
GENERAL NOTICES • ALGEMENE KENNISGEWINGS

DEPARTMENT OF CO-OPERATIVE GOVERNANCE**GENERAL NOTICE 1941 OF 2023****REGULATIONS FRAMING THE INSTITUTIONALISATION OF THE DISTRICT DEVELOPMENT MODEL IN TERMS OF SECTION 47(1)(b) OF THE INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT, 2005**

Any person who wishes to submit written comments on the proposed draft Regulations framing the institutionalisation of the District Development Model in terms of section 47(1)(b) of the Intergovernmental Relations Framework Act, 2005 are hereby invited to do so within 30 days from the date of publication hereof by—

- (a) posting such comments to the following address:

Department of Cooperative Governance
Private Bag X804
PRETORIA
0001;

- (b) delivering such comments by hand at the following address:

Department of Cooperative Governance
87 Hamilton Street
Arcadia
PRETORIA; or

- (c) e-mailing such comments to the following address:

ashleyl@cogta.gov.za

Comments must be addressed to the Director-General: Cooperative Governance and marked for the attention of **Mr Ashley Losch**.

MS THEMBI NKADIMENG, MP
MINISTER OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS
DATE:

SCHEDULE

CHAPTER 1

INTEPRETATION AND PURPOSE OF REGULATIONS

Definitions

1. In these Regulations a word or expression bears the meaning assigned to it in the Act and unless the context otherwise indicates—

"**Act**" means the Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005);

"**Catalytic projects**" means intergovernmental long-term projects of high budget value and impact;

"**Constitution**" means the Constitution of the Republic of South Africa, 1996;

"**DCoG**" means the Department of Cooperative Governance;

"**DCoG DG's DDM Implementation Coordinating Committee**" refers to a committee established by the Director-General of the Department of Cooperative Governance for the purposes of coordinating the implementation of the District Development Model;

"**DDM**" means the District Development Model which is an operational model for improving cooperative governance as announced by the President of the Republic of South Africa in the Presidency Budget speech in 2019;

"**DDM Implementation Protocol**" means the implementation protocol contemplated in section 35 of the Act for the purpose of implementing the DDM;

"**Director-General**" means the Director-General of the Department of Cooperative Governance;

“District or Metropolitan DDM Committee” refers to an inter-governmental committee chaired by either a district or metropolitan municipal mayor to provide political oversight.

“District or Metropolitan DDM Coordination Steering Committee” refers to an inter-governmental coordinating steering committee at a provincial level chaired by a Premier of a province and co-chaired by the MEC for local government in the respective province.

“District or Metropolitan Technical DDM Hubs” refers to an inter-governmental technical support network or team to coordinate and facilitate inter-governmental planning in the district and metro spaces.

“District or Metropolitan DDM Technical Committee” refers to an inter-departmental committee established by the Director-General in a province in consultation with Heads of Departments;

“District Municipality” means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is described in section 155 (1) of the Constitution as a category C municipality

“District spaces” means geographical areas whose extent and boundaries coincide with those of Category C municipalities as described in section 155(1)(c) of the Constitution;

“DPME” means the Department of Planning, Monitoring and Evaluation;

“Intergovernmental District or Metropolitan Committee” refers to the intergovernmental structure established as per section 24 of the Act.

“Joint programmes” refers to programmes that transcend the conventional organisational boundaries in planning, budgeting and implementation resulting in

several departments, agencies or ministries becoming responsible for one aspect of the programme;

“MEC” means a member of the Provincial Executive Council;

“Metropolitan Municipality” means a municipality that has exclusive executive and legislative authority in its area, and which is described in section 155 (1) of the Constitution as a category A municipality;

“Metropolitan spaces” means geographical areas whose extent and boundaries coincide with those of Category A municipalities as described in Section 155(1)(a) of the Constitution;

“Minister” means the Minister of Cooperative Governance and Traditional Affairs;

“National DDM Political Champions” refers to Ministers and Deputy Ministers appointed by the President to act as intergovernmental facilitators to address service delivery weaknesses, including those identified through the development and implementation of One Plans in their respective district and metropolitan spaces;

“One Plan” is an intergovernmental plan setting out a long-term strategic framework to guide the implementation of investment and delivery plans in relation to each of the districts and metropolitan spaces, which constitutes an intergovernmental implementation protocol, as contemplated in section 35 of the Act;

“Premier’s Coordinating Forum” refers to a Premier’s intergovernmental forum as defined in section 16 of the Act;

“Presidential Coordinating Council” refers to a President’s coordinating council as defined in section 6 of the Act;

“Presidency Steering Committee on the DDM” refers to the technical committee established by the President of the Republic to provide strategic oversight on the

implementation of the DDM and technical support to the President in his or her capacity as the overall DDM political champion;

"Reprioritisation" refers to the joint process of review and adjustment of priorities and commitments by the organs of state involved, when required.

