

District Development Model (DDM)

Implementation Framework

Final Draft for Submission
07 September 2020

1. Purpose

- 1.1 The purpose of this document is to outline the District Development Model (DDM) implementation framework which seeks to refine the DDM implementation process by enabling a better understanding and approach across all role players with regard to the key milestones, implementation steps, and relations to existing plans and the existing government planning, budgeting and reporting cycle.
- 1.2 The framework is prepared by National Treasury, DPME, CoGTA and DARDLR to assist FOSAD with a collective approach in consolidating the implementation of the DDM.

2. Background

- 2.1 The DDM is a government approach to improve integrated planning and delivery across the three spheres of government with district and metropolitan spaces as focal points of government and private sector investment. The envisaged integrated planning and delivery in relation to the district and metropolitan spaces will be enabled by a joint planning, budgeting and implementation process.
- 2.2 The DDM was presented to the Joint Cabinet Committee on 13 August 2019 and received overwhelming support. The Local Government MinMec (Minister, MECs and SALGA) extended its support of the DDM and recommended a balanced pilot approach looking at two Districts (rural) and one metro (urban) context. The recommended pilot sites identified were OR Tambo District, Waterberg District and EThekweni Metro.
- 2.3 The DDM was endorsed by the Presidential Coordinating Council (PCC) on 20 August 2019. The PCC supported the One Plan proposed by the DDM and emphasized that the One Plan must express the National Development Plan and overlay the MTSF priorities, Provincial Priorities and Municipal IDP/SDBIPs. The PCC endorsed that resource allocation and budgeting must be aligned to

supporting the implementation of the District Model. The DDM was subsequently approved by Cabinet on 21 August 2019.

2.4 The DDM is anchored on the development of the “One Plan”. The One Plan is an intergovernmental plan setting out a long-term strategic framework to guide investment and delivery in relation to the 52 district and metropolitan spaces. This plan is meant to be jointly developed and agreed to by all spheres of government.

3. The DDM Intent

3.1 The DDM was approved by Cabinet in August 2019 with the following intent:

- i. To drastically improve **Cooperative Governance** and intergovernmental coherence aimed at building a capable, ethical Developmental State;
- ii. To harness a **strategic country approach** across all three spheres of government and society where there is a shared understanding, a common vision and maximum socio-economic developmental impact focus on the lives of people in relation to the **52 district and metropolitan regions or spaces**;
- iii. To introduce a practical model and method of government operating in unison in relation to the district and metropolitan spaces as the convergence points and impact areas of **joint planning, budgeting and implementation**;
- iv. To enable through this joint planning by all three spheres of government, sector departments and state entities a strategic long-term perspective where there is better coherence and predictability in relation to achieving developmental objectives and outcomes in relation to the district and metropolitan spaces **over multi-year planning, budgeting and electoral cycles**;
- v. To package this joint planning results into a **long-term strategic framework** for each district and metropolitan space which is referred to as a “**One Plan**” giving the whole of government and society a single line of sight into each space;
- vi. To guide and improve the **spatialisation and reprioritization** of programmes and budgets of all three spheres of government over the short, medium and long-term according to the outcomes, targets and commitments expressed in the One Plans;
- vii. To undertake all of these processes **within the prescripts of the Constitution, Intergovernmental Relations Framework Act** and in alignment with existing legislation, frameworks and planning, budgeting and reporting cycles as well identify improvements in such;
- viii. To **utilise all existing IGR structures** for the approval, adoption and monitoring of One Plans;

- ix. To **champion the DDM at the highest level** through the President and Cabinet supported by CoGTA in terms of its IGR mandated function with the involvement of each and every sphere, department and entity of government;
- x. To introduce **DDM Hubs as part of CoGTA extended capacity** in supporting the whole of government joint planning at technical level, guided and steered by district/metro level intergovernmental political and technical committees; and
- xi. To **improve the state of Local Government** in the implementation of the DDM through better coordination of support and capacity building programmes as well as implementation of immediate service delivery interventions.

4. Progress to Date

4.1 The key progress to date includes:

- i. Approval of the DDM by Cabinet for immediate implementation;
- ii. Launch of the DDM in the pilot sites – OR Tambo DM, Waterberg DM and EThekweni Metro;
- iii. Establishment of District Hubs in OR Tambo and Waterberg;
- iv. Completion of Profiles in relation to all 52 spaces covering situation analysis;
- v. Gap analysis in relation to departmental budgets and spending in the 3 pilot sites;
- vi. Establishment of a Programme Management Unit (PMU) at CoGTA supported by the DBSA;
- vii. Appointment of Political champions for the 52 spaces;
- viii. Provincial implementation processes that need to be better guided;
- ix. Engagement with various stakeholders outside government and preparation of stakeholder management and communication plan that needs to be finalised and implemented in a focused manner;
- x. Draft guidelines for the development of the One Plans;
- xi. DDM Implementation Plan for consideration by the Joint Planning, Budgeting and Reporting Reforms Steering Committee co-chaired by National Treasury and CoGTA; and
- xii. Drafting of this overall implementation framework to guide the further implementation of the DDM and consolidate a collective approach

5. Challenges with District Development Model Implementation

Intergovernmental planning and alignment is a complex process that has not been achieved successfully thus far. There is a plethora of plans across different spheres and sectors with different scope, functions and objectives. Over the years there have been many attempts and processes to align these plans including spatial targeting approaches which has yielded some success in pockets. In this context the introduction of the DDM which shifts focus from the alignment of plans to joint planning will take some time to take root as long-established processes are in place that have to now relate to the introduction of a more explicitly focused intergovernmental planning method.

Implementation of the DDM has been facilitated thus far by CoGTA on the basis of the cabinet intent and approval, and progress has been made as outlined in the section above. However, in the details it is evident that all government role players do not fully understand or appreciate the DDM and its implementation in the same way.

Different views have developed on how implementation should be configured. There are also different understandings amongst key role players regarding the intent of the DDM and concerns about introducing new approaches amidst the current system which is argued should rather be further improved.

National Treasury has raised concern about the necessity of introducing new plans and processes into the intergovernmental planning, budgeting and implementation system. DPME appreciates the value of the DDM in orientating the country strategically towards a territorial (52 district and metro spaces) approach through better coordination and planning but has questioned whether the One Plan as an output is required.

These concerns and views are discussed and clarified below as part of a process of crafting the whole of government implementation of the DDM.

5.1 District and Metropolitan Space vs District and Metropolitan Municipalities

A critical conceptual issue that plagues DDM implementation is how certain role players are understanding and viewing the difference between the district and metropolitan space as a territorial focus area for all of government convergence and joint planning, and the district or metropolitan municipality as a jurisdictional

administrative boundary within which powers and functions of municipalities are exercised.

This misunderstanding or conflation has resulted in the One Plan been viewed in some instances as a plan that has to be formulated by the district or metropolitan municipality rather than an intergovernmental plan that has to be collaboratively produced jointly by all three spheres of government. It has also resulted in the misplaced view that the DDM Hubs have to be established by municipalities rather than by CoGTA as a technical joint planning support capability. The Hubs are also incorrectly understood by some as a capacity external to government whereas they are an extension of CoGTA to build long term capacity within the state.

