



**cogta**

Department:  
Cooperative Governance and Traditional Affairs  
PROVINCE OF KWAZULU-NATAL



# KZN APPROACH TOWARDS A DISTRICT DEVELOPMENT MODEL

November 2019

TOGETHER WE HAVE MADE KZN A BETTER PROVINCE TO LIVE IN, TOGETHER WE WILL MOVE SOUTH AFRICA FORWARD

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# 1. Purpose of the Presentation

The Purpose of the Presentation is:

- Outline the KZN Approach to the District Development Model as endorsed by the Presidential Coordinated Council and approved by the National Cabinet, and the KZN Provincial Executive Committee.
- Outline the proposed process plan on the implementation of the District Development Model aligned to the Shared Services Model in KZN.
- Outline the management, planning and implementation frameworks

## 2. Background

**The President of the Republic of South Africa has articulated in the State of the Nation Address:**

*“For the effective implementation of our seven priorities, the structures of government will need to function with maximum coordination and cooperation as it is envisaged in our Constitution. The truth is that lack of coordination between national and provincial governments, between departments and particularly at local government level, has not served us.*

**The priorities set for the 6th Administration include renewal and rebuilding of a capable developmental state.**

*The National Development Plan 2030 makes it clear that “meeting our transformation agenda requires a much higher and more focused intergovernmental commitment towards functional municipalities and a capable machinery at a local level that can create safe and healthy and economically sustainable areas where citizens and people can work, live and socialize”*

## 2. Background

- Current fragmented approach in planning, resources allocation and implementation;
- Lack of transparency in terms of budget and government resources
- Fragmented and forced cohesion in the execution of government programmes to achieve efficient and effective service delivery;
- Continuing lack of integrated planning at all spheres of government;
- Lack of community participation and a voice on district issues;
- Fraud and corruption hampering service delivery
- Community protests and dissatisfaction of the citizens

## 2. Background

To **achieve this coherent governance** in the implementation of projects by all stakeholders at local government sphere in this 6<sup>th</sup> Administration, **the President announced:-**

- **a coordinated approach-** “we are going to do away with this fragmented approach to development.”
- **District level approach to business-** that the 44 Districts and 8 Metros in the country are being viewed as the high impact zones for the country;
- **redirect and confirm** what government is supposed to be doing (Chapter 3 of the Constitution and the Intergovernmental Relations Framework Act)
- Ensure that we **bring to life the aspirations** of the people shall govern;
- **Bring government closer to the people through the District** with the support of provincial and national government, so as to enhance development and cooperative governance at all spheres

## 2. Background

- The District Development Model is a **practical Intergovernmental Relations (IGR) mechanism for all three spheres** of government including its State Owned Entities to work jointly and to plan and act in unison.
- The model consists of a process by which **joint collaborative planning and implementation** is undertaken at district and metropolitan level together by all three spheres of government resulting in a single strategically focussed District Development Model.
- The Model is very firmly **based on analysis of previous and current initiatives to improve developmental Local Government and IGR** wherein developmental change is shaped and owned at district level in partnership with communities, citizens and social partners.

# 3. Constitutional obligation

The **principles of cooperative governance** are pursued in **Chapter 4** of the Constitution which (amongst others) calls on “*all spheres and all organs of state*” to “*...secure the well-being of the people of the Republic; [and] provide effective, transparent, accountable and coherent government for the Republic as a whole; ...*”

In strengthening Cooperative Governance, the Constitution further places an obligation on National and Provincial Government to work with Local Government:

## **Section 154 of the Constitution:**

*“The national government and provincial government, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.”*

Local Government is the closest sphere to communities and represents all of government at local level. A functional and developmental LG is a necessary requirement for an effective Developmental State.



