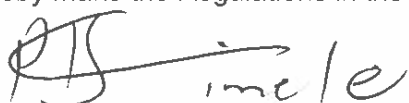


## DEPARTMENT OF CO-OPERATIVE GOVERNANCE

## NOTICE 2486 OF 2024

**REGULATIONS FRAMING INSTITUTIONALISATION OF DISTRICT DEVELOPMENT MODEL IN TERMS OF SECTION 47(1)(b) OF INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT, 2005**

I, Thembi Nkadimeng, Minister of Cooperative Governance and Traditional Affairs, in terms of section 47(1)(b) of the Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005), hereby make the Regulations in the Schedule.



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

DATE: 15/04/2024

## SCHEDULE

### CHAPTER 1

#### INTEPRETATION AND PURPOSE OF REGULATIONS

##### Definitions

1. In these Regulations, **“the Act”** means the Intergovernmental Framework Act, 2005 (Act No. 13 of 2005) and a word or expression bears the meaning assigned to it in the Act, unless the context otherwise indicates—

**“catalytic programmes and projects”** means multi-year intergovernmental programmes and projects of high budget value and impact as set out in existing budgetary and fiscal frameworks;

**“constitution”** means the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996);

**“DCOG”** means the Department of Cooperative Governance;

**“DDM implementation coordination committee”** means a committee established by the Director-General of the DCoG for the purposes of coordinating the implementation of the DDM ;

**“DDM”** means the District Development Model which is an operational model for improving cooperative governance;

**“Director-General”** means the Director-General of the DCoG;

**“DDM committee”** means an intergovernmental committee chaired by a district mayor;

**“DDM coordination steering committee”** means an intergovernmental coordinating steering committee at a provincial level;

**“DDM technical committee”** means an inter-departmental committee established by the Director-General in a province;

**“technical DDM hub”** means an intergovernmental technical support network or team;

**“district municipality”** means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is categorised as a category C municipality in terms of section 155 (1) (c) of the Constitution;

**“district spaces”** means geographical areas whose extent and boundaries coincide with those of category C municipalities as envisaged in section 155(1)(c) of the Constitution;

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

**“intergovernmental committee”** means a district intergovernmental forum as envisaged in section 24 of the Act;

**“joint programmes”** means programmes in which several departments, agencies or ministries are responsible for one aspect of the programme;

**“MEC”** means a member of a provincial Executive Council;

**“metropolitan DDM committee”** means an intergovernmental committee chaired by a metropolitan municipal mayor;

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

**"metropolitan spaces"** means geographical areas whose extent and boundaries coincide with those of Category A municipalities, as envisaged in section 155(1)(a) of the Constitution;

**"national DDM champions"** means Ministers and Deputy Ministers appointed by the President of the Republic of South Africa ("President"), to act as intergovernmental facilitators to address service delivery weaknesses, including those identified through the development and implementation of a One Plan, in their respective district and metropolitan spaces;

**"one plan"** is an intergovernmental plan for the purpose of coordinating intergovernmental catalytic programmes and projects in relation to each of the districts and metropolitan spaces;

**"Presidency steering committee on the ddm"** means the technical committee established by the President to provide strategic oversight on the implementation of the DDM and technical support to the President as the overall DDM political champion;

**"provincial COGTAs"** means the Provincial Departments of Cooperative Governance and Traditional Affairs;

**"reprioritisation"** means the joint process of review and adjustment of priorities and commitments by the organs of state involved, when required;

**"spatialisation"** means the process of translating development priorities and objectives into spatial locations in district and metropolitan spaces; and

**"terms of reference"** mean the internal procedures of intergovernmental structures, as envisaged in section 33 of the Act.

## Purpose

2. The purpose of these regulations is to provide for an intergovernmental and operational guide for the coordination of local intergovernmental development priorities in the context of the DDM, through a set of intergovernmental forums and the One Plan as part of the institutionalisation of the DDM.

## **CHAPTER 2**

### **DISTRICT DEVELOPMENT MODEL**

#### **Framework and joint planning of DDM**

3. (1) The DDM is—
- (a) established 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 implement 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 related implementation blockages, especially those requiring an intergovernmental focus.

(2) The DDM works within the existing intergovernmental framework and processes to achieve its aims and objectives to identify opportunities to ensure

better development and performance through improved coordination and utilisation of public and private resources.