The explanation has been provided that the development of the district/metro area and its people is dependent not only on what local government does but what all three spheres of government do and how they work together and 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. The lack of sufficient national and provincial input into local processes and alignment with local spatial and developmental dynamics and logics has to be addressed.

The role of local government being closest sphere to the people remains most critical in the DDM as the Integrated Development Plans (IDPs) and Spatial Development Framework (SDFs) which are developed in consultation with communities are the key informants and basis of the One Plans.

One of the DDM aims is to harness a strategic country approach through a territorial-based approach that aligns our development goals as outlined in the NDP within sub-national spaces, that is, district and metropolitan spaces. These are close enough to the ground to ensure that the whole of government is responsive to the needs of communities and the different local economic potentials and opportunities of different areas.

Converging at this level is practical and economical enough for national and provincial departments and entities to focus their efforts.

This scale also enables a more strategic regional development approach for government going beyond administrative boundaries of district or local municipalities and focusing on functional economic areas, environmental resource areas and catchments, regional spatial structuring and connectivity, and regional bulk infrastructure investment.

This approach aligns with the National Spatial Development Framework (NSDF) which aims to overcome the apartheid spatial development logic and institute a new desired spatial development pattern which is sustainable and fosters inclusive economic growth.

5.2 Multiplicity and Duplication of Plans

Several concerns have been raised about introducing the “One Plan” as yet another plan in the system and that the One Plan may be a duplication of existing plans such as the Integrated Developments Plans (IDPs) or Spatial Development Frameworks (SDFs) of municipalities. A further concern is that the One Plan may replace existing plans be they IDPs or sector plans, etc.

The reality is that the One Plans are different in that they are intergovernmental plans being introduced utilising the Intergovernmental Protocols which already exist in the Intergovernmental Relations Framework (IGRF) Act. Protocols aim “to promote good conduct, integration, participation, co-operation and co-ordination between Parties and includes, but is not limited, to aspects such as policy development and implementation, the exercise of statutory powers, the performance of a statutory function, the development and provision of a service or product, the implementation of a government programme, or managing a joint programme or project.” In short to conclude an agreement between organs of state within or between spheres of government regarding any matter to achieve a government objective. The implementation of the protocol must define the following:

- i. Objectives.
- ii. Measurable Indicators.
- iii. Outcomes and/or Outputs.
- iv. Allocated Responsibilities.
- v. Timelines
- vi. Budget.

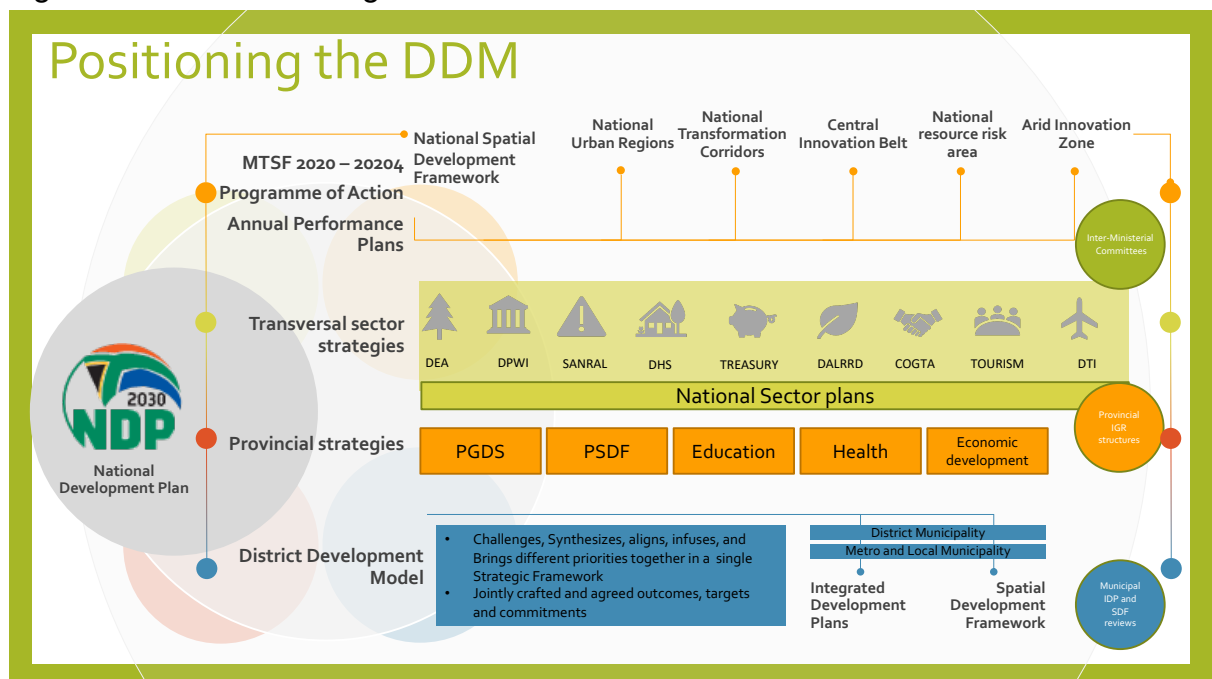
It has been further clarified that the One Plan will not replace any other existing plans in the system which are there for particular purposes and are either prescribed in legislation or through executive decisions. The IDPs and SDFs are prescribed in terms of the Municipal Systems Act, 2000 (Act 32 of 2000). The SDFs are further prescribed in terms of the Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) (SPLUMA) together with Provincial Spatial Development Frameworks and a National Spatial Development Framework (NSDF). Some sector strategies and development plans are prescribed through sector legislation (Water, Transport, Energy, etc).

The National Development Plan which provides the apex vision, objectives and outcomes for the country was developed in terms of an executive decision. The Medium-Term Strategic Framework (MTSF) and the institutional plans of departments and entities such as the departmental Strategic Plans and Annual

Performance Plans (APPs) are developed in terms of a framework for strategic planning in government.

The DDM is positioned in relation to the NDP, MTSF and NSDF to enhance the overall system by synergising national, provincial and local priorities in relation to the district and metro spaces as shown in Figure 1.