## 4. Objectives of the Model

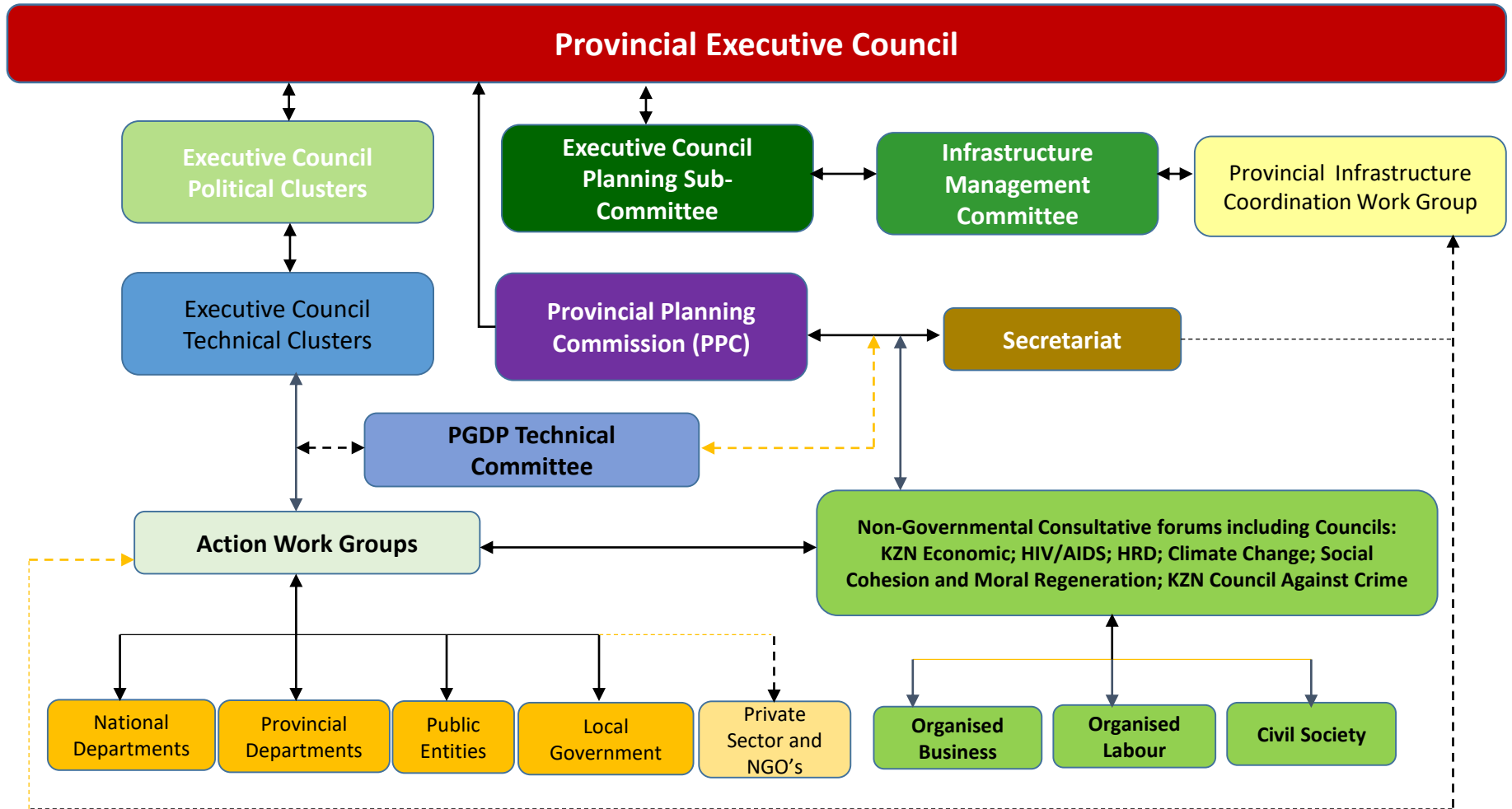
The District Development Model seeks to respond to the following service delivery challenges at both district and local level:

- **Institutionalize long term co-planning** whilst addressing ‘burning’ short term issues -Ensure **sustainable development** whilst accelerating initiatives to promote poverty eradication, employment and equality
- Changing the face of our rural and urban landscapes– **Spatial Transformation and Spatial Equity-** Determine and manage spatial form, land release and land development
- **Integrating the Silos** in planning, budgeting and implementation at a horizontal and vertical level across 3 spheres to maximise impact and align resources - **inclusive and gender mainstreamed budgets**
- **Narrow the distance between the people and government** – enhance public participation
- Deliver **Integrated Services** through forged cohesion
- **Strengthening Monitoring and Evaluation of impact** at district and local levels - promote transparency, and eliminate corruption
- Ensure **long-term infrastructure adequacy** to support integrated human settlements, economic activity and provision of basic services, community and social services;
- Determine and/or support local economic drivers - emphasis on LED

