

GUIDELINES FOR THE LOCALISATION OF GOVERNMENT PLANS WITHIN THE DISTRICT DEVELOPMENT MODEL CONTEXT

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**planning, monitoring
& evaluation**

Department:
Planning, Monitoring and Evaluation
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**cooperative
governance**

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Glossary

Accountability:

Answerable for individual and collective actions based on guidelines and agreements.

Annual Performance Plans (APPs):

Annual Performance Plans are compiled by National and Provincial government departments to meet requirements of sections 27(4), 40(3) and 55(2) of the Public Finance Management Act (PFMA) and contain measurable objectives for each main division within the department's vote as the basis to ensure accountability. Annual Performance Plans are tabled in Parliament alongside the budget vote of departments.

District Development Model:

The District Development Model (DDM) is a new integrated planning model that government is using to institutionalise an integrated, district-based, development approach aimed at fast-tracking service delivery and ensuring that municipalities work together, and are adequately supported and resourced to carry out their mandate.

Geospatial Referencing:

Collection and representing geospatial data in support of planning, monitoring, evaluations and performance reporting in a way that enables spatial representation on a map and in line with the legal framework for spatial data infrastructure and DPME guidelines on geospatial referencing.

Medium-Term Strategic Framework (MTSF):

The MTSF is a five-year national plan linked to the term of office of administration of government, and includes a set of national priorities and targets. The MTSF also provides the framework for monitoring performance against targets. The MTSF for 2019-2024 focuses on seven cross-cutting priorities. Progress with implementation of the MTSF is reported to Cabinet on a regular basis to ensure that delivery blockages are addressed timeously.

Spatialisation:

Spatialisation refers to the process of translating development priorities and objectives into spatial locations (district and metropolitan areas) manifesting in physical impacts on people's lives and the places they live in. The District Development Model uses spatialisation to establish long-term, sustainable frameworks for social, territorial and economic development. Its primary role is to enhance the integration between sectors and to improve national and local systems of urban and rural development, also taking into account environmental considerations. As such, Spatial Development Frameworks at National, Provincial and Municipal level are critical instruments in support of the District Development Model.

Spatial Targeting:

Spatial Targeting refers to directing of projects towards specific localised impact zones (precinct / ward level) to unlock potential or catalyse action.

Spatial Transformation:

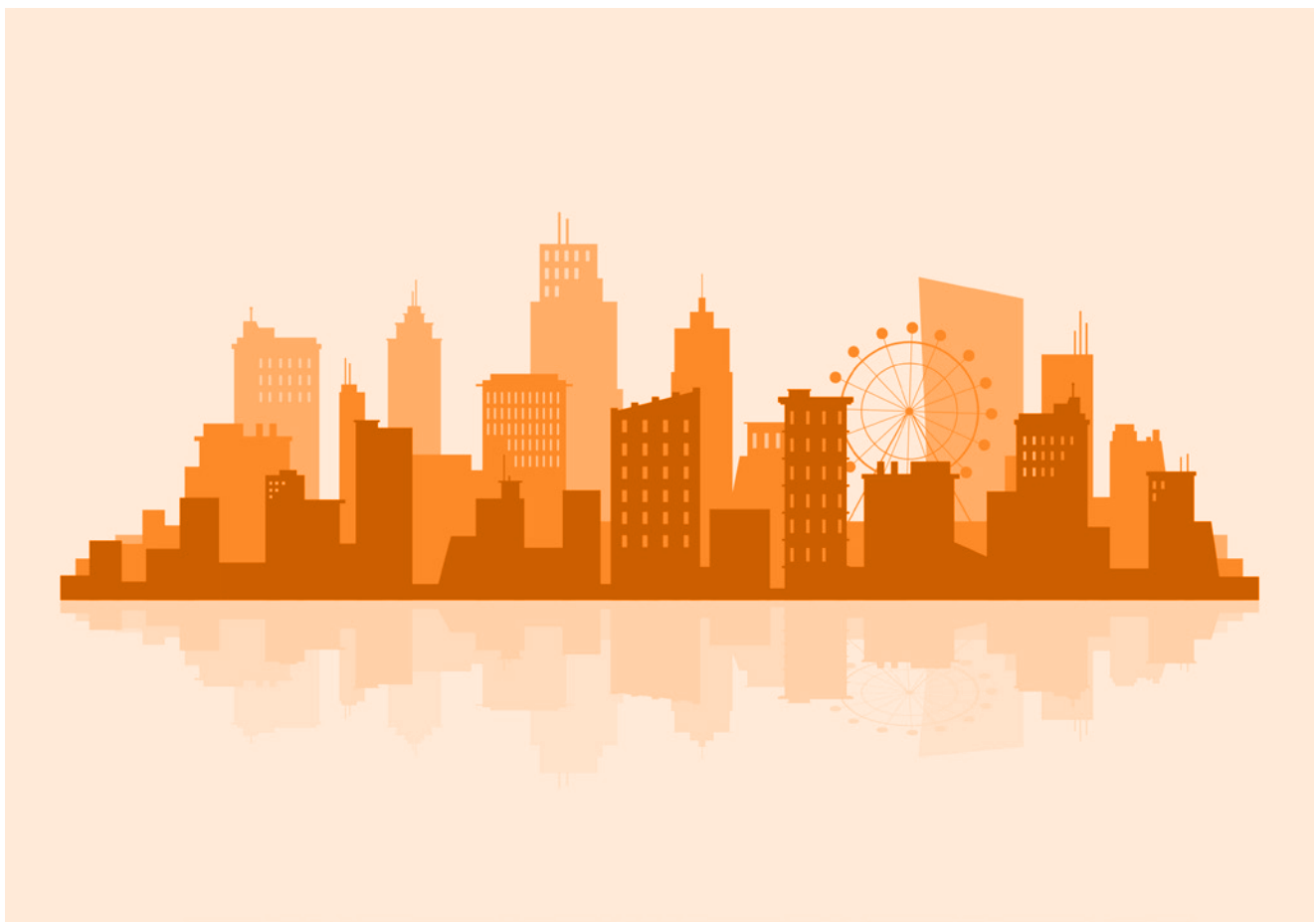
Spatial Transformation is a long-term process of change towards more inclusive, just and safe settlements that meet the needs of citizens. Spatial transformation is the collective impact of the development and investment decisions of State and non-state actors over time.

Reprioritisation:

Reprioritisation is the process of reviewing and changing plans and budgets to realise the desired developmental impacts. This requires review and reprioritisation of plans, budgets and programmes by each sphere, sector department and state entity.