Figure 1: DDM Positioning



The One Plans as contemplated in the DDM does not deal with the specifics that each of the existing plans cover. Neither does it cover the full range of responsibilities that existing plans cover in relation to core powers and functions. They are intergovernmental strategic frameworks that make strategic sense of the available plans and synthesise or localise these plans in the context of the spatial and place making logic of the district and metropolitan spaces as shown in Figure 2a and 2b below. In this way the One Plan expresses the alignment across government as an outcome of joint planning and takes the form of an Intergovernmental and Social Compact covering the elements of a Protocol described above and outlining:

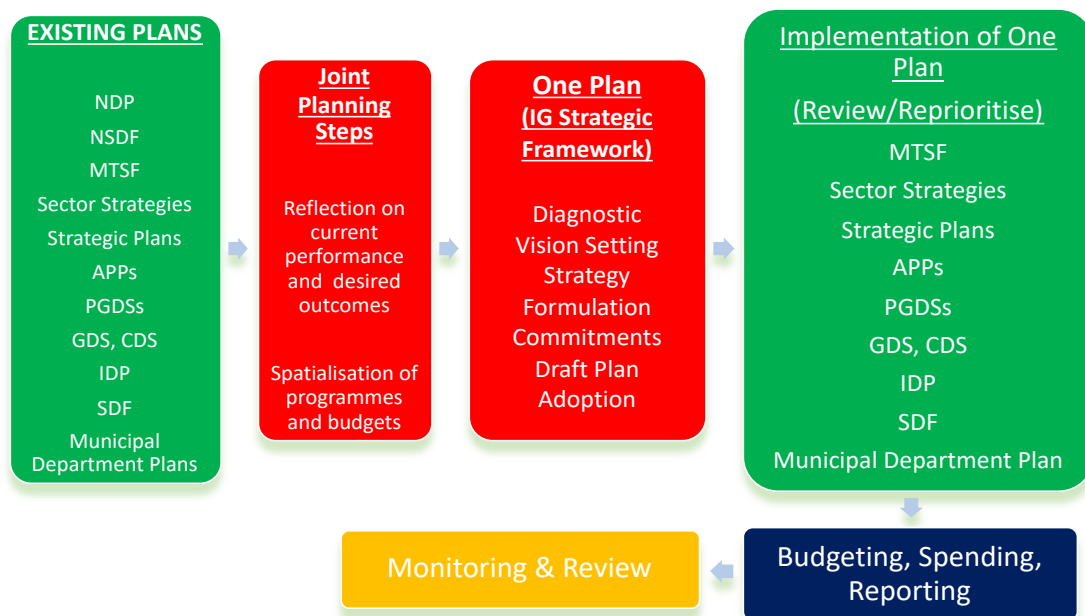
- Shared understanding of the district/metro space
- Agreement on priorities
- Common vision and measurable outcomes
- Targets and Commitments

Importantly, the One Plan provides a strategic long-range framework including short, medium and long-term objectives/interventions to guide all state and private investment in relation to each of the 52 district and metropolitan spaces.

Figure 2a: The Relationship between the One Plan and Existing Plans



Figure 2b: The process relationship between the One Plan and Existing Plans



5.3 Reprioritising Budgets outside of the Government Planning and Budgeting Cycle

There is a concern that the DDM introduces a new budgeting process and system. There is also concern raised as to what happens to existing programmes and projects or project pipelines.

It has been explained that it cannot be the case that the DDM introduces a new budgeting process and system as the DDM operates within the existing constitutional and legislative framework of the country. Neither can any existing budget commitments be changed outside of the existing budgeting system. The Budget Forum would remain a key platform for processing priorities emerging from joint planning and dealing with intergovernmental funding issues, and over time introducing reforms that would support spatial planning and budgeting principles.

Further, DDM implementation constitutes intergovernmental formulation, approval, adoption implementation, monitoring and review of the One Plans. These One Plans influence how existing plans and budgets may be improved and what direction future plans and budgets ought to take in accordance with a more coherent approach to achieving intergovernmentally agreed outcomes.

The implementation of the One Plans can only be undertaken by the whole of government through review of each departments, entities or municipalities plans and budgets according to One Plan commitments. Such review and/or reprioritisation can thus only take place through the prescribed Government Planning Cycle which includes the review of the Medium-Term Strategic Framework (MTSF), formulation/review of sector-based master plans, departmental Strategic Plans and Annual Performance Plans, and municipal Growth and Development Strategies, SDFs and IDPs. In addition, the multi-year planning objectives and targets must be aligned to distinct programme and project resource commitments enunciated through the **government budgeting process** across all spheres of government.

The budgeting process for national and provincial government is regulated by the RSA Constitution, 2006¹ and the Public Finance Management Act, 1999 (PFMA)² whilst the local government budget process is governed by the Municipal Finance Management Act, 2003 (MFMA)³.

¹ Section 215 of the RSA Constitution, 1996 (Act No. 108 of 1996)

² Chapter 4 of the Public Finance Management Act, 1999 (Act No. 1 of 1999)

³ Chapter 4 of the Municipal Finance Management Act, 2003 (Act No. 56 of 2003)

The National Treasury is the custodian of fiscal matters in terms of the RSA Constitution and prescribes the manner in which all three spheres of government must prepare and adopt their respective budgets in accordance with the Medium Term Expenditure Frameworks (MTEFs) for national and provincial government and the Medium Term Revenue and Expenditure Framework (MTREF) for municipalities.

The figure below depicts the typical annual MTEF budget process undertaken by the National Treasury.

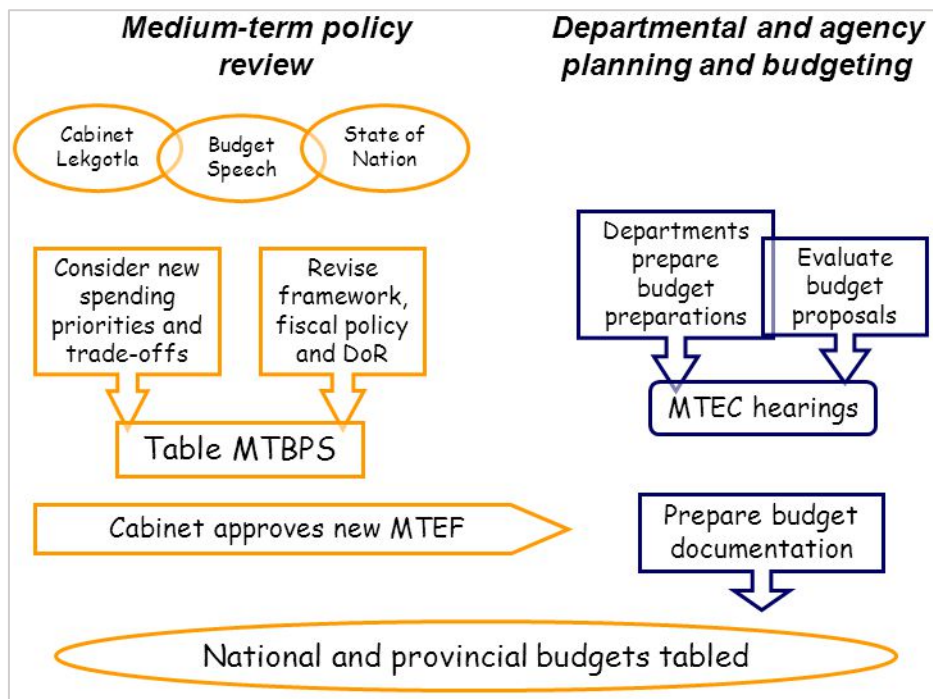
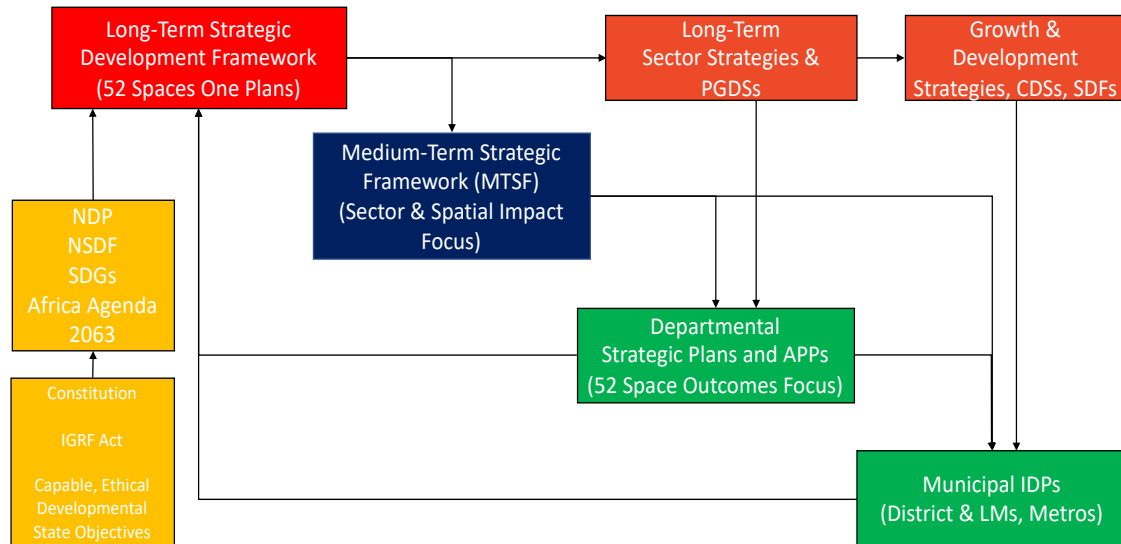


