
GENERAL NOTICES • ALGEMENE KENNISGEWINGS

DEPARTMENT OF CO-OPERATIVE GOVERNANCE**GENERAL NOTICE 3818 OF 2026****AMENDMENT REGULATIONS FOR THE ESTABLISHMENT OF A FRAMEWORK FOR CO-ORDINATING AND ALIGNING LONG-TERM DEVELOPMENT PRIORITIES AND OBJECTIVES BETWEEN THE THREE SPHERES OF GOVERNMENT AND INVITED ORGANS OF STATE**

I, Velenkosini Hlabisa, Minister of Cooperative Governance and Traditional Affairs, hereby, in terms of section 47(4)(a) of the Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005), publish the proposed Amendment Regulations for the Establishment of a Framework for Coordinating and Aligning Long-Term Development Priorities and Objectives Between the Three Spheres of Government and Invited Organs of State (“Amendment Regulations”) in terms of section 47(1)(b) of this Act, in the Schedule hereto, for public comments.

The proposed Amendment Regulations will amend the Regulations published under Notice 2486 of 2024 in Government Gazette No. 50645 on 10 May 2024. Any person who wishes to submit written comments on the proposed Amendment Regulations is hereby invited to do so within 30 days from the date of publication hereof by—

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

Department of Cooperative Governance
Private Bag X804
PRETORIA
0001;

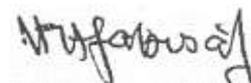
- (b) delivering such comments by hand at the following address:

Department of Cooperative Governance
87 Hamilton Street
Arcadia
PRETORIA; or

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

ashleyl@cogta.gov.za

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



MR VELENKOSINI HLABISA, MP
MINISTER OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS
DATE: 03/02/2026

GENERAL EXPLANATORY NOTE:

[] Words in bold type in square brackets indicate omissions from existing enactments.

_____ Words underlined with a solid line indicate insertions in existing enactments.

SCHEDULE**Definitions**

1. In this Schedule, "the Regulations" means the regulations published under Notice 2486 of 2024 in *Government Gazette* No. 50645 on 10 May 2024.

Amendment of regulation 1 of the Regulations

2. Regulation 1 of the Regulations is hereby amended—
- (a) by the deletion of the definition of "catalytic programmes and projects";
- (b) by the insertion before the definition of "constitution" of the following definition:
 "catalytic project" means a project or programme whose scale and costs results in mass employment and economic and social investment in the area where the project occurs, and displays more than one of the following characteristics:
- (a) Creating other investments or services;
- (b) promoting service delivery in more than one municipal ward;
- (c) enabling economic growth and job creation, directly and indirectly;
- (d) enabling the spatial strategy of the district, metro or province; and
- (e) enabling increased revenue";
- (c) by the substitution for the definition of "constitution" of the following definition:
 "Constitution" means the Constitution of the Republic of South Africa, 1996 [(Act No. 108 of 1996)];
- (d) by the substitution for the definition of "DDM" of the following definition: **"DDM" means the District Development Model [which is an operational model for improving cooperative governance];**

- (e) by the deletion of the definition of “DDM implementation coordination committee”;
- (f) by the deletion of the definition of “DDM committee”;
- (g) by the deletion of the definition of “DDM coordination steering committee”;
- (h) by the deletion of the definition of “DDM technical committee”;
- (i) by the insertion after the definition of “Director-General” of the following definitions:
“**District Development Model**” means the operational model created under this framework for the purpose of improving cooperative governance by coordinating and aligning development priorities and objectives between the three spheres of government”; and
“**district intergovernmental forum**” means an intergovernmental committee envisaged in section 24 of the Act”.
- (j) by the insertion after the definition of “District Development Model” of the following definition:
“**District or Metropolitan Technical DDM Hub**” means an inter-governmental technical support network or team to coordinate and facilitate inter-governmental long-term catalytic planning in district and metropolitan spaces”;
- (k) by the insertion after the definition of “DPME” of the following definition:
“**IDP**” means an integrated development plan contemplated in Chapter 5 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)”;
- (l) by the deletion of the definition of “intergovernmental committee”;
- (m) by the insertion after the definition of “joint programmes” of the following definition:
“**long-term**” means a period in excess of twenty years”;
- (n) by the deletion of the definition of “metropolitan DDM committee”;
- (o) by the substitution for the definition of “national DDM champions” of the following definition:
“**national DDM champions**” means Ministers and Deputy Ministers appointed by the President [of the Republic of South Africa (“President”),] to act as intergovernmental facilitators to [address service delivery weaknesses, including those identified through the development and implementation of a One Plan, in their respective district and metropolitan spaces] promote the implementation of the District Development Model, as a framework, and the development of one plans”;
- (p) by the substitution for the definition of “one plan” of the following definition:
“**One Plan**” [is an intergovernmental plan for the purpose of coordinating