Spatial Development Frameworks (SDFs):

SDFs form a core building block of the system of spatial planning. In terms of Chapter 4 of the Spatial Planning and Land Use Management Act (SPLUMA), the National and Provincial Spheres of government and each municipality must prepare a spatial development framework that interprets and represents the spatial development vision of the responsible sphere of government and competent authority. These are informed by a long-term spatial development vision statement and plan and represents the integration and trade-off of all relevant sector policies and plans. The SDFs guide planning and development decisions across sectors and their implementation is intended to address historical imbalances in development.



1. Introduction and background

The National Development Plan (NDP) recognises the potential of the various places in the country to contribute to development and the achievement of the national goals of eradicating poverty and reducing inequality and unemployment. Due to the persistent legacy of apartheid spatial development patterns, levels of need and vulnerability differ from one place to the next and within particular places, this include social vulnerabilities, such as a high concentration of unemployed youth, high concentration of female headed households, as well as environmental vulnerabilities. Fundamental reshaping of our spatial patterns are critical towards achieving long-term development goals. The NDP remains the lodestar of the country, and alongside long-term sector plans and strategies of various sectors, guides long-term development. The NDP and long-term sector strategies are achieved systematically through actions to implement short- and medium-term plans.

The achievement of our vision demands a cooperative, partnership-based approach between national, provincial and local governments, and between the private sector, labour and civil society working with government as social partners. A unified approach is needed to fast-track development outcomes and achieve sustainable transformation. As such, core principles around implementation of the MTSF includes partnerships,

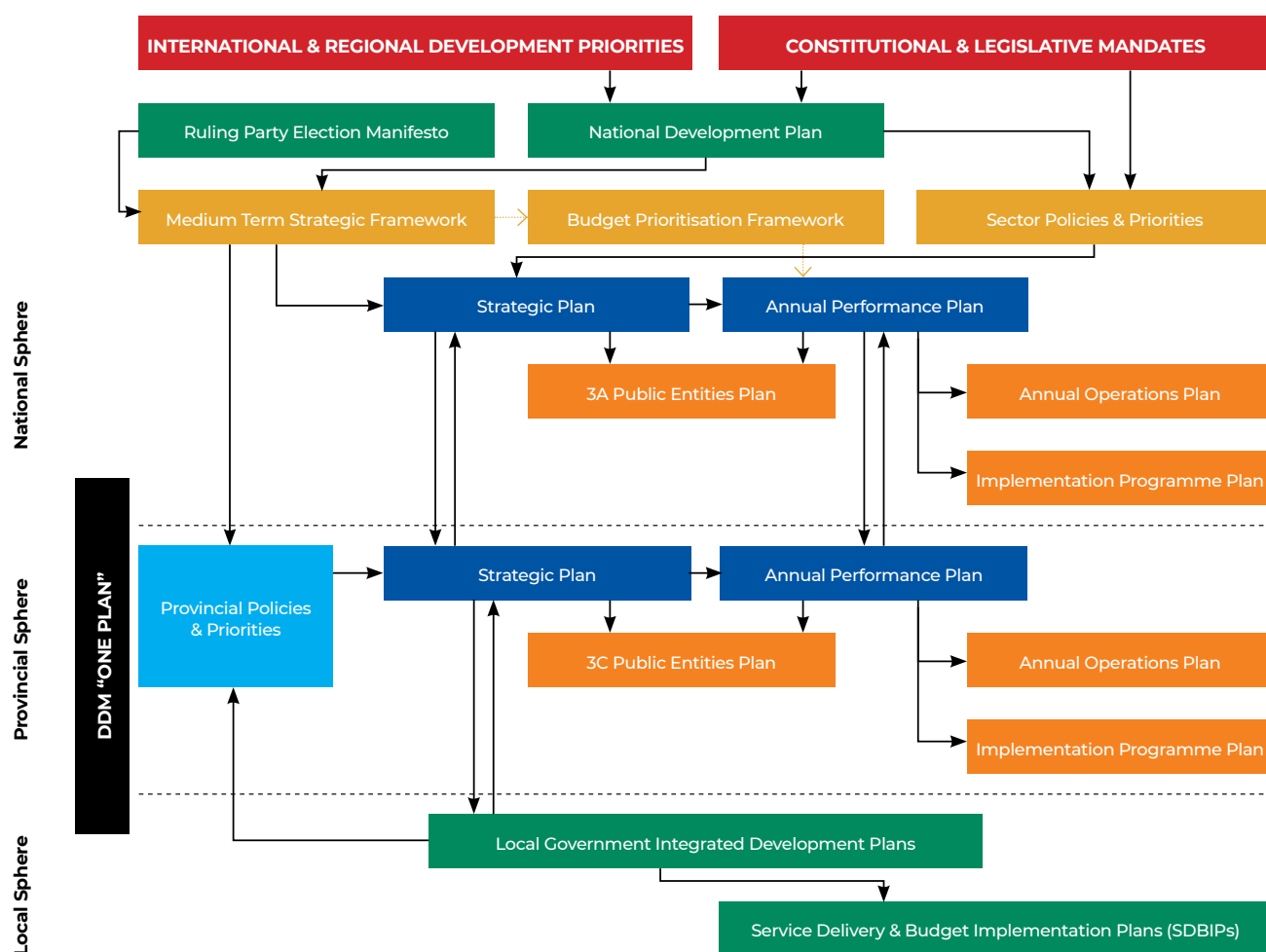
coordination, integrated monitoring and the geospatial referencing of projects.

The Medium-Term Strategic Framework (2019-2024) (MTSF) is the strategic national plan of the 6th administration of government and gives effect to the NDP and the electoral mandate for the term of office. It sets out the programme to deliver on the seven apex priorities announced at the beginning of the current term, namely:

- 1) A Capable, Ethical and Developmental State,
- 2) Economic Transformation and job creations,
- 3) Education, skills and health,
- 4) Consolidating the Social Wage through Reliable and Quality Basic Services,
- 5) Spatial Integration, Human Settlements and Local Government,
- 6) Social Cohesion and Safer Communities, and
- 7) A better Africa and World. The mainstreaming of gender, youth and people with disabilities are embedded across all priorities and interventions.

The District Development Model (DDM) was introduced by the sixth administration as the primary implementation approach towards achieving the electoral mandate and overall development goals in an integrated, efficient and coherent manner. Through the DDM, interventions and actions contained in the MTSF should find expression in district-level impact zones. Alignment of the various plans and strategies are illustrated in Figure 1.

Figure 1: Alignment of plans and strategies



2. Rationale for localisation government plans in the context of the DDM

Government delivers services through a complex set of value chains, with the total duration from start-to-finish of many projects exceeding the term of a political term of office, and the life span of major infrastructure exceeding the timelines of even long-term plans. Services are provided within a dynamic environment, with migration and related demographic dynamics being key considerations

in determining what services are needed where. The implementation of plans which are better, more integrated and aligned is critical to ensure sustainable long-term development. Maximising the impact of government service delivery requires a clear understanding of demographic dynamics, as well as particular pressures and vulnerabilities of specific places to ensure an appropriate response.