Figure 3: MTEF Budget Process

The DDM may enhance the Government Planning, Budgeting, Implementation and Reporting cycle through influencing **Spatialisation and Reprioritisation** of Government Planning, Budgeting, Implementation and Reporting in relation to jointly agreed outcomes and commitments in the 52 District and Metropolitan Spaces. This could mean introduction of a long-term strategic framework through the consolidation of the 52 One Plans for the MTSF and enabling the MTSF to be spatially articulated in relation to the 52 spaces, and similarly sector strategies, departmental strategic plans and APPs (as depicted in figure 4 below):

Figure 4: Long-Term Strategic Framework spatially targeted



5.4 Differentiated Approach

Concern has been raised that the DDM should not be a one-size-fits-all approach and that it should take on different forms in different provinces as well as different forms in metropolitan areas as opposed to district areas.

It was clarified that in terms of the DDM processes, institutional arrangements and anchoring element, that is, the One Plan, the DDM has to be implemented consistently across all provinces. There also has to be consistency in this regard between district and metropolitan areas. The reasoning for this is to give effect to the DDM intent that requires a coherent and common working approach in relation to the 52 district and metropolitan spaces.

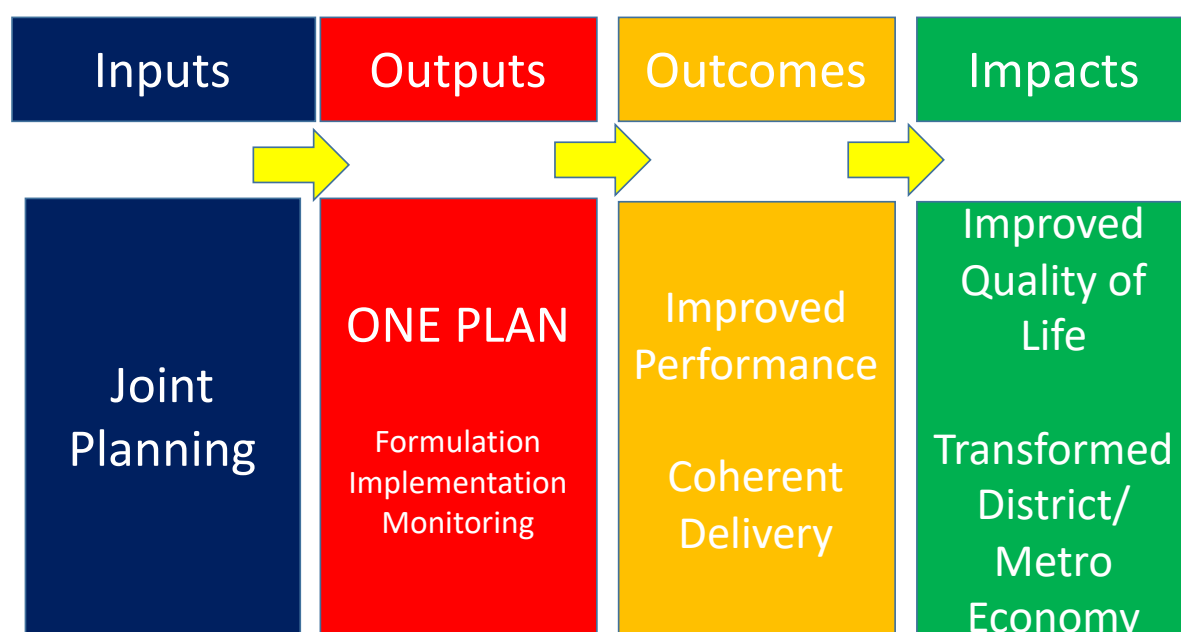
There is however, as there has to be, differentiation in the content and substance of the One Plans as they are formulated in accordance with differentiated challenges, opportunities and dynamics of the different spaces. They respond to and are configured in relation to the spatial and place-making logic of each different district and metropolitan region.

Differentiation will also apply in relation to Local Government support and capacity building. The lowest capacity districts have to be supported with more technical capacity to ensure fulfillment of core functions and delivery of basic services.

6. District Development Model Implementation

Flowing from the clarifications presented and to the extent that these suffice, the meaning of implementation of the DDM and what this implies is discussed in this section. To the extent that there may still remain any uncertainty or different views on the fundamentals of the DDM then this will need to be elaborated further by the respective departments holding counter views and taken to Cabinet for review.

DDM Implementation is part of the institutionalisation of a programmatic IGR approach and is taken to mean and entail the following:



6.1 Spatialisation and Reprioritisation

The DDM is implemented through two interrelated processes to be followed by the **whole of government**. These processes entail **spatialisation** and **reprioritisation**. **Spatialisation** refers to the process of translating development priorities and objectives into spatial locations (district and metropolitan areas) and according to local spatial and place-making logic of these areas manifesting in physical and integrated impacts on people's lives and the places they live in.

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

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

In this regard, the Department of Planning, Monitoring and Evaluation and National Treasury will play the crucial role in terms of mandated functions to ensure coherent fit and configuration of the MTSF and Budget Guidelines to enable the DDM implementation.