# 5. Principles Underpinning the Model

- a. Existing Constitutional Framework Remains as is, whilst strengthening the regulatory framework for Cooperative Governance
- b. Reinforce Local Government and its Proximity to Communities
- c. Distinction Between Long-term and Medium-term Strategic Planning/Implementation Mechanisms
- d. Build on Lessons from implementing previous similar and Existing Good Practices – **Current MTSF Alignment (DPME)** and **Operation Sukuma Sakhe (OSS)** and **District Shared Services** and **PGDP institutional framework** and **District Development Agencies** and **other emerging models**
- e. Reconfigure Integrated Planning Responsibilities and Institutional Arrangements through **an agreed suite of plans with aligned planning and budgeting cycles** across the spheres and sectors
- f. Common Spatial Development Strategy for sector department and state owned entities
- g. Must be a product of a comprehensive Diagnostic Assessment
- h. Must be a product of a wider consultation

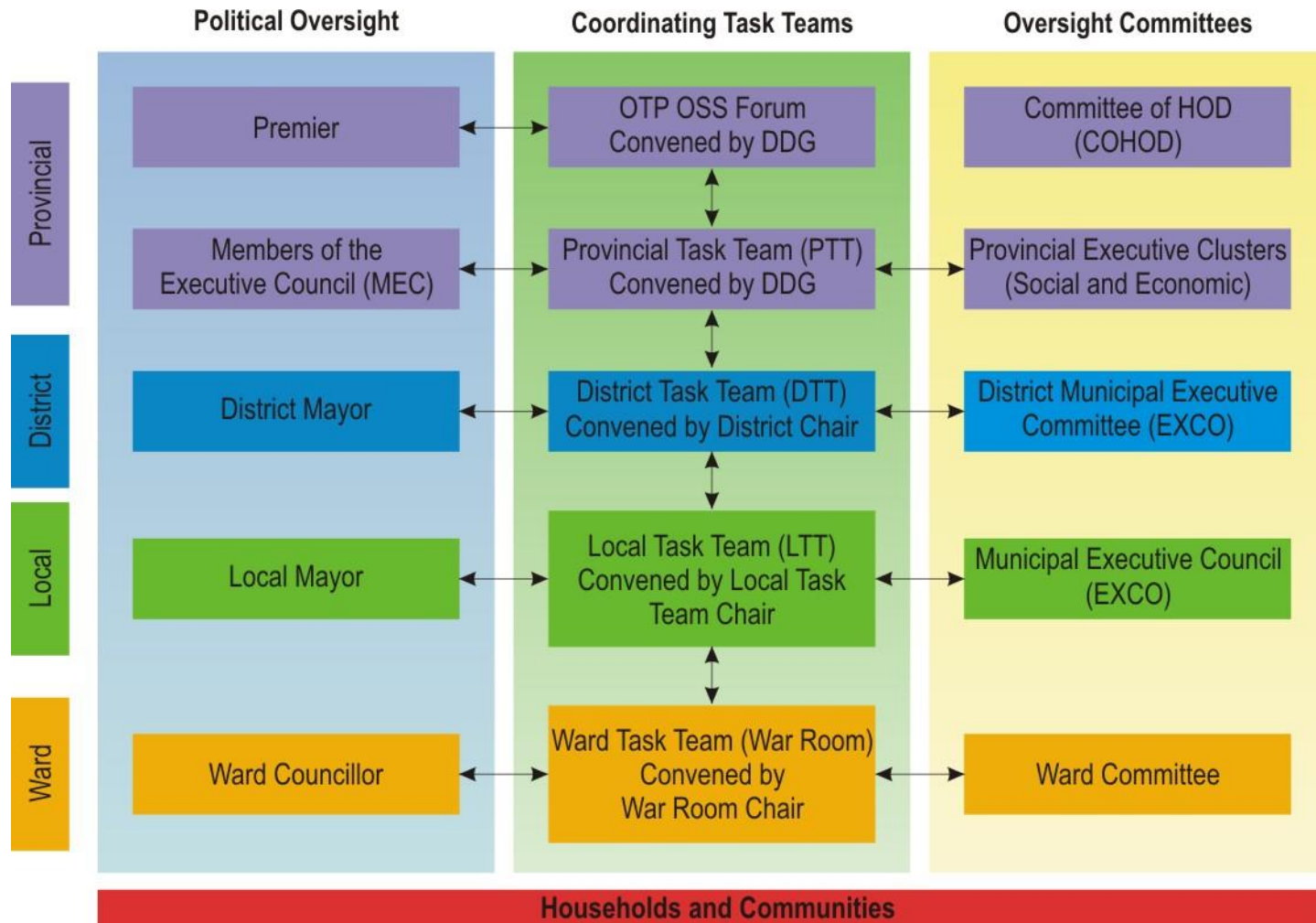
# KZN PGDS Institutional Framework



# Principles of OSS Approach in KZN

- To give effect to the Model, the plans will be rolled out in line with the OSS Approach.
- The OSS Approach was introduced to provide comprehensive, integrated and transversal services to communities through effective and efficient partnerships.
- OSS objective is :
  - to create and maintain functional task teams at provincial, district, local, and ward levels to deliver integrated services to individuals, households and communities,
  - Create fully efficient and competent OSS human capital structures across all levels of the OSS implementation package;
  - Profile individuals, households and communities at ward level and build a database of the different services required by communities;
  - Provide comprehensive, integrated, transversal services to communities;
  - Develop and implement stakeholder engagement and advocacy plan and Monitor, evaluate,