For example, where growth in a particular district means that demand for water will exceed the available supply in the district, it will be important to provide additional, sustainable infrastructure, but also reduce consumption of users. In the same way, where an area is experiencing out-migration and a reduction in the number of learners, it does not make sense to build additional schools for a particular community.

The MTSF provides the national developmental trajectory based on the NDP within a particular five- year term and has adopted a results-based approach towards achieving the desired developmental outcomes and impacts. The MTSF seeks to provide for spatial integration and geospatial referencing as core enablers towards achieving our vision of a better life for all by reducing poverty, inequality and unemployment.

The rationale for this guideline is to enable and facilitate a clear connection between plans at different levels, including the MTSF, PGDS, APP and "One Plan" interventions towards implementation, where possible within the district and local government space. The guidelines are an attempt to close the gap and mitigate against the disconnect between the national developmental outcomes and impacts and actual service delivery outcomes in the country in support of integrated planning and alignment towards coherent implementation and impact within the district and local government space. The guidelines aim to facilitate synergy across the spheres of government in achieving the national,

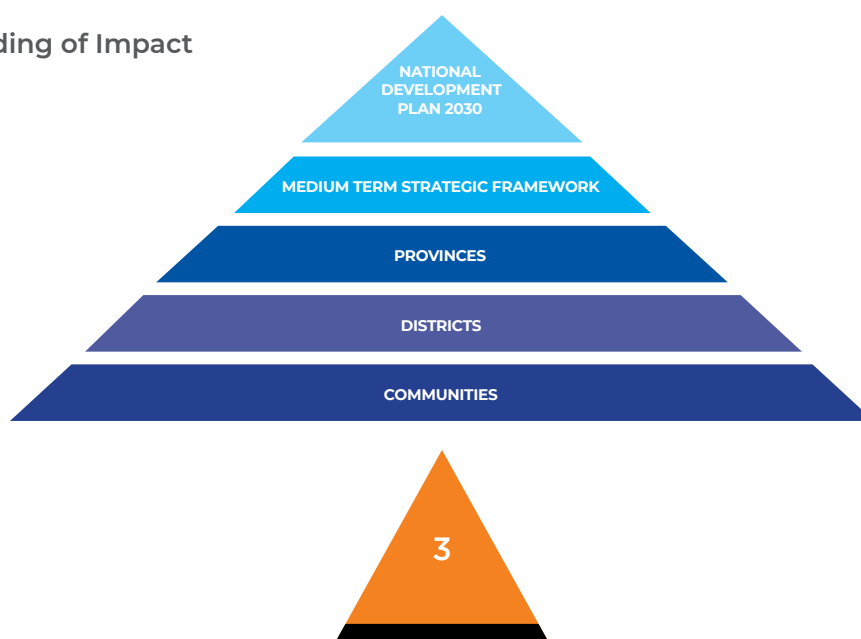
sub- national and local development outcomes and impacts. It should be read together with a range of other government planning-related policies, guidelines, frameworks and instruments, which are referred to at the end of this document.

3. Objectives

The objectives of this guideline are to:

- Provide a process and a series of steps for all spheres of government to localise government plans within the DDM;
- Confirm the critical importance of the geospatial referencing of all projects and interventions across the three spheres of government and within government entities;
- Provide steps for national sector departments to share and make available disaggregated programme information to enable focused interventions / projects within a district space that is aligned to the national developmental objectives and the development context of the district space.
- Provide guidance for municipal annual plans (i.e. SDBIP) to adequately respond to national priorities in relation to its functional responsibilities.
- Make a case for sectors to actively participate in district-level planning opportunities to understand and negotiate the best possible location for projects towards achieving optimum impact and understanding the implications for annual plans and priorities.

Figure 2: Cascading of Impact



4. Target audience

The target audience for these guidelines include the following groups:

- 1) National government departments – Officials responsible for programmes, as well as officials responsible for compilation of strategic plans and annual performance plans.
- 2) Provincial government departments – Officials responsible for programmes, as well as officials responsible for compilation of strategic plans and annual performance plans.
- 3) Entities defined in Schedule 3 (a) and (c) of the PFMA – Officials responsible for programmes, as well as officials responsible for compilation of strategic plans and annual performance plans.
- 4) DDM hubs and District Hub Managers.
- 5) Municipal officials responsible for the development of municipal plans including sector plans and programmes.

5. How to localise government Plans within the DDM

5.1 Core concepts

DDM Implementation: The DDM will be implemented through the localisation and spatialisation of development priorities and objectives as a rational basis to manage and direct government programmes and related resources in an integrated and coherent manner towards places of greatest need and impact. A key component of the DDM implementation is the development of One Plans, which are long-term strategic frameworks guiding investment, service delivery and development in relation to each of the district and metropolitan spaces.

Municipalities are required to compile Spatial Development Frameworks (SDF's) as an integral part of the IDP in terms of the Municipal Systems Act. A Spatial Development Framework (SDF) is a core component of a municipality's economic, multi-sectoral, spatial, social, institutional, and environmental vision. In other words, it is a tool to

achieve the desired spatial form of the municipality. The SDF, which sets out the spatial vision of the district municipality and should be in sync with the One Plans and the IDP's.

Integrated Planning: The Metro-IDP Guidelines (January 2021) define Integrated Planning as "Joint planning that ensures participation of all stakeholders and affected departments. Its objective is to examine all economic, social and environmental costs and benefits, in order to determine the most appropriate option and to plan a suitable course of action" Integrated Development Planning is defined as "The collective activities that constitute the standardised, logical set of interactive and iterative activities that should result in a well performing built environment that produces the outcome of a compact City that is more inclusive, productive, resilient and sustainable and thus better governed. The process includes intergovernmental planning and budgeting, that is across the spheres of government and including the communities / households and the private sector investment in the built environment".

Integrated Service Delivery: The development of the district/metro area and its people are dependent not only on what local government does but what all three spheres of government do and how they work together with stakeholders in providing coherent, reliable, sustainable and accelerated service delivery and maximum socio-economic developmental impact on the lives of people living in these areas. Integrated service delivery is the outcome of proper alignment and coordination across the three spheres of government, resulting in residents experiencing reliable, cost effective, viable, sustainable and seamless access to services in functioning places. Some services require greater levels of specialisation and larger population thresholds to provide on a cost effective, viable basis. As such, service standards, mechanisms to ensure universal access as well as innovative service delivery models all form part of ensuring integrated service delivery. Integrated service delivery requires horizontal and vertical collaboration within the State.