Spatial Budgeting Principles

In order to achieve the desired developmental outcomes and impact in the 52 spaces and guide spatialisation and reprioritisation, the DDM sets out the following principles, namely; spatial logic, spatial budgeting, integration for geographic impact and spatial accountability, and a long-term strategic framework.

The introduction of these principles means that the current planning and budget frameworks need to be spatially orientated. The planning and budget frameworks and processes need to be integrated to achieve development outcomes in the 52 district and metro spaces. Improvement in spatial budgeting will evolve as well over time as spatial data and information improves.

Spatial Logic

- The identification of commonly agreed spatial and development priorities in the 52 district and metro spaces.
- Prioritized spatial and integrated development outcome rationalities which transcend narrow and sectoral interests or biases.
- Multi-year long-term and predictable objectives, targets and resource commitments to agreed programmes and projects extending beyond electoral cycles.
- Investment that enables functional integrated human settlements and district/metro place-making, including spatial targeting within district/metros.

Spatial Budgeting

- Budgeting that follows the Spatial and Place-Making Logic.
- Outputs of individual departments, entities and municipalities must be justified according to a rationale that demonstrates link to coherent delivery and outcomes.

Integration for Geographic Impact and Spatial Accountability.

- Reinforce an outcomes-based IGR system where there is a systematic IGR programme and process associated with the formulation and implementation of a single government plan.
- A society wide accountability framework and responsibilities for tracking and reporting on implementation and actions within government.

Long-Term Strategic Framework

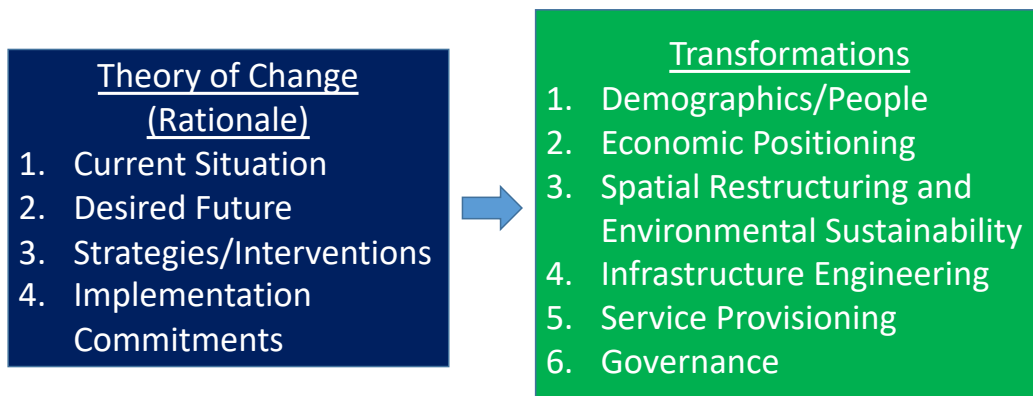
- Enable a framework for setting spatially focused long-term outcomes, impacts and targets that inform a spatially focused medium-term strategic framework.

6.2 Formulation and Implementation of One Plans

The spatialisation and reprioritisation referred to above occurs in relation to the intergovernmental strategic framework, that is, the One Plan, which is jointly and collaboratively produced, approved and adopted by all three spheres of government and stakeholders as IGR and Social compact. This compact and adoption can be done in terms of the existing IGR Protocol provision in the IGR Framework Act.

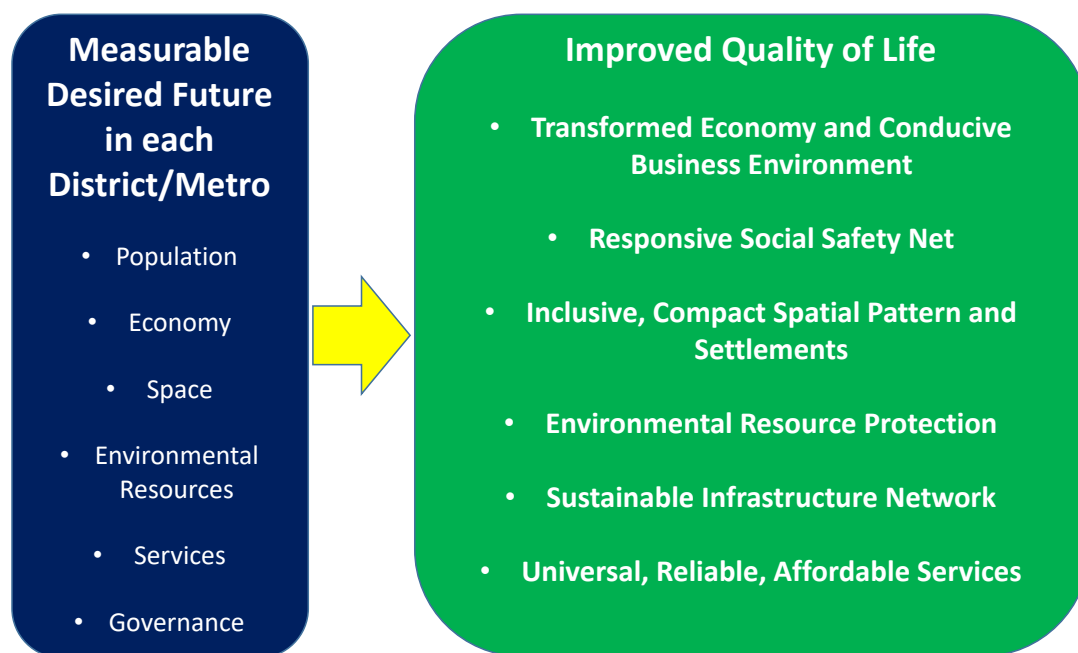
The implementation of the One Plans takes place through the reprioritization of plans and budgets and implementation thereof of by each individual department, entity and municipality.

One Plans are Visionary and Transformative frameworks in relation to each district and metropolitan space. They outline a rationale for moving from the current situation to a desired future and a justification for identified interventions and commitments that have a direct correlation to achieving outcomes. Each One Plan is standardized in terms of format but differentiated in terms of content and substance based on the different conditions and different priorities in each space:



The overarching impact that the DDM is aimed at is Improvement in the Quality of Life of the people in each district/metro.

A detailed Impact Statement and related outcomes, strategies and commitments will need to be articulated in each One Plan focussing on the following impact areas:



As Long-Term strategic frameworks the One Plans contain short, medium and long-term outcomes, actions and commitments in the various transformation areas. They will identify immediate basic service delivery issues that can be quickly resolved as well as critical short-term interventions.

The One Plans will clearly identify desired outcomes and prioritise interventions based on the current context of shrinking budgets yet maintaining the long-term perspective to transform and grow local economies and fiscal capacity.

They will build on and enhance the District and Metro Profiles to complete the current situation analysis that will inform the identification of desired future outcomes, strategies and commitments across all three spheres of government and stakeholders.