  - provide feedback and track service delivery in the Province.

# OSS Structure in KZN



# Principles of Shared Services Model

1. Municipal service delivery is based on the effectiveness of its Integrated development Plan (IDP), and the concept of Shared Services is being used as a vehicle for municipalities to work towards ensuring that their organizational and developmental objectives are achieved in short, medium and long-term phases.
2. The Shared Services Model has thus been pursued as an option that has the potential to achieve greater economies of scale and improve the sustainability of the department's development planning capacity-building programme.
3. The Shared Services Model will be the foundation to which the District Development Model will be anchored on.

# Examples of current Shared Services

## ➤ The KZN DPSS was intended to:

- ❑ Optimise planning functions and resources in District families to increase efficiency and reduce costs of service;
- ❑ Create an environment of learning where junior and inexperienced staff can be mentored by more experienced staff;
- ❑ Promote continuity where the loss of one staff member should not disrupt services;
- ❑ Promote integration and alignment (IDP – Spatial Plans – Housing etc); and
- ❑ Replace previous DLGTA Capacity Building Programmes.

## ➤ Core functions of a Dev Plan Shared Service:

- ❑ Municipal Strategic Planning – IDP
- ❑ Performance Management and M&E;
- ❑ Municipal Spatial Planning – SDF, LUMS and Statutory Planning Applications;
- ❑ Development Administration – Statutory Development Applications; and
- ❑ Development Information Service – DIMS and GIS.

## ➤ Other functions that could be :

- ❑ Environmental Management – DAEA part of process to investigate possibility of placing environmental management expertise in shared service;
- ❑ Land Reform – DLA part of process to investigate possibility of placing land reform expertise in shared service;
- ❑ Building Control
- ❑ And many others such as Housing, Transport, LED etc.