Localisation: Within this guideline, localisation is defined as the expression of and/or the cascading of the priorities and interventions of the MTSF and the programmes of the APPs within local spaces in the context District Development Model. The localisation of the APPs will entail the disaggregation of APP programmes within a district or metropolitan space and their alignment with the development context and plans of the district or metropolitan area. Given that different places face different challenges and have different endowments, equal contributions towards national targets cannot be expected from all, but ideally, each district should be able to maximise its contribution to appropriate interventions and targets.

5.2 Overall Principles

Alignment: Working within the framework and structures of the overall planning system to achieve better integration by contextualising interventions based on local dynamics, pressures and vulnerabilities to ensure synergy between government programmes and programmatic approaches. (Using Spatial Elements as a tool for integration and alignment).

Collaboration: Improving the lives of citizens and communities by collaboratively performing inter-dependent and interrelated functions.

Collective Learning: Sharing of lessons learned and innovative approaches towards greater efficiency, as well as elevation of challenges when it arrives to ensure it can be addressed.

Implementation of long-term visions and plans through short-term actions: Collective long-term development impact through sustained delivery on carefully selected short- and medium-term actions and priorities that contributes to the long-term plans and strategies by responding to the needs,

challenges and opportunities in specific places and spaces, guided by the powers and functions of the various spheres of government and in partnership with social partners.

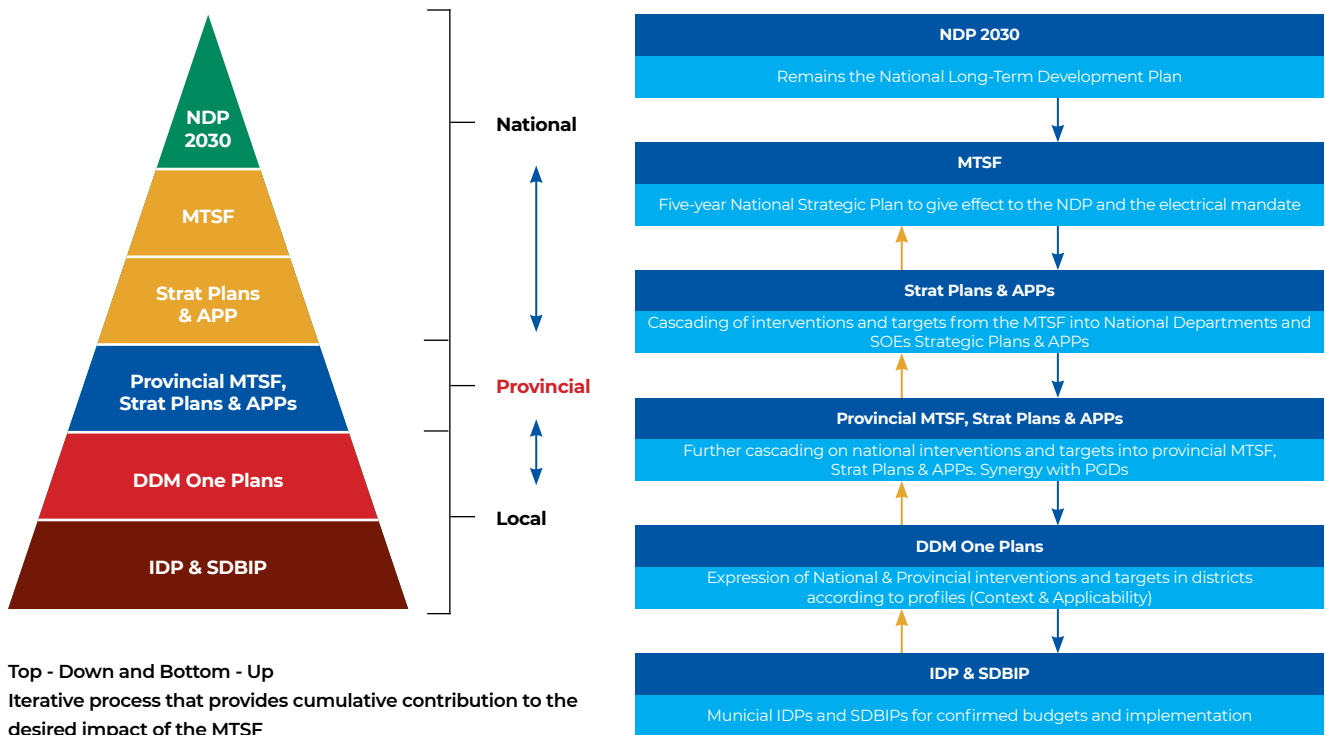
Transparency and Participation: Transparent and participatory processes to agree on collective vision, followed by collective action towards achieving the vision and resolving delivery challenges and blockages as these arise.

5.3 General Guidance

All national and provincial government departments are required to prepare Strategic Plans and Annual Performance Plans in line with the provisions of the Public Finance Management Act (PFMA), as further guided by the Revised Framework for Strategic Plans and Annual Performance Plans, 2019 (RFSPAPP) and related guidelines issued by DPME from time to time. The requirements for Strategic Plans and APP include provisions for comprehensive analysis of the internal and external operating environment, including demographic changes and spatial analysis. The RFSPAPP also include provisions for the inclusion of infrastructure projects, public private partnerships and projects forming part of the DDM. Strategic plans and APPs should be aligned with the MTSF and outline interventions and targets from the MTSF that the particular department is responsible for.

Sector departments need to ensure that they are familiar with local dynamics, with provincial government playing a critical role in this regard, in particular as it relates to concurrent functions. Multiple frameworks and guidelines have already been issued by DPME, National Treasury and COGTA, all of which confirm the importance of considering spatial dynamics and alignment as an integral part of planning processes. The frameworks and guidelines also provide for an iterative process of top-down and bottom-up planning and underpin progress towards medium and long-term goals and objectives through short-term actions. This iterative process is depicted in figure 3.