6.3 Joint Planning

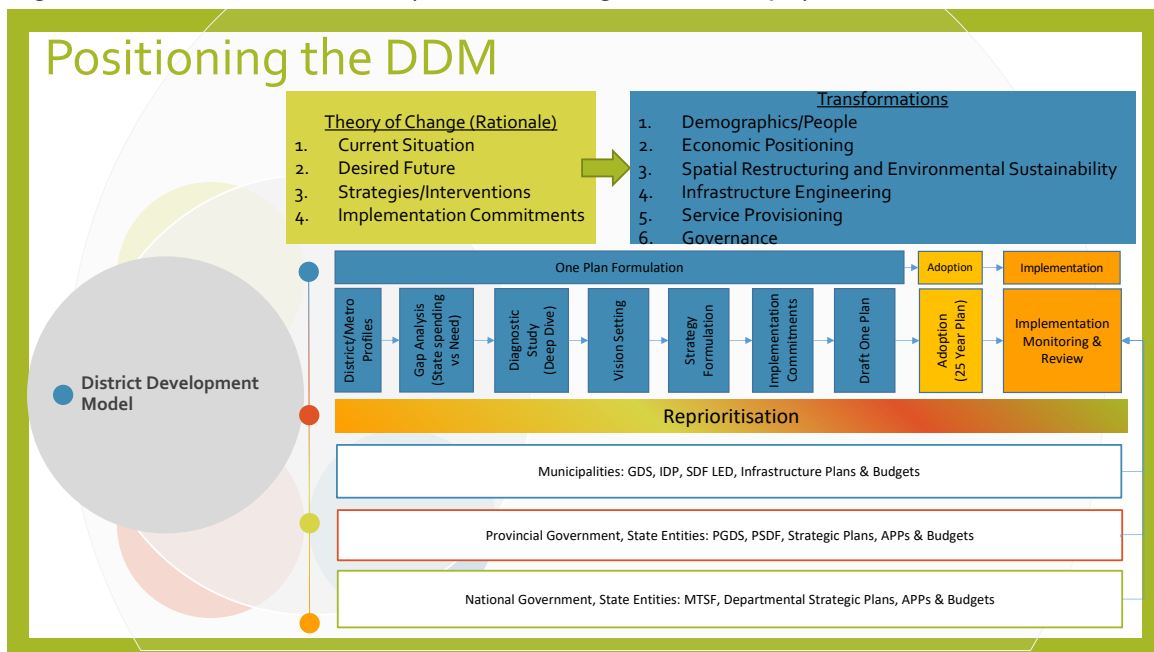
The One Plan is developed through a specified practical process as outlined in the attached **One Plan Process Guideline (Annexure 1)**. The detailed practical steps are described in respect of the whole of government responsibilities and involvement in the joint planning process underpinning the One Plan formulation, adoption and implementation.

The development and approval of the One Plan involves a series of collaborative intergovernmental planning sessions by all three spheres of government reflecting on existing plans, profiles, research, evidence and solutions in relation to each of the 52 district and metro spaces.

This joint planning is undertaken in Seven (7) critical stages as shown in Figure 5, namely:

- Stage 1: Diagnostic involving current socio-economic analysis;
- Stage 2: Vision setting;
- Stage 3: Strategy formulation;
- Stage 4: Implementation commitments;
- Stage 5: Draft One Plan;
- Stage 6: Approval and Adoption;
- Stage 7: Implementation, Monitoring & Review

Figure 5: One Plan Process (Practical Stages and Steps)



The One Plans are formulated through joint planning methods and series of robust and well facilitated intergovernmental working sessions. This joint planning requires proper preparation within each individual department, entity, municipality as well as within each sphere before bringing all three spheres together. Existing coordination processes and mechanisms may link and feed into these sessions to avoid any duplication or misalignment.

Stage 1 of the One Plan joint planning process has already started with the formulation of Profiles in relation to each of the 52 District and Metro spaces, as well as a gap analysis of government spending in relation to challenges, needs and opportunities identified in these spaces. This has to be enhanced with any additional information, studies as well as deeper reflection and engagement between the three spheres to complete the diagnostic stage of the process (current situation analysis).

6.4 Process Management

The DDM approach is about embedding a practical method of IGR centred on joint planning. The joint planning process has to be well organised with every sphere and entity working according to a clear set of steps and time frames as shown in the One Plan Process Guidelines. The process has to be properly managed through the following intergovernmental committees:

District One Plan Political Committee

The District One Plan Political Committee is an intergovernmental political structure responsible for overseeing the development of the One Plan in relation to each specific district and metro space.

The District One Plan Political Committee is composed of:

- The Minister or Deputy Minister assigned by the President to a district or metro as a political champion.
- The MEC assigned by the Premier to a district as a political champion.
- Executive Mayor of a district or metro.
- Mayors of local municipalities in a district.

The District One Plan Political Committee is chaired by the Minister or Deputy Minister assigned by the President to the District with the MEC as the deputy.

District One Plan Technical Committee

The District One Plan Technical Committee is an intergovernmental technical structure responsible to support the District One Plan Political Committee with the development of the One Plan in relation to a district or metro space.

It is envisaged that the District One Plan Technical Committee start with minimum core stakeholders and over time can be expanded to include:

- a. The Directors General of the province or designate.
- b. Heads of Departments of Cooperative Governance and Traditional Affairs or designate.
- c. Municipal Managers of district or metro municipalities.
- d. Senior Managers assigned from provincial sector departments.
- e. Senior Managers of the Department of Cooperative Governance (DCOG).
- f. Senior Managers of the Department of Planning, Monitoring and Evaluation (DPME).
- g. Senior Managers of the National Treasury.
- h. Senior Managers of national sector departments.
- i. Senior Managers of district and local municipalities (in case of metros, Senior Managers of metropolitan municipalities).
- j. Senior Managers of State-Owned Entities.
- k. Representatives of civil society.
- l. Representatives of the business community.

The District One Plan Technical Committee is co-chaired by the DG of the province, the municipal manager of the district and a designate of the DG of the Department of Cooperative Governance.

The committee will be responsible for the following:

- a. Overall management of the One Plan development process.
- b. Establish secretariat capacity to provide administrative support to the process.
- c. Facilitating all engagements towards the development of the One Plan.
- d. Commission research studies where applicable.
- e. Consulting all the relevant stakeholders throughout the process of developing the One Plan.
- f. Developing the One Plan for the district or metro space
- g. Submitting the One Plan to the Political Committee for consideration and approval.

6.5 DDM Hubs

The DDM Hubs are overseen by the District/Metro One Plan Technical Committee. The Hubs are part of the overall institutional arrangements for the implementation of the DDM providing technical expertise and facilitation. They form part of the extension of CoGTA's technical capacity for purposes of playing its role in driving the institutionalisation of the DDM and facilitating the joint planning processes underpinning the formulation, adoption, implementation, monitoring and review of the One Plans.

The purpose, functions and make-up of the DDM Hubs addressed in detail in the **DDM Hub Establishment guidelines (Annexure 2)**.