(3) The framework of the DDM is premised on—

- (a) fostering intergovernmental joint planning, budgeting and programme and project implementation; and
- (b) monitoring through the development and implementation of a One Plan within the existing legislative framework.

(4) The joint planning at a district and metropolitan space requires all relevant organs of state and state-owned enterprises to identify and agree with all parties on —

- (a) the primary and secondary objectives to be undertaken in the One Plan process;
- (b) the nature and extent of the joint and cross cutting work required;
- (c) the financial commitments of each organ of state;
- (d) the mechanism required to ensure joint accountability;
- (e) a partnering protocol defining clear developmental commitments and implementation plans;
- (f) appropriate programme management and programme support staff to execute the programmes and plans within the district and metropolitan space, including the identification of skills and capacity gaps;
- (g) the key roles and responsibilities of the coordinating department within each district and metropolitan space;
- (h) appropriate financing arrangements if required for the joint programmes; and
- (i) a monitoring framework which allows for all organs of state to monitor their commitments and implementation.

(5) All plans, budgets, commitments, and other operations of intergovernmental forums must be made available to all members of the intergovernmental forums, as well as to the public at large.

#### **Implementation of One Plans by three spheres of government**

4. (1) The 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 through the provincial, district and metropolitan intergovernmental forums as contemplated in these regulations.

(2) The 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 through the provincial, district and metropolitan intergovernmental forums.

(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, through the district intergovernmental forums.

(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 through the metro intergovernmental forums.

(5) A One Plan must include contributions of the private sector and the priorities of social partners.

(6) Where necessary, the provincial sphere of government must include the DDM in provincial specific approaches towards the intergovernmental

coordination and alignment of the development priorities within district and metropolitan spaces.

(7) The DDM must be implemented through the interrelated processes of spatialisation and reprioritisation that form part of the development and implementation of a One Plan within the requirements of the Spatial Planning and Land Use Management Act, 2013 (Act No. 16 of 2013).

## **CHAPTER 3**

### **INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION OF DDM**

#### **Role of President and Minister**

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

(2) The President is the overall champion of the DDM and may appoint members of the national executive as National DDM Champions for each district and metropolitan space.

(3) The President of the Republic must approve a framework determining the roles and responsibilities of the National DDM Champions.

(4) The Presidency must oversee the impact of national policies, the National Development Plan, and national sector planning and budgeting coherence towards district and metro spaces development.

(5) The President must, receive reports from provinces, provide feedback and strategic guidance to provinces in respect of the implementation of the DDM.

(6) The President may 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 the President.

(7) The Director-General in the Presidency must draft internal procedures as outlined in section 33 of the Act, for the Presidency Steering Committee established as contemplated in subsection (1) for adoption by the Steering Committee.

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

### **Role of DCoG and DPME**

6. (1) The DCoG must—
- (a) manage the DDM and programmatic outcomes-based intergovernmental relations enabling government to formulate, adopt and implement One Plan in district and metro spaces;
  - (b) coordinate local government capacity building and shared resourcing; and
  - (c) undertake impact monitoring processes.

(2) The DCoG must report to the Presidency on progress with regard to the institutionalisation and implementation of the DDM through the President's Coordinating Council.

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

(4) The DPME is responsible for developing and coordinating the implementation and institutionalisation of the country's planning system, policies and legislation.

(5) The DPME must provide strategic leadership and technical support in the localisation of national and sectoral plans within identified One Plan.

### **Role of Premiers and MECs**

7. (1) Each Premier is the overall provincial champion of the DDM in his or her province and must establish provincial intergovernmental forums as contemplated in the Act, and may appoint MECs as provincial political champions for each district and metropolitan space within the province.

(2) Each Premier's office must oversee the effective implementation of the DDM within the province.

(3) Each Premier's office must oversee provincial policy and provincial sector planning and budgeting coherence according to national priorities and towards district and metro development.

(4) Each Premier's office must ensure provincial sector alignment in district and metro One Plan, capacity building plans and shared resourcing initiatives.

(5) Each Premier's office must convene the Premier's intergovernmental forum to receive feedback and updates on the DDM.

(6) Each Premier's office 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 intergovernmental forums as contemplated in the Act linked with the Premier's intergovernmental 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 his or her Department and as directed by the Minister and the Premier.