# 7. Approach towards one plan

## ONE DISTRICT: ONE PLAN: ONE BUDGET



Diagnostic Process

Development and customization of the tool

Product of consultative process

1 Year Operational Plan



5 – 10 Year Implementation Plan

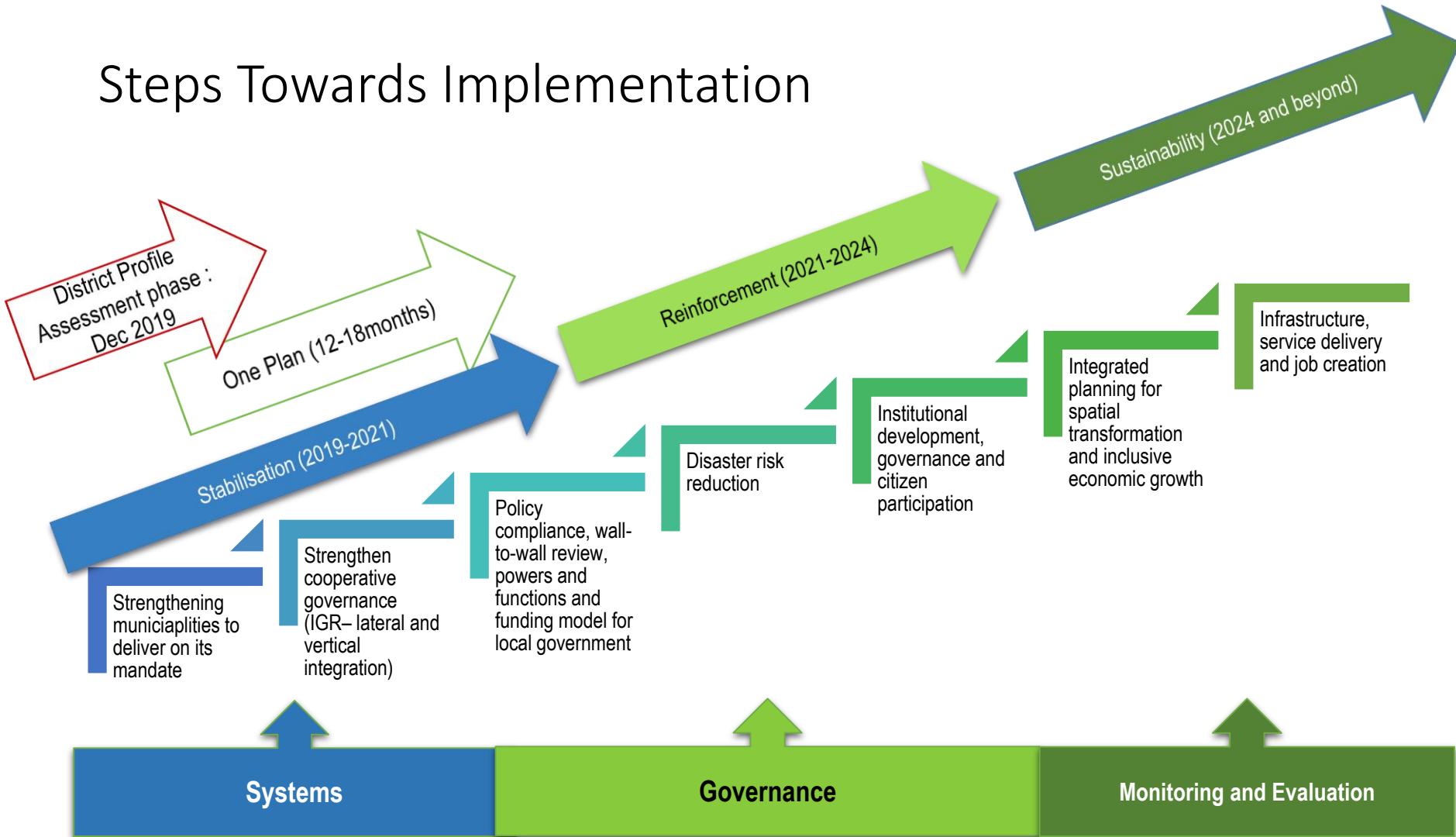


25 Year Plan

Monitoring, Evaluation and Reporting Systems



# Steps Towards Implementation



CORE SUCCESS OF BUILDING A CAPABLE AND DEVELOPMENTAL LOCAL GOVERNMENT IS ABOUT ENTERING INTO SOCIAL COMPACTS THAT WILL FOSTER PARTNERSHIPS AT ALL LEVELS THROUGH ENGAGEMENT WITH CIVIL SOCIETY, PRIVATE SECTOR AND CITIZENS.