"Terms of reference" refers to the rules of internal procedures of intergovernmental structures as defined in section 33(1)(a) of the Act.

Purpose

2. The purpose of these regulations is to provide for an intergovernmental framework and operational model that will frame the coordination and synchronisation of local intergovernmental development priorities in the context of the DDM, through a set of intergovernmental structures and the One Plan as part of the institutionalisation of the DDM.

CHAPTER 2

DISTRICT DEVELOPMENT MODEL

Principles

3. (1) The DDM is—

(a) framed within the existing intergovernmental relations system as defined in the Act and does not replace the existing division and allocation of powers, functions and responsibilities of spheres of government and organs of state;

- (b) a framework for the coordination and alignment of the development priorities within particular district and metropolitan spaces; and
- (c) a mechanism to practically demonstrate cooperative governance and intergovernmental relations at a local level, with the aim of improving government cohesion and effectiveness in delivering services and enabling integrated sustainable development outcomes and impact, including identifying and addressing implementation blockages, especially those requiring an intergovernmental focus.

(2) The DDM works within existing intergovernmental framework and processes to achieve its aims and objectives to identify opportunities to ensure better development and performance through improved synchronisation and utilisation of public and private resources.

(3) The framework of the DDM is premised on improving the ALL of Government and ALL of society approach through fostering intergovernmental joint planning and budgeting and programme and project implementation, as well as monitoring through the development and implementation of One Plans within the existing legislative framework.

Requirements

4. (1) The entire national sphere of government and all national organs of state must contribute to the formulation and implementation of the One Plan in each district and metropolitan space, within the existing legislative and intergovernmental framework.

(2) The entire provincial sphere of government and all provincial organs of state must formulate and implement the One Plan in each district and metropolitan space within the province, within the existing legislative and intergovernmental framework through the provincial, district and metropolitan DDM coordinating and technical committees.

(3) A district municipality and local municipalities under its jurisdiction, including entities of the district municipality and the local municipalities concerned, must contribute to the joint formulation and implementation of the One Plan, within the district and within the existing legislative and intergovernmental framework.

(4) A metropolitan municipality and entities of the municipality, must contribute to the joint formulation and implementation of the One Plan in the metropolitan space and within the existing legislative and intergovernmental framework.

(5) The One Plan should include contributions of the private sector and the priorities of social actors.

(6) All departments across the three spheres of government must specify the manner in which they contribute to the development and implementation of One Plans through their relevant operational functions, capabilities and budgets, where required.

Implementation

5. The DDM must be implemented through the interrelated processes of spatialisation and reprioritisation that form part of the development and implementation of One Plans within the existing legislative framework.

Institutional arrangements

6. (1) Institutional arrangements for the DDM must be aimed at sustaining a programmatic approach to cooperative governance and intergovernmental relations centred around the One Plans.

(2) The President of the Republic is the overall champion of the DDM and may appoint Ministers or Deputy Ministers as National DDM Political Champions for each district and metropolitan space.

(3) The Minister is responsible for the institutionalisation and implementation of the DDM in terms of the cooperative governance mandate of the Department and as directed by the President of the Republic.

(4) The DPME is responsible for developing and coordinating the implementation and institutionalisation of the country's planning system, policies and legislation. The DPME will provide strategic leadership and technical support in the localisation of national and sectoral plans within identified district and metropolitan One Plans and spaces.

(5) Each Premier is the overall provincial champion of the DDM in his or her province and must establish provincial DDM intergovernmental structures as

contemplated under section 21 of the Act, and may appoint MECs as provincial political champions for each district and metropolitan space within the province.

(6) Each province must play an integral role in the programmatic approach through the President's Coordinating Council and by leading the coordination processes at the provincial level utilising the provincial DDM intergovernmental forums linked with the Premier's Coordinating Forum.

(7) The MEC for local government is responsible for the institutionalisation and implementation of the DDM in terms of the cooperative governance mandate of the Department and as directed by the Minister and the Premier.

(8) The Director-General of a province is the overall technical DDM champion in his or her province and is the co-chairperson of the provincial DDM technical structure as contemplated under section 5 of these Regulations together with the Head of Department for the provincial department of local government.

(9) A Head of Department for the provincial department of local government must assign senior officials to participate in district or metropolitan DDM technical structures as contemplated under section 12 of these Regulations that must lead the development and monitoring of the implementation of One Plans.

(11) A Mayor of a district and a metropolitan municipality is the local champion of the DDM in his or her municipality and lead the district or metropolitan DDM political structures as contemplated under section 24 of the Act.

(12) A Municipal Manager of a district and a metropolitan municipality is the local champion of the DDM in his or her municipality and lead the technical district and metropolitan DDM committees as contemplated under section 30 of the Act.