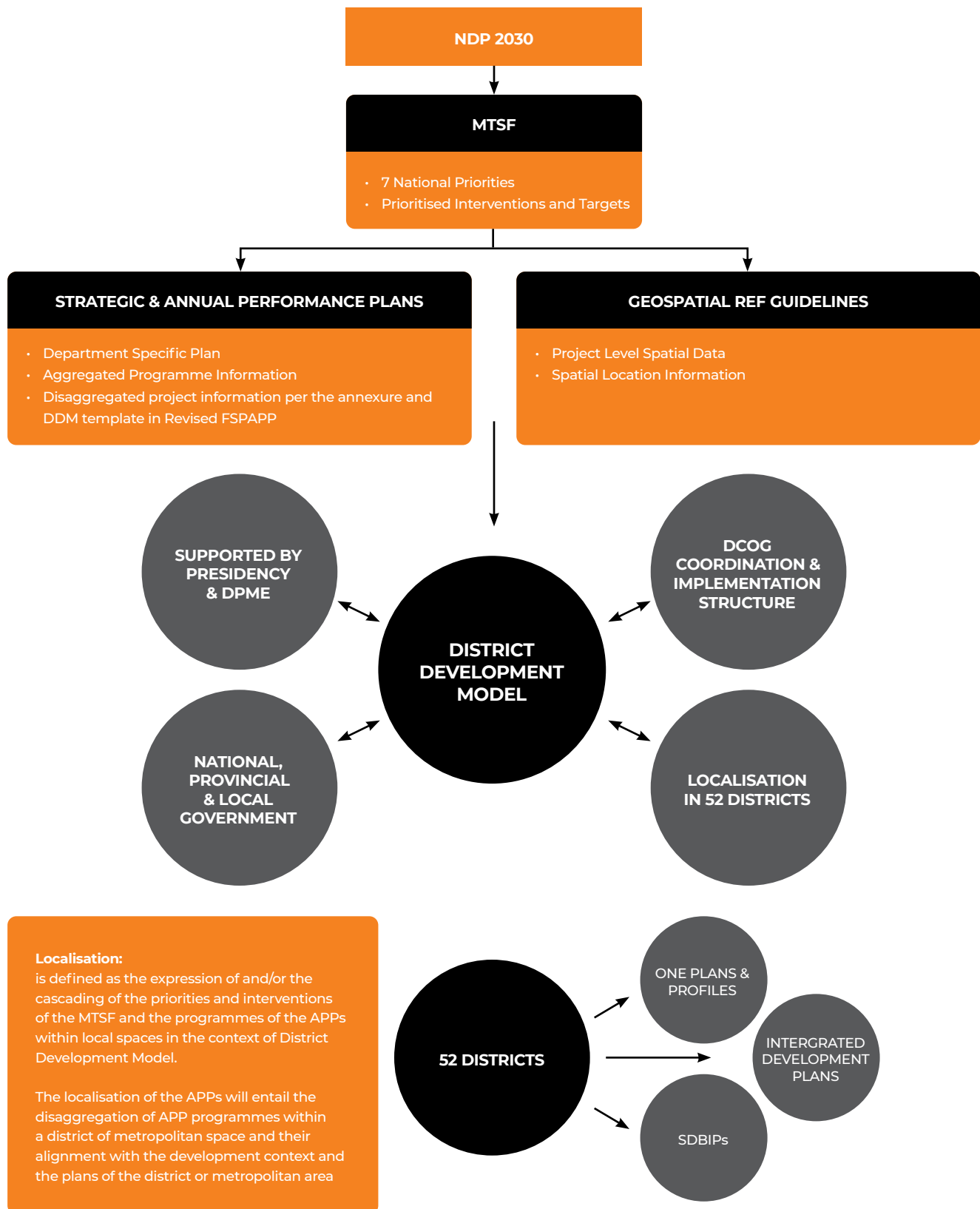
Figure 3: Iterative process towards cumulative impact



In practical terms, all stakeholders should ensure that they are familiar with key guidelines and framing documents, including relevant spatial development frameworks, and ensure that they participate in the necessary Inter-Governmental Planning Structures. Depending on the nature of the function and operating models, Departments need to clearly indicate who will be responsible for this participation (for example, Provincial Departments, Regional Offices, National offices, etc.). This section provides general guidance, as well as guidance to specific stakeholders.

The process of localisation of government plans, in particular the MTSF and APPs within the context of the DDM is presented in figure 4.

Figure 4: The Localisation of the MTSF and APPs within the DDM



5.3.1 Roles and responsibilities

- 1) National (Sector departments and public entities), Provincial (departments and public entities) and Local (Districts and Metros) Government to nominate a member and an alternate to be permanent members of the DDM Coordination Platform coordinated by COGTA and ensure attendance, participation and representation within the coordination structure.
- 2) The DDM Coordination Platform will have sub structures (e.g. technical forums etc.) which will institutionalise other concepts such as Spatialisation and Reprioritisation in line with the “One Plan” as well as Spatial Development Frameworks of the three spheres.
- 3) The President appointed a Minister / Deputy Minister as the DDM Champion for each of the 52 district and metro spaces. The responsibilities of the political champions, amongst others are to provide strategic guidance to the one plan, contribute towards institutional stabilisation of the allocated district and reprioritisation to respond to urgent gaps and facilitate district wide adoption of the one plan, unblock delivery blockages and collaborate with other champions and districts to maximise impact. It is expected that National Departments are to have senior representation in all structures of the District(s) championed by their political principal(s) (Minister / Deputy Minister); The work of the DDM Political Champions are further guided by the Minister of COGTA and the President.
- 4) Departments (National and Provincial) and Municipalities are to assign responsibility to a unit(s) in the Departments / Municipality to participate in District-level Inter-governmental structures;
- 5) Where a sector-specific policy inconsistency or delivery challenge in relation to the sector is identified in the district forum, the national or provincial sector department, depending on constitutional powers and functions, is expected to ensure that the matter is resolved by convening the appropriate stakeholders to understand the challenges, agree on resolutions and ensure corrective measures are implemented. Where further interrogation of the challenge points that it is beyond the control of the particular sector department, the matter should be elevated / referred to the relevant National or Provincial forum for resolution. Potential technical level IGR Fora include sector-specific platforms and working groups, as well as FOSAD. Potential political level IGR fora to address challenges include the Provincial Premier’s IGR forum, Presidential Coordinating Council and Cabinet clusters.
- 6) Where a delivery challenge is identified in the district forum in relation to a municipal competency, the Municipality must ensure that the matter is resolved. Where it is not possible for the Municipality to resolve the matter, it should be escalated to the Provincial MEC for local government for resolution.
- 7) Use of inter-governmental implementation protocols are recommended for projects and programmes that requires intervention and funding beyond the mandate of a particular department.
- 8) In line with the MTSF requirements, all sector master plans need to be spatialised with geo-spatially referenced information and should be aligned to the NSDF and other relevant plans.
- 9) Spatial Development Frameworks (National, Provincial, Municipal and Regional) are developed in line with the requirements of the Spatial Planning and Land Use Management Act, 2013 (SPLUMA). The NSDF provides a long-term spatial vision for South Africa, by outlining the ideal post-apartheid national spatial development pattern, supported by 5 sub-frames outlining inter-regional connectivity, the national system of nodes and corridors, national resource production regions, national movement and connectivity

infrastructure system, as well as national ecological infrastructure and natural resource system. The NSDF offers detailed spatial investment guidance across sectors and also identifies regions and places that faces particular social and or environmental vulnerabilities and that requires urgent intervention to avoid crisis. These are contained within 5 National Spatial Action Areas, outlining development opportunities as well as challenges for the particular Action Areas, namely: National Spatial Transformation and Economic Transition regions; Central Innovation Belt; National Resource Risk Areas, Urban Spatial Transformation and Economic Transition regions, as well as an Arid Innovation region. Provincial and Municipal Spatial Development Frameworks are also developed in terms of SPLUMA, indicating particular provincial and municipal interests and priorities. Provincial SDFs provides for the Provincial Spatial Transformation approaches and aspects of Provincial interest, while the Municipal Spatial Development Framework provides detailed spatial guidance in the Municipality's area of jurisdiction.

