans cover i.r.t. core powers and functions.
- These **intergovernmental strategic frameworks** make **strategic sense** of available plans and synthesize or localize these plans in context of the spatial logic of the district and metros.

ONE PLAN AS A GAME CHANGER TO DELIVER ON DISTRICT/METRO ECONOMIC... DEVELOPMENT



- **District Profiling** – Understanding the competitive and comparative advantages.
- **Economic Positioning** – taking advantage of inherent potential to grow district and metro economies. Implementation of catalytic projects to support economic recovery and growth. Small town regeneration.
- **Governance and Financial Management** – Municipal institutional stabilisation and red tape reduction to attract and retain investment.
- **Spatial restructuring** – reimagining district and metro spaces to promote inclusive growth and development
- **Integrated Service Provisioning and Infrastructure Reengineering** – investment in infrastructure to provide dependable services to households and business.



President assigned the coordination of the DDM to the **Minister of COGTA**.

COGTA IS EXPECTED TO

- enable integrated planning & delivery in district & metros.
- **mobilise all sectors** of society to participate in DDM and coordinate the implementation of programmes and projects in spaces within the DDM framework.
- produce regular reports of the implementation of DDM in the various districts and metros.
- **The Development Bank of Southern Africa (DBSA)** were appointed by COGTA as an implementing agent for the roll-out of the DDM in the three DDM pilot sites



- **Allocate dedicated senior officials to participate in the ONE PLAN development** process for each district and metro and contribute towards the shaping of it as cohesive national government response.
- **Participate in the intergovernmental coordination and planning structures and sessions at national, provincial, and district/metro level to provide sectoral perspectives** on the status as well as commitments and key projects that will contribute to the achievement of the desired future and outcomes agreed upon in each district/ metro.
- **Ensure that the implementation commitments in each district and metro spaces** are incorporated and inform the strategic plans and Annual Performance Plans in line with the Government Planning cycle.
- **Departmental Communication Strategies and Plans must include the DDM** as an all of government approach and an operating model to improve Cooperative Governance in line with the DDM Communications Framework shared through the GCIS.
- **Departments must develop comprehensive Communication Plans** to support and profile the work of DDM Champions.
- **DDM Communication must be dovetailed** into ongoing departmental programmes and standardised as an item of reporting in monthly Cluster Reports.

ROLES AND RESPONSIBILITIES OF NATIONAL POLITICAL CHAMPIONS ●●●●●●●●●●



- Provide political oversight and support to improve **cooperation and collaboration** across the 3 spheres of governance to implement DDM.
- Provide strategic guidance for the development and implementation of the **ONE PLAN**.
- Contribute towards **institutional stabilisation** of the allocated district and the reprioritisation process that seek to respond to urgent institutional and governance gaps, and development priorities outlined in the specific **district profile**.
- Work with sector Ministries and provincial MECs and **provide support to unblock** and bring to the surface any issues that may hinder progress in the implementation of the DDM.
- Promote **transparency** and **accountability** on the implementation of the DDM.