### **Role of provincial departments, Heads of Departments, Mayors and Municipal Managers**

8. (1) Provincial CoGTA's must—
- (a) together with the Premier's office, manage and coordinate the DDM and programmatic outcomes-based intergovernmental relations enabling government to formulate, adopt and implement One Plans in the district and metropolitan spaces;

- (b) coordinate local government capacity building and shared resourcing; and
- (c) undertake impact monitoring processes.

(2) Provincial CoGTA's must report to the Premier's Coordinating Forum on progress with regard to the institutionalisation and implementation of the DDM.

(3) A Head of Department for the provincial department of local government must assign senior officials to participate in district and metropolitan intergovernmental forums, as contemplated in these regulations, to lead the development and monitoring of the implementation of One Plans.

(4) A Mayor of a district or a metropolitan municipality is the local champion of the DDM in his or her municipality and leads the district or metropolitan intergovernmental forums as contemplated in the Act.

(5) A Municipal Manager of a district or a metropolitan municipality is the local champion of the DDM in his or her municipality and leads the technical district and metropolitan intergovernmental forums as contemplated in section 30 of the Act.

### **Role of Director-General**

9. (1) The Director-General must issue circulars—
- (a) outlining the composition, roles and responsibilities and general functioning of intergovernmental forums with a specific focus on the participation of state-owned enterprises, private sector, civil society, organised local government, and traditional leaders; and

(b) for the establishment of district and metropolitan DDM technical support hubs, outlining the human and financial requirements and the general functioning thereof.

(22) The Director-General must draft and adopt a set of internal procedures outlining the general functioning of the DCoG DG's DDM Implementation Coordinating Committee, including its relationship with the Presidency Steering Committee on the DDM, as outlined in section 33 of the Act.

(3) 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 intergovernmental technical forum as contemplated in these regulations together with the Head of Department for the provincial department of local government.

## **CHAPTER 4**

### **DEVELOPMENT AND IMPLEMENTATION OF ONE PLANS**

#### **Context of One Plans**

10. (1) A One Plan must be developed for each district and metropolitan space as an intergovernmental plan 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 must be developed, endorsed and approved within a 12-month period since the commencement of its review.

(3) A One Plan must be reviewed annually for no longer than 6 months.

(4) A One Plan may not replace the national, provincial, and local development plans, the sectoral plans and any legally prescribed development or strategic plan or a departmental or entity annual performance plan in operation in any of the three spheres of government.

(5) A One Plan must be aligned with the national, provincial and local development plans, the sectoral plans, and any legally prescribed development or strategic plan or a departmental or entity annual performance plan in operation in any of the three spheres of government.

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

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

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

(9) Catalytic programmes and projects that are implemented by organs of state, state-owned enterprises, other institutions and sectors, must be

incorporated into their respective Annual Performance Plans, Integrated Development Plans and other organisational plans.

### **Preparation, approval and adoption of One Plans**

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

- (a) the diagnostic stage that makes an analysis and understanding of the existing environmental and socio-economic development context, inclusive of population and demographic trends and the legislative and policy context;
- (b) the vision setting stage that indicates the desired future informed by national, provincial and regional development goals, with clear outcomes and impacts to be achieved;
- (c) the strategy formulation stage that identifies strategies and interventions required to realise the desired future and responds to the analysis under the diagnostic stage; and
- (d) the implementation commitment stage that provides for the commitments and contributions of each sphere of government, state-owned entity and private sector that will enable the identified strategies under the strategy formulation stage to be implemented.

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

(3) The established intergovernmental forums as contemplated in these regulations together with the district and metropolitan DDM technical support

hubs, where applicable, must facilitate the preparation of a 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 technical intergovernmental forum 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 Council, for endorsement.

(5) Each Provincial Executive Council, following consultation with the relevant intergovernmental forums as pronounced in these regulations, must recommend the One Plan for approval in writing to the Minister.

(6) The Minister must, within one month of receipt thereof, submit the approved One Plan to Cabinet for adoption.

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

### **Implementation and monitoring of One Plans**

12. (1) A One Plan 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 outcomes 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 a One Plan, across all the district and metropolitan spaces.

## **CHAPTER 5**

### **GENERAL**

#### **Objections and dispute resolution**

13. (1) 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.

(2) Any party to an intergovernmental dispute arising from any objections contemplated in subregulation (1), must adhere to the provisions of sections 41 and 42 of the Act.

#### **Short title and commencement**

14. These Regulations are called the Regulations Framing the Institutionalisation of the District Development Model, 2024, and come into operation on the date of publication in the *Gazette*.