# 7. Approach towards one plan

## ONE DISTRICT: ONE PLAN: ONE BUDGET

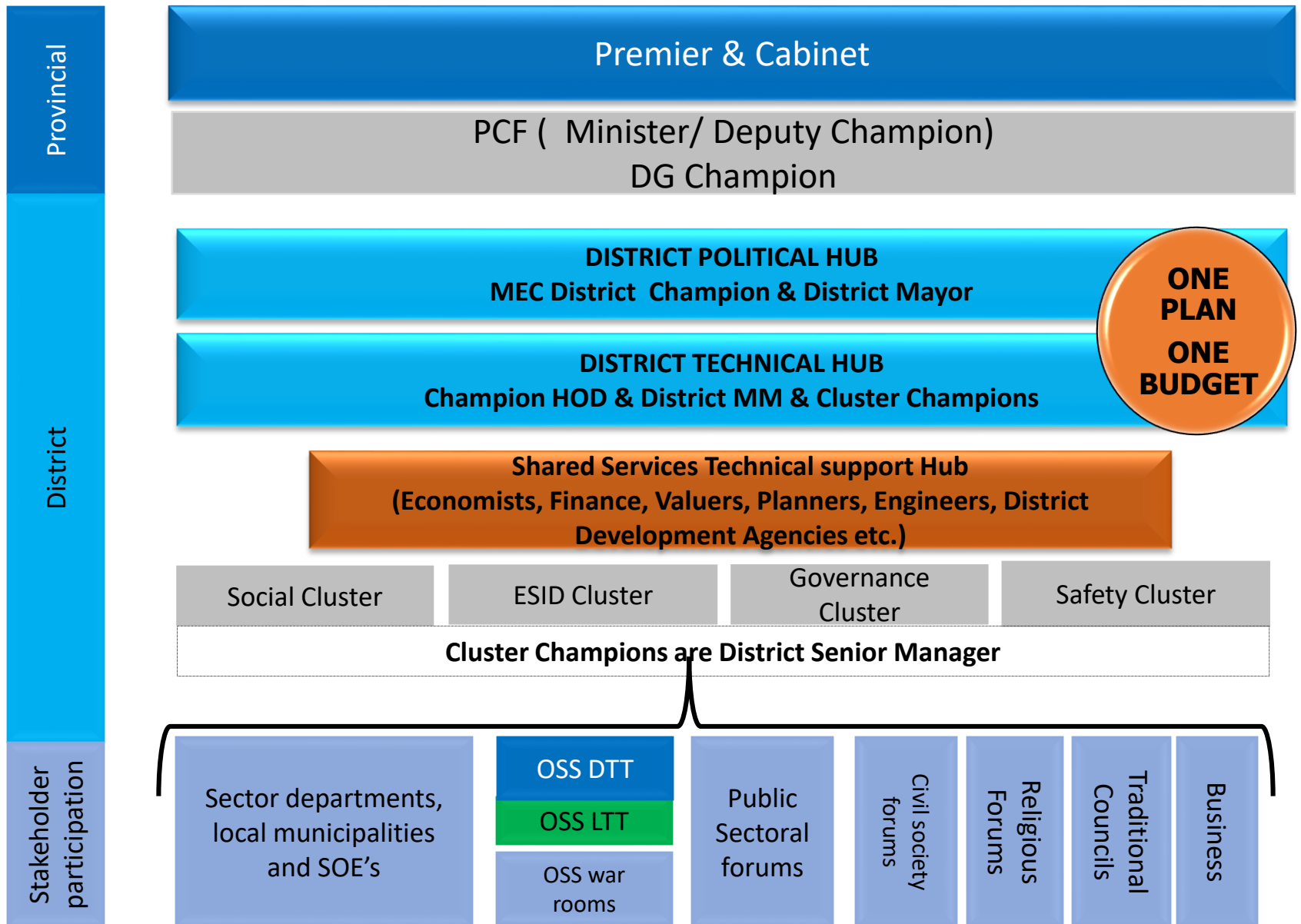
- In its **development phase**, the finalisation of spatially referenced budgets and programmes by all spheres of government in the specific Districts and Metros to the lowest common denominator (at best the ward and worst the local municipality). This is seen as a critical step towards informing the One Plan and the proposed special and extended Presidential Coordinating Council (PCC) which is proposed to include the District Mayors sometime in November 2019.
- In the parallel **stabilisation phase**, fixing the challenges which include governance, financial management, infrastructure delivery and maintenance and community engagements.
- The **long term spatially relevant and referenced plan** by which government can direct developments in South Africa whilst linking into regional integration initiatives and global markets to secure decent work, food security and a better life for all.



# 7. Approach towards one plan : District Profile assessments

- Purpose
  - a **basis for discussion** and engagements on the baseline and priorities for developing a ONE PLAN for the Districts, by the newly established District Hubs
  - a **Status Quo Analysis towards a Short-Term Action Plan** identifying immediate service delivery actions, and catalytic activities aimed at unlocking developmental projects (Stabilisation Phase).
  - provide the District Hub members with a **brief overview** of the District demographics, and development profile.
  - provide a **high level assessment of the key strategies and priorities** for improvement and **transformation** in the following:- economic positioning, spatial restructuring, infrastructure engineering, housing and services provisioning, and governance and management.
  - identify **and collate all current sector and sphere commitments** ( projects and investments) in the District area for the next 18 months.
  - Identify **catalytic projects**
  - Identify **key gaps and areas of misalignment** between SDF, IDP and DGDP and gaps between sector plans with the DGDP, SDF and IDP.