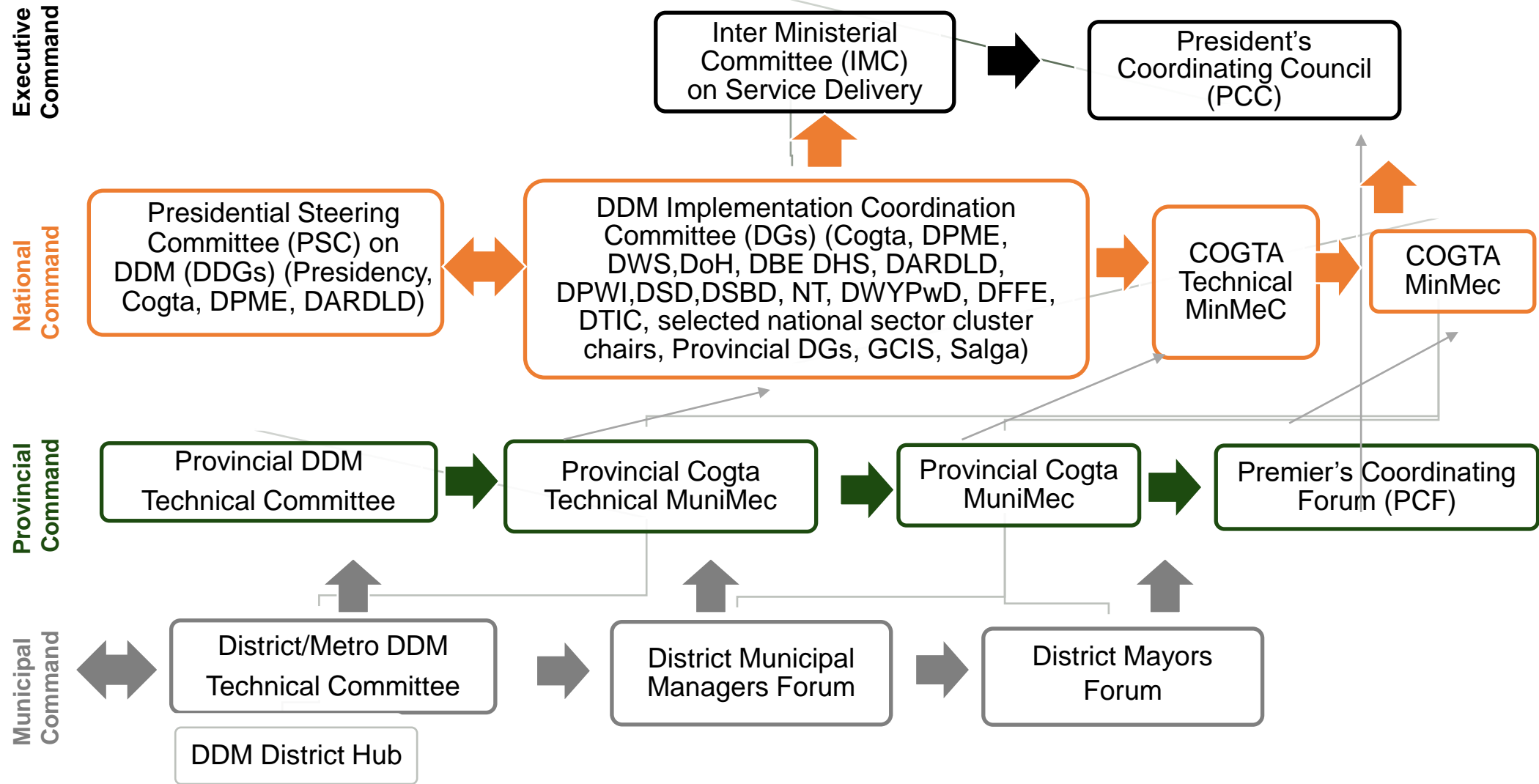
DGs should allocate themselves within the DDM district/metros of their respective political principles.



- ① **DDM Hubs are part of the overall institutional arrangements for the implementation of the DDM.** They form part of the extension of CoGTA capacity for purposes of playing its role in driving the institutionalising of the DDM and facilitating the formulation, adoption, implementation, monitoring and review of the One Plans.
- ② **A DDM Hub is conceived as a functional network of support** and a facilitation system for Intergovernmental Planning, budgeting and implementation in relation to a specific district or metropolitan space or a combination of district spaces or metropolitan spaces.
- ③ **COGTA have re-conceptualised the DDM hubs establishment concept** to be more practical and relevant to the geographic context and environment of respective districts/metros.

Sectors will play a critical part in availing staff with required skills to form part of DDM hubs

DISTRICT DEVELOPMENT MODEL CO-ORDINATING STRUCTURES



PRACTICAL INTERVENTIONS/PROJECTS IN DDM PILOTS - ONE PLAN HIGHLIGHTS



DDM Pilot	Interventions and Impact
1. OR Tambo One Plan Vision 2050 “A coastal smart city anchored by a thriving oceans and agricultural economy”	<ul style="list-style-type: none"> One Plan Commitments: 170 Projects with a total value of R82bn by the three spheres of government, SOEs and private sector. Assistance is being provided to Magwa and Majola Tea Estates with Treasury to supply government and private sector institutions such as hospitals, prisons, administrations offices, etc; with local tea. Close to 50 SMMEs and Cooperatives have already received support from the district in the form of resources, financial support and equipment necessary to unlock their business potential. Incubation program for youth of the district in the furniture manufacturing sector done in partnership with FURNTECH. 30 young entrepreneurs to benefit in incubation support. Automotive Industry Incubation: to enhance artisans in panel beating and spray painting. Currently more than 20 learners/incubatees are undergoing training for a 3-year program implemented with SFERA Ltd, the National Skills Fund and the DTI. LED Waste Recycling Programme: established buy-back centres in all the 5 LMs of the district. The regional recycling facility currently processes various types of recyclable waste such as papers, cans, plastics and bottles.
2. Waterberg One Plan Vision 2050 “A tourism and energy hub that enables a participative, investment friendly and diversified economy”	<ul style="list-style-type: none"> One Plan Commitments: 387 Projects with a total value of R63,4bn by the three spheres of government, SOEs and private sector. Modimolle Eye Hospital: Approx 50 000 residents in the Limpopo province are likely to benefit from cataract surgery. This project has the potential for meaningful impact, both economic (e.g. igniting medical tourism) and social (improved access to needed medical services). Digitizing Education: funded by Anglo American, Exxaro & Ivanplats- up to 2500 matrics already benefitted from rolling out broadband infrastructure in schools and this will be ramped up to about 7500 learners in 2022.
3. eThekweni One Plan Vision 2050 “A Leading Smart Port City Region that is Just, Safe, Sustainable, Socially Cohesive and Culturally Expressive”	<ul style="list-style-type: none"> One Plan Commitments: 627 Projects with a total value of R80,7bn by the three spheres of government, SOEs and private sector. The DDM consolidated a shared vision across government and stakeholders to convert the Port endowment into a strategic competitive advantage for the region and country. Port decongestion intervention is showing good progress with Transnet committing about R100bn towards the port expansion vision of improving logistics infrastructure. The City is providing incremental services including water, sanitation, roads and foot paths in 581 informal settlements. Supporting rural, township and informal economy: Dedicated support to informal and township businesses resulted in about 3000 businesses receiving national support and a further 8000 currently being considered. Sourcing of municipal goods (food parcels and PPE) from small businesses supported transformation Supporting eThekweni Economic Recovery Plan post the July 2021 civil unrest through an all-of-government response and interventions.