(13) District and Metropolitan DDM technical support hubs comprising of teams with critical skills and knowledge may be established by the DCoG in selected districts and metropolitan spaces with support from national and provincial departments in a phased manner as technical support agents for supporting DDM implementation, coordinating capacity building support initiatives, and enhancing local institutional capabilities within the DDM framework.

(14) The Director-General must issue circulars outlining the composition, roles and responsibilities and general functioning of intergovernmental DDM structures with a specific focus on the participation of state-owned enterprises, private sector, civil society, organised local government, and traditional leaders, as well as the issuing of circulars for the establishment of district and metropolitan DDM technical support hubs outlining the human and financial requirements and the general functioning thereof.

(15) A terms of reference outlining the general functioning of the DCoG DG's DDM Implementation Coordinating Committee, including its relationship with the Presidency Steering Committee on the DDM, must be drafted and adopted as outlined in section 33 of the Act.

(16) The President of the Republic must establish a Presidency steering committee on the DDM, comprising of senior officials from selected national departments, which must fulfil an overall coordination function in line with the DDM champion role ascribed to him or her.

(17) A terms of reference outlining the general functioning of the DDM Presidency steering committee on the DDM must be drafted and adopted as outlined in section 33 of the Act.

CHAPTER 3

ONE PLANS

Context of plans

7. (1) A One Plan must be developed for each district and metropolitan space as a long-term intergovernmental implementation protocol outlining key intergovernmental catalytic programmes and projects, which serves as a strategic framework to guide government and private sector investment within the district or metropolitan space.

(2) A One Plan may not replace national and provincial development plans, sectoral plans and any legally prescribed development and strategic plan or a departmental or entity annual performance plan in operation at any of the three spheres of government but need to be aligned with each other.

(3) A One Plan may influence the review of existing legally prescribed development of strategic plans or a departmental or entity annual performance plan in operation at any of the three spheres of government.

(4) A One Plan should take into consideration policy, planning and budgeting priorities and plans as well as spatial development frameworks at national, provincial and local government level as well as the priorities of social partners.

(5) A One Plan may influence more strategic and impact-oriented budgeting and reprioritisation of budgets across the three spheres of government, utilising and even strengthening current legislative levers, and must be developed jointly by all spheres of government, state-owned entities, the private sector and civil society.

Preparation, approval and adoption of plans

8. (1) A One Plan development process must follow the following stages:

- (a) Diagnostic stage: This stage makes provision for a deep-dive analysis and understanding of the existing socio-economic development context;
- (b) Vision setting stage: This stage indicates the desired future framed by national, provincial and regional development goals with clear outcomes and impacts to be achieved;
- (c) Strategy formulation stage: This stage makes provision for the identification of strategies and interventions required to realise the desired future; and
- (d) Implementation commitment stage: This stage makes provision for the commitments and contributions of each sphere of government, state-owned entity, and private sector that will enable the identified strategies to be implemented.

(2) The Director-General must issue guidelines and circulars outlining the prescribed framework for One Plans in line with the One Plan development process.

(3) The established intergovernmental structures as contemplated in these Regulations together with the district and metropolitan DDM technical support hubs, where applicable, must facilitate the preparation of the One Plan through joint planning processes involving all three spheres of government, as well as private sector and other civil society stakeholders.

(4) Each district and metropolitan DDM technical structure must

oversee the preparation of the One Plan related to its district or metropolitan space and publish the draft One Plan for public comment for a period specified in the guidelines and circulars before submitting the completed One Plan to the relevant metropolitan, district and local municipal councils and the relevant Provincial Executive, for endorsement.

(5) Each Provincial Executive Council, metropolitan, district and local municipal councils, following consultation in the relevant intergovernmental structures as pronounced in these Regulations, must recommend the One Plan for approval in writing to the Minister.

(6) If there are any objections to the One Plan after the due processes followed by the Provincial Executive Council or metropolitan, district or local municipal council, the reasons for objecting to the One Plan must be submitted in writing to the Minister.

(7) The Minister must submit the approved One Plans to Cabinet for adoption.

(8) All three spheres of government and organs of state must implement the One Plans adopted by Cabinet.

(9) A One Plan for a district and metropolitan space must be developed during the period stipulated in a circular issued by the Director-General.

Implementation and monitoring of plans

9. (1) The One Plans must be implemented through the annual, medium-, and long-term strategic planning and budgeting processes of government and state-owned entities.

(2) The DCoG must together with national, provincial, and local government develop and regularly update an Information Management System, outlining clearly defined implementation indicators, linked with existing reporting systems across the three spheres of government that must be applied to monitor, evaluate and assess the status, implementation and progress of One Plans across all the district and metropolitan spaces.

CHAPTER 4

GENERAL

Short title and commencement

10. These Regulations are called the Regulations Framing the Institutionalisation of the District Development Model, 2023 and come into operation on the date of publication in the *Government Gazette*.