5.3.2 Guidance for National Departments

National departments are generally responsible for overall policy direction, as well as setting out norms and standards and providing support to other spheres of government. Centre of government departments also provide direction and timelines for submission of annual budgets and plans, and ensure the sequencing of implementation of longer-term national priorities over the medium and short term. Critical actions for National Departments to contribute to the localisation of the MTSF and SPs/ APPs in the DDM are as follows:

- 1) Cascade and embed department specific or appropriate MTSF interventions into the departmental Strategic Plan and APP.
- 2) Identify the role of the department in relation to specific interventions as either lead or contributing department.
- 3) If the department is the lead department, identify and engage with contributing departments.
- 4) Set up or establish coordinating platform or mechanism with contributing departments to either coordinate, deliver or implement the particular intervention.
- 5) Comply with RFSPAPP and Guidelines for Strategic Plans and APPs.
- 6) Populate the DDM annexure of the APP with project information per district, as well as the details of infrastructure projects. In terms of the current RFSPAPP requirements, Information on District- level projects is required as part of the Strategic Plans of Departments, as well as the APP. Each APP is required to include a dedicated annexure which include names of district-level projects, spatial location of those projects and implementation partners. For infrastructure projects, the location of projects, budgets and timeframes are also required (both to the Strategic Plan and APPs). The DDM project list, as well as the list of infrastructure projects needs to illustrate how the various projects are responding to local needs and demands as outlined in the DDM Profiles and one plans. The situational analysis component of Strategic Plans and APPs should be used to discuss sector-specific needs and demands and how it manifests across the 52 spaces. Sector- specific administrative data and reports, official data from Statistics South Africa and departmental research can be used to supplement the information from the DDM Profiles and plans.
- 7) Comply with the geospatial referencing guidelines to record location of all projects / interventions and service points. This includes the location of infrastructure and built environment projects, such as construction of schools, roads to be re-surfaces, human settlements projects, bulk infrastructure connections, etc. Departments that provides social services to communities (for example clinics, social grant pay points, schools),

need to provide the location of each service point, and ideally link attribute data to the particular service point on the basis of its administrative systems, for example number of grants processed on a monthly basis and the profile of beneficiaries, nr of visits to a particular clinic with profiling of the patients and their illnesses, level of service and thresholds associated with the service point, and staffing as appropriate.

- 8) National Departments are to provide APP programme information (project lists for provinces and specific districts and/or Metros) for inclusion into provincial plans and municipal IDPs that are disaggregated spatially at the lowest possible level to ensure privacy and anonymity of information related to individual citizens and firms, but the smallest feasible level for information that does not relate to individual citizens or firms, and where beneficiaries are also disaggregated on the basis of gender, age and disability status as applicable. This is in line with the requirements for quality statistic as outlined in the Statistical Quality Assurance Framework of Statistics South Africa, as well as internationally accepted good practice.

5.3.3 Guidance for Provincial Departments

Provincial departments are generally responsible for implementation of provincial functions, as well as providing support to local government. Critical actions for which Provincial Departments would be responsible to ensure localisation of -government plans in the context of the DDM include the following:

- 1) Cascade and embed department specific or appropriate MTSF interventions into the provincial departmental Strategic Plan and APP.
- 2) Identify the role of the Provincial department in supporting National lead or contributing departments towards MTSF deliverables.
- 3) Support coordination between National and Municipal matters in relation to the sector.
- 4) Comply with RFSPAPP and Guidelines for Strategic Plans and APPs.

- 5) Populate the DDM annexure of the APP with project information per district, as well as the details of infrastructure projects. In terms of the current RFSPAPP requirements, Information on District- level projects is required as part of the Strategic Plans of Departments, as well as the APP. Each APP is required to include a dedicated annexure which include names of district-level projects, spatial location of those projects and implementation partners. For infrastructure projects, the location of projects, budgets and timeframes are also required (both into the Strategic Plan and APPs). The DDM project list, as well as the list of infrastructure projects needs to illustrate how the various projects are responding to local needs and demands as outlined in the DDM Profiles and one plans. The situational analysis component of Strategic Plans and APPs should be used to discuss sector-specific needs and demands and how it manifests across the 52 spaces. Sector- specific administrative data and reports, official data from Statistics South Africa and departmental research can be used to supplement the information from the DDM Profiles and plans.

- 6) Comply with the geospatial referencing guidelines to record location of all projects / interventions and service points. This includes the location of infrastructure and built environment projects, such as construction of schools, roads to be re-surfaces, human settlements projects, bulk infrastructure connections, etc. Departments that provides social services to communities (for example clinics, social grant pay points, schools), need to provide the location of each service point, and ideally link attribute data to the particular service point on the basis of its administrative systems, for example number of grants processed on a monthly basis and the profile of beneficiaries, nr of visits to a particular clinic with profiling of the patients and their illnesses, level of service and thresholds associated with the service point, and staffing as appropriate.

- 7) In line with IDP Guidelines, Provincial Departments are to provide disaggregated APP programme information (project lists for specific districts and/

or Metros) for inclusion into IDPs. This refers to project lists for provinces and specific districts and/or Metros for inclusion into provincial plans and municipal IDPs that are disaggregated spatially at the lowest possible level to ensure privacy and anonymity of information related to individual citizens and firms, but the smallest feasible level for information that does not relate to individual citizens or firms, and where beneficiaries are also disaggregated on the basis of gender, age and disability status as applicable. This is in line with the requirements for quality statistic as outlined in the Statistical Quality Assurance Framework of Statistics South Africa, as well as internationally accepted good practice.

- 8) Provincial Departments to coordinate negotiation of optimal locations for specific services that meets National and Provincial Norms and Standards for service provision, while also contributing towards Municipal spatial priorities. This should be guided by the NSDF and informed by Municipal and Provincial Spatial Development Frameworks.
- 9) Provincial Departments to ensure monitoring of implementation and reporting at a disaggregated level to ensure municipalities are able to draw progress reports.