LESSONS FROM PILOT SITES



- **Participation** of national and provincial sector departments in the development of DDM ONE PLAN has been **poor**.

*The Department will engage through the cluster system to ensure full participation in the implementation of the **DDM ONE PLANS**.*



- ONE PLAN process has revealed that a **joint programmatic approach** as well as adequate internal capacities, is required for institutionalisation of the DDM across all districts, provinces and sectors included private sector and communities.

*The Department has since developed a **Joint Programme Management Approach framed within the DDM IGR framework** to coordinate the implementation of DDM ONE PLANS.*



- **Successful implementation** of the DDM will require **partnerships** with traditional leaders, the private and non-governmental organisations.

The Departments facilitated partnerships with several orgs such as Public Private Growth initiative (PPGI) and the Work Bank to support the implementation of the DDM in the pilots.

- **DDM Evaluation Study** undertaken in the three pilot sites highlights key lessons learned and makes key findings and recommendations on the institutionalisation and implementation, which will be used to strengthen DDM implementation in all 52 sites.

SUMMARY OF DDM IMPLEMENTATION PROGRESS



- ✓ DDM launched in **3 pilot sites** and DDM Hubs established (OR Tambo, Waterberg and eThekweni).
- ✓ DDM **profiles developed** for all district and metro spaces.
- ✓ **DDM Implementation Framework** outlining key aspects for the institutionalization of the DDM developed.
- ✓ **Guidelines** for the development of One Plans have been developed. In this regard, One Plans finalized for **46 district and metro spaces**.
- ✓ Intergovernmental **One Plan quality assurance** panel established and functional.
- ✓ **Economic Recovery Plans** developed in 46 districts and metros. These have been integrated into the One Plans.
- ✓ **DDM Political Champions** appointed by the President of the Republic, guidelines and reporting template for DDM Political Champions developed.
- ✓ Establishment and strengthening of **IGR/DDM structures** across district and metro spaces. At the national level, the establishment of the **DDM Implementation Coordinating Committee** is underway.
- ✓ Development of the **Draft Section 47(1)(b) of the Intergovernmental Relations Framework Act (IGRFA) Regulations** currently underway.
- ✓ **DDM Integrated M&E Framework** developed.
- ✓ Development of the **DDM IMS system** underway.
- ✓ **Eastern Seaboard Development** launched – DDM in action flagship project.
- ✓ Ongoing **support and guidance** on how to mainstream DDM across government.
- ✓ **Strategic partnerships** to implement the DDM underway.



DDM LEAVES NO ONE BEHIND



- Gazetting of section 47(1)(b) of the IGRFA Regulations to frame the institutionalisation of the DDM;
- Finalise the DDM Implementation lessons learned study in DDM pilot sites;
- Finalise the quality assurance of One Plans – Pilots sites and 49 District and Metro spaces;
- Review and amend the operationalisation and feasibility of the DDM Hubs concept;
- Tracking of commitments made by national sector departments and provincial sector departments within the context of the DDM;
- Localisation of the Medium-Term Strategic Framework (MTSF) 2019-2024;
- Supporting the establishment and management of the DDM Information Management System / Digital Single View District Dashboard;
- Establishment of the Monitoring Framework for the implementation of the DDM;
- Assessing data on the planning and implementation of infrastructure development projects within districts, and assessing the facilitative and hindering factors that frame these projects;
- Providing support to District champions jointly with the Presidency.
- Continue with providing support to provinces and departments with the institutionalisation of the DDM



THANK YOU

Ngiyabonga | Re a leboga | Ndo livhuwa | Nndza nkhenisa | Ke a leboha haholo | Dankie | Enkosi



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