# 7. Management Framework



## 7. Management Framework

- ❑ Alignment with the Provincial Political and technical management framework and with the OSS approach the management framework replicates provincial arrangements and includes the OSS structure
- ❑ Minister/ Deputy and DG assigned to Province as the Champions to attend PCF
- ❑ Establish District Political Hub - Oversight and monitoring of the One Plan
  - ❑ Championed by an MEC and the District Mayor –supported by Local Mayors
- ❑ Establish District Technical Hub – Development and Implementation of the One Plan
  - ❑ Chaired by District MM and Provincial HOD Champion
  - ❑ Supported by Cluster Champions and sector departments
  - ❑ Participation of OSS District task Team champions and Chairs
- ❑ Shared Service Technical Support Hub – to provide shared skills and expertise
- ❑ Sector Clusters championed by District Senior Managers
  - ❑ Supported by all relevant sector departments, local municipalities, SOE's and civil society representatives aligned to the sector cluster
  - ❑ Co-ordinates the implementation of assigned District strategies
- ❑ District Development Model will pave the way for the establishment of the localized district offices. Communities will no longer have to travel distances to access government services;

# 7. Management Reporting Framework

- ❑ District structures will meet and reports will be received quarterly from the established clusters
- ❑ District Political and technical hubs will report to the PCF clusters
- ❑ Clusters will include a range of public and private sector representatives drawn from all the various forums and representative bodies
- ❑ Civil society sectors will organize to enable they have a representative participating in the relevant clusters
- ❑ The OSS District Task Team will engage with province through the District clusters, Technical Hub and Political hub
- ❑ The One Plan will be approved by the District Political Hub and provide the key strategies and interventions which the Clusters must co-ordinate and plan around
- ❑ The Shared Services technical Support hub will provide support to the operations of the Clusters, and the Hubs, and support the development of the One plan, and the monitoring of the One plan

## 8. Role of the Presidency

- Oversee national policy, NDP, and national sector planning and budgeting coherence towards district/metro developmental impact;
- Ensure national sector alignment in district/metro Intergovernmental Working sessions and approving and adopting District Development Model, capacity building plans and shared resourcing initiatives;
- Review role of National Planning Commission to support cascading of NDP, undertake research, coordinate national sector alignment, and advise on adoption of District Development Model.
- Convene President's Coordinating Council (PCC), receive reports from provinces and provide feedback and strategic guidance to provinces in respect of District Development Model implementation;
- Receive and engage progress reports via DCoG and PCC from the Metro Coordination Hubs packaged per province;
- Receive and engage with impact monitoring reports.

## 8. Role of DCOG

- Manage the District Development Model and programmatic outcomes-based IGR enabling government to formulate, adopt and implement District Development Model, to coordinate Local Government capacity building and shared resourcing, and to undertake impact monitoring;
- Institutionalise Integrated Urban Development Framework (IUDF) through Long-Term Planning approach contained in the District Development Model for each District/Metro;
- Enable the necessary institutional arrangements in consultation with all key role players and provide direction with regards to role, responsibilities and accountabilities;
- Mobilise resources and/or restructure to ensure appointment of managers, coordinators and specialists to give effect to the district coordination model;
- Appoint a District/Metro Coordination National Programme Manager;
- Appoint Provincial Coordinators that will support the Programme Manager to institutionalise the District Development Model in each province;
- Establish and manage the District/Metro Coordination Hubs that will initiate and drive the formulation of the District Development Model and oversee implementation, as well as coordinate capacity building, shared resourcing and impact monitoring;
- Take recommendations and advice from the District/Metro Coordination Steering Committee (D/MCSC) with regard to appointments, business plan and Hub operations;
- Mobilise resources based on the Hub business plan and as required based on requests from the D/MCSCs;
- Report to the Presidency on progress with regard to the programmatic IGR work undertaken by the District Coordination Hubs.



## 8. Role of Premier's Office

- Monitor the effective implementation of District Development Model within the province;
- Oversee provincial policy and provincial sector planning and budgeting coherence according to national priorities and towards district/metro developmental impact;
- Ensure provincial sector alignment in district/metro Intergovernmental Working sessions and approving and adopting District Development Model, capacity building plans and shared resourcing initiatives;
- Facilitate the stakeholder sector organisation and representation in the District Technical Hub and clusters;
- Convene Premier's Coordinating Forum (PCF) Council and provide feedback and strategic guidance to municipalities;
- Receive and engage on-going reports via COGTA and PCF from the District/Metro Coordination Hubs packaged per district/metro;
- Receive and engage with impact monitoring reports.
- Facilitate the attendance of National Minister at PCF

## 8. Role of KZN COGTA

- Coordinate the implementation and institutionalisation of District Development Model in the province and utilise it to assist the province with its support and local government oversight responsibilities;
- Support the Premier's Office with cascading provincial priorities and aligning provincial sector strategies and plans towards district/metro developmental impact;
- Guide the functioning of the District Hubs and Metro Zones.
- Report to PCF on the implementation of the District Development Model
- COGTA to coordinate all sector departments planning in relation to the projects that will be implemented in the Metro and subsequently in all 10 Districts.