5.3.4 Guidance for Local Government

Local Government is responsible for the delivery of basic infrastructure and services to citizens. Critical actions for which local government is responsible to ensure localisation of government plans in the context of the DDM includes the following:

- 1) Ensure that department-specific local interventions and MTSF interventions applicable to local government are included in the relevant Municipal plans and budgets (IDP / SDBIP / sector plan as appropriate).

- 2) Comply with Guidelines and requirements for various plans (i.e. IDPs, SDBIPs, SDF).
- 3) Comply with the geospatial referencing guidelines to record location of all projects / interventions and service points. This includes the location of infrastructure and built environment projects, such as construction of schools, roads to be re-surfaces, human settlements projects, bulk infrastructure connections, etc. Departments that provides social services to communities (for example clinics, social grant pay points, schools), need to provide the location of each service point, and ideally link attribute data to the particular service point on the basis of its administrative systems, for example number of grants processed on a monthly basis and the profile of beneficiaries, nr of visits to a particular clinic with profiling of the patients and their illnesses, level of service and thresholds associated with the service point, and staffing as appropriate.
- 4) Include disaggregated APP programme information (project lists for specific districts and/or Metros) into Integrated Development Plans and annual plans (SDBIP, operational plans) as appropriate and escalate matters of non-compliance by sector departments to the MEC for local government.
- 5) Participate in processes towards the negotiation of location of national and provincial sector projects, guided by the Municipal SDF.
- 6) Engage on key District or Municipal level interventions by national and provincial sector departments and entities to strengthen prioritisation.

6. Institutional Arrangements

6.1 DDM Inter-Governmental Coordination structures and mechanisms

The purpose of these guidelines is not to provide a detailed elaboration of structures, but rather pointing to important structures towards strengthening integrated planning, and relations between levels of planning.

The key institutional mechanism to give effect to the DDM and programmatic Inter-Governmental relations (IGR) is the establishment of District/Metro Hubs at district/metropolitan level. The DDM Hubs are part of the overall institutional arrangements for the implementation of the DDM. The purpose of the District/Metro Hubs is to support the national CoGTA IGR mandate and DDM implementation function in facilitating and enabling joint planning and a cohesive government-wide approach and impact in relation to each respective district/metro space.

In ensuring that the DDM Hub functions are performed effectively, the DDM Hubs must be constituted and configured based on and informed by all available support, capacity building and research resources that are available across government as well as outside of government.

The main functions of the DDM Hubs will be centred on facilitating Integrated Planning and Implementation through the management and coordination of the process of formulating One Plan for the district/metro space, identify key national and local priorities and district localisation factors and track IGR compact commitments amongst others.

At the national and provincial level, a number of coordination structures have been established to coordinate the implementation of the DDM. These include a National DDM IGR Forum chaired by COGTA and attended by officials from all national sector departments as well as the Provincial DDM

Forum also chaired by COGTA and comprising of all provinces represented by provincial COGTAs and Offices of the Premier. These structures also link to formal governance structures such as FOSAD and PCC which provide oversight and monitor the implementation of the DDM.

Overall coordination of centre of government action is supported by a Presidency-led Steering Committee with membership from Centre of Government Departments (Presidency, DPME, Treasury, COGTA), as well as the Department of Agriculture, Rural Development and Land Reform in their capacity as custodian of the spatial planning system. The purpose of the steering committee is to provide broad guidance and oversight to the DDM Model, unlock intervention support and ensure that lessons learned from the pilot projects are used to inform further reforms where required. The DPME also chairs a National Steering Committee on Integrated Planning (NSCIP), comprising of centre of government departments at a national level, Directors-General in the office of the Premier, as well as SALGA. The NSCIP meets on a quarterly basis to improve systems and processes of planning, as well as address matters of overall policy coherence.

The DDM Hubs and other structures does not supersede existing planning and coordination superstructures. Broader coordination at a sectoral level should remain with the IGR structures, such as MINMECS and Technical MINMECs in place for the particular sector, while coordination and integration mandates of the District and Premier's IGR Structures also remains.

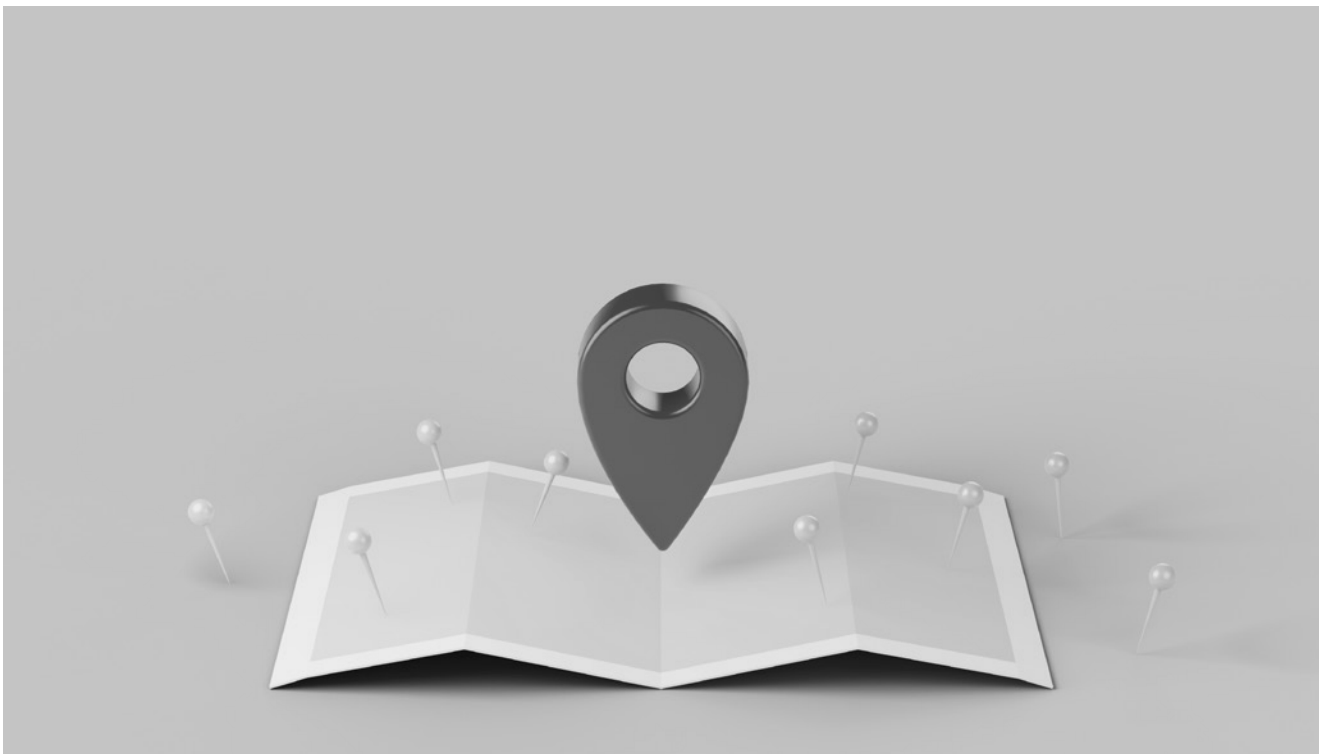
Roles and responsibilities:

- COGTA is the custodian of the DDM and the DDM Implementation.
- COGTA coordinates the DDM Implementation platforms. This is where the three spheres engage on the development of the One Plan including specific interventions, which should take into account the following:

- o Contribution to the delivery of MTSF and provincial priorities and targets in a particular district/ metro space.
- o Specific deliverables for a particular locality from the APPs of relevant national and provincial departments and public entities.
- o Specific District priorities taking into account the District profile, diagnostic and electoral mandate.
- The Presidency and DPME supports COGTA coordination platforms in terms of:
 - o MTSF and APP guidance and information;
 - o Geospatial referencing, data collection and analysis;
 - o Monitoring and reporting on the MTSF and APP localisation (in APPs);
 - o Monitoring and reporting on the DDM Implementation through monitoring of the MTSF;
 - o Overall coordination aspects.
- The Presidency provides guidance to DDM champions.

7. Conclusion

These guidelines have been compiled jointly by DPME and COGTA to contribute to the localisation of the MTSF and the APPs within the DDM. In the spirit of collaborative planning and co-creation of a better life for all, the localisation of the MTSF and the APPs within the DDM and the contextual appropriateness of interventions in a district space should enable a more focused and targeted approach towards meaningful impacts in addressing the national challenges related to poverty, unemployment and inequality. This is the first set of localisation guidelines, focussing specifically on the MTSF and APPs. In line with the principle of iterative learning and improvement, stakeholders are encouraged to share their lessons learned and provide suggestions for strengthening and improvement of these guidelines.



8. Further information and enquiries

Guideline / Resource	Department & Unit Responsible	Contact Person	Email
Localisation guidelines	DPME CD: Spatial Planning	Mr Zunaid Khan	Zunaid@dpme.gov.za
Geospatial Referencing Guidelines	DPME CD: Spatial Planning	Mr Zunaid Khan	Zunaid@dpme.gov.za
Framework and Guidelines for Strategic Plans and Annual Performance Plans	DPME CD: Planning Alignment	Ms Edeshri Moodley	Edeshri@dpme.gov.za
Government-wide Planning cycle	DPME CD: Planning Alignment	Ms Edeshri Moodley	Edeshri@dpme.gov.za
Medium Term Strategic Framework	DPME CD: Resource Planning	Mr Lindsay Martin	Lindsay@dpme.gov.za
Budget Prioritisation Framework	DPME CD: Resource Planning	Mr Lindsay Martin	Lindsay@dpme.gov.za
District Development Model	COGTA: Planning	Mr Vinny Rabothata Ms Senzi Malaza	Mohlatlego Rabothata – MohlatlegoR@cogta.gov.za or Senzi Malaza – SenziM@cogta.gov.za.
Spatial Development Frameworks	DALRRD SPLUM Branch	Rajesh Makan	Rajesh.Makan@dalrrd.gov.za

9 Reference documents

9.1 Baseline policies and content-related resources

9.1.1 National Development Plan

The NDP was adopted by all political parties in government as the long term strategy for the country. The NDP calls for an all of society approach towards resolving the challenges facing South Africa.

9.1.2 Medium Term Strategic Framework – 2019-2024

The MTSF for 2019-2024 is the strategic plan for the sixth democratic administration and forms a medium-term building block towards achieving the NDP vision 2030.

9.1.3 Spatial Development Frameworks at National, Provincial and Municipal level

Spatial Development Frameworks forms a core building block of the system of spatial planning. In terms of Chapter 4 of the Spatial Planning and Land Use Management Act, the National and Provincial Spheres of government and each municipality must prepare a spatial development framework that interpret and represent the spatial development vision of the responsible sphere of government and competent authority, are informed by a long-term spatial development vision statement and plan, represent the integration and trade-off of all relevant sector policies and plans, and guide planning and development decisions across sectors and addresses historical imbalances in development.

9.1.4 District Profiles developed for the DDM

Detailed profiles were developed during 2019-2020 for the 52 District and Metro Spaces of the country. The profiles provide an overview of the state of development in a particular district and highlights core drivers of change towards putting the particular district on a sustainable growth path, drawing on its unique potential and addressing development constraints.

9.1.5 “One Plans” developed (where applicable)

Single integrated plan for a district or metro space that includes a long-term vision for the particular district, as well as strategies and programmes towards achieving the vision. It highlights immediate constraints and drivers of change in the district and also include short-term priorities and budgets allocated towards the particular district across government spheres and sectors. Although the plan is focused on a specific district /metro administrative boundary, responsibilities and commitment of all three spheres of government, as well as SoEs and other stakeholders are included.

9.2 Guidelines

9.2.1 Guidance provided by DPME

DPME is responsible for the Revised Framework for Strategic Plans and Annual Performance Plans, annual guidelines for the production of APPS, as well as guidelines for geospatial referencing of projects towards reporting performance information. The primary audience for DPME guidelines is National and Provincial Government Departments as well as entities in schedule 3a and c of the PFMA.

9.2.2 Guidance provided by COGTA

The Department of Cooperative Government is responsible for support to local government with integrated development planning, municipal capacity building as well as implementation of the District Development Model. Important guidance from COGTA include the IDP guidelines of 2020, DDM guidelines issued in terms of Circular 1 of 2021 as well as Metro-specific IDP guidelines of 2021.

9.2.3 Guidance provided by Treasury


National Treasury provides guidance through circulars and directives in terms of the Public Finance Management Act (PFMA) and Municipal Finance Management Act (MFMA). Treasury is also

responsible for support with planning and budgeting for large infrastructure projects.

9.2.4 Guidance provided by DALRRD

The Department of Agriculture, Land Reform and Rural Development is currently the custodian of the

Spatial Planning and Land Use Management System of the country. In 2017, DALRRD issued detailed guidelines for compilation of Spatial Development Frameworks at Municipal, Provincial and Regional level, as well as the compilation of precinct plans for priority development areas.



GUIDELINES FOR THE LOCALISATION OF GOVERNMENT PLANS WITHIN THE DISTRICT DEVELOPMENT MODEL CONTEXT



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