A DDM Hub is conceived as a functional network of support and a facilitation system for Intergovernmental Planning in relation to a specific district or metropolitan space or a combination of district spaces or metropolitan spaces.

The dictionary definition of Hub is ***“the effective centre of an activity, region or network”***. A DDM Hub is defined in relation to this as a central place where the implementation of the DDM in relation to the respective district/metro space is coordinated at a technical and working level.

As a functional network of support a Hub may constitute a physical space established at a local level made up of key personnel and resources dedicated to facilitating the implementation of the DDM in a particular district or metropolitan area. It is the central technical coordination point from which key DDM functions are undertaken and where various initiatives aimed at research, coordination, support and alignment are connected.

The Hub itself does not necessarily physically constitute the full range of people and resources required to be effective but enables a platform for networking, linking and connecting with various resources and processes located at various levels of government and outside of government. ***A minimum resource requirement would be a DDM Hub Manager as a senior, strategic person that can build the necessary networks and partnerships around successful facilitation of the One Plan.***

The Hubs will also coordinate Local Government support and capacity building programmes as may be necessary and required. The ***DDM Hub implementation guidelines*** document provides further details regarding the purpose and functions of the Hubs.

6.6 DDM Planning and Information Management System

The DDM implementation involves a complexity of information, data, studies, plans and inputs across the whole of government which can be better managed and supported through a technology platform. The objective is to have **an integrated information, planning and decision support solution to underpin the implementation and operations of the DDM nationally.**

Currently there is **no automated system** to manage DDM operations, reporting and monitoring and governance and no **centralised repository of data** to enable government to realise the vision of coordinated planning & budgeting.

Spheres and sectors of government currently operate with **independent processes and systems** resulting in **lack of integration and consistency in planning, implementation, reporting & oversight monitoring** of service delivery programmes.

The system will enable a process to articulate and capture the **One Plan in a digitised format** that allows for the collaborative planning inputs, budgeting and implementation processes at district / metropolitan level.

DDM will require and yield a **vast amount of information** (data and documents) that would need to be systematically processed for storage (and regulatory compliances), further utilisation and dissemination (**including serving the public domain**).

There will be a common set of spatial data that all entities can access and work off from. This common data set will be facilitated through the various CSIR information and data platforms in terms of the support that the CSIR has committed to CoGTA and DPME. This can over time be a centre of excellence that the rest of government can leverage for shared spatial data.

7. Critical DDM Implementation Milestones

The critical milestones with regard to DDM Implementation are the following:

Short-Term: 1 Year (Establish)	Medium-Term: 2-5 Years (Consolidate)	Long-Term: 20-30 Years (Sustain)
Spatial Budgeting Principles incorporated into Government Planning, Budgeting and Reporting Cycle.	Spatial Budgeting Principles applied across all departments, entities and municipalities.	Spatial Budgeting Principles applied across all departments, entities and municipalities sustained.
One Plans fully developed as per the process guidelines and adopted as Prototypes in the three Pilots (Waterberg, OR Tambo and eThekweni).	One Plans fully developed and implemented in relation to all 52 district and metropolitan spaces.	One Plans implemented and monitored, reviewed as necessary in relation to all 52 district and metropolitan spaces.
Enhancement of all 52 Profiles and Identification of immediate basic services and critical short-term interventions	One Plans fully developed and implemented in relation to all 52 district and metropolitan spaces	One Plans implemented and monitored, reviewed as necessary in relation to all 52 district and metropolitan spaces.
Functioning One Plan Political Committees, Technical Committees and Hubs in the three Pilots.	Functioning One Plan Political Committees, Technical Committees and Hubs in relation to all 52 spaces.	Functioning One Plan Political Committees, Technical Committees and Hubs sustained in relation to all 52 spaces.
Existing critical programmes and budgets (2020/21) utilised effectively to address immediate Local Government stabilization and service delivery (All municipalities): Economic recovery actions, bulk and	Stabilisation interventions sustained, local government support and capacity building improved including shared services, performance and accountability improved within robust cooperative governance framework.	Sustainable municipalities and effective support and capacity building programmes

Short-Term: 1 Year (Establish)	Medium-Term: 2-5 Years (Consolidate)	Long-Term: 20-30 Years (Sustain)
reticulation alignment actions; labour intensive infrastructure delivery, etc.		
One Plans in Pilots influence future financial cycle (2021/22 onwards).	One Plans in relation to all 52 spaces influence government planning, budgeting and reporting cycle.	DDM embedded in the overall system, IGR programmatic approach institutionalised around the One Plans
DDM Information Management System core module developed	DDM Information Management System fully functional and used across government	DDM Information Management System fully functional and used across government
Development of IGRF Act regulations to give effect to DDM institutionalisation	Implementation of IGRF Act regulations to give effect to DDM institutionalisation	Implementation of IGRF Act regulations to give effect to DDM institutionalisation

It will be important to ensure within the critical milestones the following short to medium-term gains:

- a) Improve the rigour of the district profiles by leverage key data from stakeholders (such as CoGTA, NT, DALRRD, DPME, Provinces, Municipalities, etc.); while attempting to use comparative datasets as far as possible;
- b) Identify a set of critical development challenges, opportunities and pressing needs at the District Level – this will also mean that we have differentiation – leverage the capacity of those that can plan (e.g. metro’s etc.) and provide support to those that have systemic failure;
- c) Identify key/strategic projects and programmes to meet the above that can be subject to Political oversight; -- this must not just be legacy projects but rather the issues we been trying to resolve in Back-to-Basics;
- d) Convene the relevant stakeholders and extract commitments;
- e) Assign relevant responsibilities to ensure implementation (this could be done across institutions) – use Inter-governmental protocols to formalise commitment;
- f) Bring plans and programmes into the budget process by leveraging existing structures, such as the Budget Forum, while also exploring different funding mechanisms and leverage private finance where applicable;
- g) Set up a shared data hub for planning and reporting;
- h) Ensure effective monitoring to track progress, ensure accountability, resolve blockages and constraints; and
- i) Learn lessons and improve the process iteratively.