## 8. Role of DISTRICT Mayors & District political hub

- District Mayors office to convene and chair the Political District Hub with the support of the assigned Provincial MEC champions, and the Local Mayors;
- Political District Hub to provide oversight and monitor the effective implementation of District Development Model within the district through effective co-ordination by the Technical District Hub and the cluster committees;
- Oversee the development and adoption of the ONE PLAN and alignment of spheres budgets towards ONE BUDGET of the agreed plan, according to district and local strategic objectives, national and provincial priorities and towards district/metro developmental impact;
- Oversee sphere alignment in district/metro Intergovernmental Working sessions and approving and adopting District Development Model, capacity building plans and shared resourcing initiatives;
- Oversee, and ensure the effective participation of all spheres of government in the DDM structures, planning and budgeting and reporting;
- Report to the Provincial PCF (Premiers Co-ordinating Forum) on DDM progress and impact;
- Receive and engage on-going reports from District Technical Hub;
- Receive and engage with impact monitoring reports.

## 8. Role of DISTRICTs and Local municipalities

- District Municipal Managers office to convene and chair the Technical District Hub with the support of the assigned Provincial HOD champions, and the Local Municipal Managers;
- Ensure the effective participation and accountability of all spheres and sectors of government in the DDM and the relevant cluster committees;
- Assign senior managers to chair and co-ordinate the effective functioning of the Cluster Committees and the participation of relevant stakeholders;
- Technical District Hub to co-ordinate and monitor the effective implementation of District Development Model within the district through effective co-ordination of the Technical Hub, the Shared Services and the Cluster Committees;
- Guide and implement the development and adoption of the ONE PLAN and alignment of spheres budgets towards ONE BUDGET of the agreed plan, according to district and local strategic objectives, national and provincial priorities and towards district/metro developmental impact;
- Support COGTA in the effective management of shared services and the effective support of the Shared services to all spheres and sectors in planning, budgeting and implementation of the agreed plan;
- Report to the Political District Hub on DDM progress, effectiveness and impact;
- Receive and engage on-going reports from established Cluster committees;
- Receive and engage with impact monitoring reports.

# 9. Implementation Process Plan

Action	Purpose	Target completion date	Responsibility
Launch of DDM in EC & KZN & Limpopo	To confirm government commitment to this revised approach to service and development delivery  Launch done in KZN in Ethekewini in October 2019 Pilot the development of District profiles	Nov 2019	3 spheres of govt lead by national DCOG
Develop District Profiles	To analyse the Districts current plans gaps, horizontal & vertical alignment and key strategies and priorities  To develop overview of current sphere and sector planned projects & investments  To enable discussion and agreement in Hub on the framework for ONE PLAN AND ONE BUDGET	15 November	COGTA OTP  Sector departments (Provincial & National)  District & Local municipalities
Identification of National, provincial and District and Local public service representatives for each District	To enable the establishment of the District structures and to ensure formal accountability of representatives	8 November	OTP COGTA
Concept document for the District Development framework in KZN	To guide and monitor the establishment of DDM	13 November	COGTA/ OTP

# 9. Implementation Plan

Action	Purpose	Target completion date	Responsibility
Establishment of District Institutions	Commence from 16 November	31 January	COGTA OTP
Identification of civil society & private sector reps	To ensure public engagement, support and participation in the DDM	31 January Ongoing	OTP
Inaugural meetings of DDMs	Establish and adopt TOR & membership Engage with profiles and outline the key issues for development of the ONE PLAN	January 2020	COGTA
Adoption of ONE PLAN (Short term)	Enhanced DGDP with agreed alignment and closing of gaps, identifying key spatial and strategic development priorities, budgets, catalytic projects and project plans	30 March 2020	DD HUBS's COGTA OTP
Deeper analysis of structural challenges and key spatial transformation priorities	To develop a long term vision and long term ONE PLAN	tbc	DDM Shared service hubbs
Monitoring and evaluation	Review alignment and impact	ongoing	DD HUBS Shared service support

# 10. RECOMMENDATIONS

## **It is recommended that :**

- Note the DDM framework and roll out plan
- To further support the roll out by further recommending that:-
  - A meeting in each District with family of planners and land use professionals to review the profile and prepare for presentation to the newly established DDM's and brief the District Mayors and Champions

*Thank  
you*