8. Unfolding of DDM Implementation

The DDM implementation will unfold in relation to the critical milestones according to the One Plan Process Guidelines. The following short-term implementation programme is envisaged:

No.	Actions	Time Frame
1.	Orientate and explain the DDM approach and implementation process to all three spheres of government through the National Departmental DDM Forum and Provincial Forum	September 2020
2.	Complete the establishment of the One Plan Political and Technical Committees and Hubs in the three pilots.	September 2020 – November 2020
3.	Undertake the intergovernmental One Plan process in relation to the three pilots.	September 2020 – June 2021
4.	Incorporate the Spatial Budgeting principles into the Planning and Budgeting guidelines for 2021/22 financial year onwards.	November 2020
5.	Develop the DDM Information Management System core module and interim solutions.	September 2020 – March 2021

9. Critical Success Factors

Whole of Government commitment

The DDM has far reaching implications for the way the whole of government works in unison. It will therefore be critical to engage more robustly with all role players to ensure that there is full understanding and commitment to implementation according to the approach outlined in this Implementation Framework and associated supporting guidelines. In this regard the following will be critical:

- a) Collaboration to ensure adequate resourcing of implementation (projects as well as institutionalisation and operationalisation of the DDM);
- b) Ensuring that the implementation of the DDM can be articulated in a clear and decisive manner, and address fragmentation and duplication in the system (planning budgeting, monitoring and reporting) hands-on, rather than seen as creating another layer of planning;

- c) The need to move towards resolution of core development challenges that faces the country, in a pragmatic, systematic way, as opposed to compliance driven processes;
- d) Ensuring that our technical capacities and expertise are deployed in an efficient way by deploying the right teams to address challenges in a particular space.
- e) Ensuring involvement and participation from beyond government through a clear strategy for private sector involvement and the support of civil society (inclusive of Traditional authorities);
- f) Clear messages to address competing perceptions and inconsistencies in implementation of the model (this may require consistent work from all stakeholders involved);
- g) Strong focus on implementation through entering into protocols across the three spheres of government in a designated spatial area and use the existing plans and tools, but also looking into partnerships that moves beyond government;
- h) The DDM does not negate the need for utilising and improving the existing systems of government, it strengthens it and better coordination and alignment will have to occur at various level, for example, Existing Inter-governmental systems need to be improved towards facilitating joint planning and collaboratively working through challenges, leverage the strengths of systems where appropriate such as the RSDf and the IDPs. Improvements to Capital Investment and Expenditure Frameworks to ensure long-term funding streams and strengthen the link between long term plans and annual budgets, and relying on existing inter-governmental systems as far as possible. A further suggestion in this regard is that the Infrastructure Reporting Module (IRM) currently only mandatory at the Provincial level be used for all infrastructure projects across the three spheres;
- i) Municipalities are already highly regulated in this regard, but National and Provincial government are not subjected to the same level of regulation – this creates challenges for municipalities; and
- j) In terms of monitoring the DDM, DPME remains the custodian of government wide monitoring and the data and spatial referencing should be centrally located. Given that DPME is working on CDMAS with the CSIR, this partnership should be leveraged to share data and reduce the costs associated with investments in new systems.

Leadership and Guidance

Whilst CoGTA has an overall responsibility, it is critical that the key transversal departments (DPME, NT, CoGTA and DARDLR) collectively work together and guide the implementation of the DDM.

Spatial Budgeting Principles

The transversal departments hold the critical levers for embedding the Spatial Budgeting Principles into the overall Government Planning, Budgeting and Reporting cycle. These principles have to be incorporated into the Planning and Budgeting guidelines. In particular, also ensuring the localization of the NDP,

NSDF, MTSF and overall cohesive planning and budgeting which is responsive to the impact-oriented approach of the DDM.

Process Management and Joint Planning Facilitation

It is critical that credible joint planning processes are followed, and that specialized facilitation is undertaken of intergovernmental collaborative working sessions.

Credible Data and Evidence Based Planning and Decision-Making

The One Plans have to be based on credible processes, engagements, information, data and studies. There should be reliance on best available information as part of rapid yet well considered decision-making and planning.

Opportunity for Reflection, Key Shifts and Bold Ideas

The DDM is an opportunity to make certain key shifts towards greater overall government performance and impact. The following is key to be enabled through the DDM:

- a. Strategic response to socio-economic impact of Covid-19
 - a. Immediate and Long-Term
 - b. Economic recovery and Economic resilience
- b. Stimulate new thinking, new socio-economic paradigms, new and bold solutions and alternatives
- c. Fundamentally change conditions
 - a. People
 - b. Economy
 - c. Space
- d. Desired Future thinking, Results and Outcomes focus
- e. Develop resilience and prosperity of the Country
- f. Facilitate Responsive Institutions and Change Management
- g. Embed Programmatic Approach (Cooperative Governance)
- h. Better Stakeholder management and communications

10. Risks and Risk Mitigation

An initial risk assessment has been done that identified key strategic risks which may impact on the effective implementation and institutionalisation of the DDM. A risk management plan has subsequently been developed to provide guidance on the approach that the DDM will follow with regards to risk management. The risk management approach is informed by ISO 31000:2018 and is customized to enable the DDM:

- To ensure that managing risk is iterative and assists the programme in setting strategy, achieving objectives and making informed decisions.

- To ensure that managing risk is part of governance and leadership and is fundamental to how the programme is managed at all levels. It contributes to the improvement of management systems.
- To ensure that managing risk is part of all activities associated with the programme and includes interaction with stakeholders.
- To ensure that managing risk considers the external and internal context of the programme, including human behaviour and cultural factors.

The table below indicate some of the key risks identified with its associated causes, consequences and responses/mitigation measures:

Potential event/change	Cause	Consequence	Response
Lack of buy-in for the DDM programme by national, provincial and local government structures.	<ul style="list-style-type: none"> • Insufficient communication and intergovernmental coordination. • Incorrect perceptions about DDM e.g. DDM will replace planning and execution functions of different spheres of government. 	<ul style="list-style-type: none"> • Inadequate participation from government spheres in DDM structures and processes. • Deficient accountability and ownership of actions adopted at IGR structures. • Development of One Plans may be delayed and implementation may be compromised. 	<ul style="list-style-type: none"> • Development of DDM change management plan targeting the three spheres of government. • Development and implementation of a coherent stakeholder management and communications plan.
Lack of buy-in for the DDM programme by communities, civil society and the media.	<ul style="list-style-type: none"> • Incorrect perceptions of DDM being a party political programme as opposed to an integrated all-of--government initiative. 	<ul style="list-style-type: none"> • Adverse social media and mainstream media coverage. • Legal challenges against the programme 	<ul style="list-style-type: none"> • Reinforcing of the DDM objectives in the pilot sites emphasizing the correct positioning of the programme.

Potential event/change	Cause	Consequence	Response
	<ul style="list-style-type: none"> Misalignment regarding the purpose, roles and responsibilities of key stakeholders within the One Plan development framework. 	<p>and/or the One Plan development and implementation process.</p>	<ul style="list-style-type: none"> Communicating via multiple channels to maximise stakeholder reach. Creating opportunities for broader society to contribute to the One Plan development process by establishing platforms for dialogue with communities, private sector, universities, research institutes, etc. Creating ambassadors for the programme that are not affiliated with government.
<p>Legal challenges and public protests by disgruntled communities, structures and other interest/lobby groups.</p>	<ul style="list-style-type: none"> Dissatisfaction with some of the programme decisions that relate to their issues of interest. 	<ul style="list-style-type: none"> Disruption of planned programme activities, time delays and the escalation of programme costs due to legal fees. 	<ul style="list-style-type: none"> Identification of issues of interest for various stakeholders and developing targeted communication campaigns for each.

11. Conclusion

This Implementation Framework will enable the implementation of the DDM to proceed with greater clarity through a practical and well managed process. All existing DDM processes initiated in the various departments, provinces and municipalities have to be aligned to the approach outlined in this framework to enable the DDM intent to be properly and fully realised.