intergovernmental catalytic programmes and projects in relation to each of the districts and metropolitan spaces] means a long-term intergovernmental catalytic development plan for district or metropolitan space, which must inform their IDP, that aligns the long-term development plans and strategies of other organs of state, state-owned enterprises and affected municipalities and which at a minimum contains the—

- (a) long-term catalytic development plans and strategies of that municipality, and those of other organs of state and state-owned enterprises;
 - (b) strategic guidance on what will be needed from the municipality and its utility services, other spheres of government and state-owned enterprises to meet future demand; and
 - (c) catalytic projects by organs of state, spheres of government and state-owned enterprises that are planned for the municipal area, together with timelines for implementation and status of funding approvals”;
- (q) by the deletion of the definition of “Presidency steering committee on the ddm”;
- (r) by the substitution for the definition of “provincial COGTAs” of the following definition:
“provincial COGTAs” means the **[P]rovincial [D]epartments [of Cooperative Governance and Traditional Affairs]** responsible for local government”;
- (s) by the insertion after the definition of “provincial COGTAs” of the following definition:
“provincial DDM champions” means MECs that may be appointed by a Premier to act as intergovernmental facilitators to promote the implementation of the District Development Model, as a framework, and the development of One Plans”;
- (t) by the deletion of the definition of “reprioritisation”; and
- (u) by the deletion of the definition of “spatialisation”.

Substitution of regulation 2 of the Regulations

3. The following regulation is hereby substituted for regulation 2 of the Regulations:

“Purpose

2. (1) The purpose of these regulations is to provide a framework for **[an intergovernmental and operational guide for the coordination of local intergovernmental development priorities in the context of the DDM, through a set of intergovernmental forums and the One Plan as part of]** the institutionalisation and implementation of the DDM via the facilitation of collaboration and development and implementation of One Plans.

(2) The One Plan supports and informs but does not replace municipal planning prerogatives and nothing in this framework or the application of the DDM, or in the determination, implementation or monitoring of a One Plan, shall infringe upon the constitutional right and obligation of municipalities to adopt an IDP as the single inclusive and strategic plan for the development of municipalities”.

Amendment of heading to Chapter 2 of the Regulations

4. The heading to Chapter 2 of the Regulations is hereby amended by the substitution for the heading of the following heading:

“
DISTRICT DEVELOPMENT MODEL FRAMEWORK”.

Substitution of regulation 3 of the Regulations

5. The following regulation is hereby substituted for regulation 3 of the Regulations:

“Framework and joint planning [of DDM]

3. (1) **[The DDM] This framework** is—
(a) established within the existing intergovernmental relations system as defined in the Act and does not replace the existing division and allocation of powers, functions

and responsibilities of spheres of government and organs of state;

- (b) **[a framework]** established for the coordination and better alignment of the intergovernmental long-term development [priorities] plans and catalytic projects of organs of state and state-owned enterprises within district and metropolitan spaces; and
- (c) a mechanism to practically implement cooperative governance and intergovernmental relations at a local level, with the aim of improving government cohesion and effectiveness in delivering services and enabling integrated sustainable development outcomes and impact, including identifying and addressing related implementation blockages, especially those requiring an intergovernmental focus.

(2) **[The DDM works within the existing intergovernmental framework and processes to achieve its]** This framework aims **[and objectives]** to identify opportunities to ensure better development outcomes and performance through improved collaboration and coordination.

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

- (a)]** fostering intergovernmental cooperation and coordination in pursuit of improved long-term **[joint]** planning, **[budgeting]** and **[programme and]** more effective catalytic project implementation^{]; and}
- (b) monitoring through the development and implementation of a One Plan within the existing legislative framework]** throughout the provinces.

(3A) This framework recognises that efficient and effective intergovernmental long-term planning requires all organs of state and state-owned enterprises to meaningfully participate and collaborate in the determination of One Plans.

(4) **[The joint planning at a district and metropolitan space requires all relevant organs of state and state-owned enterprises to identify and agree with all parties]** In pursuit of the objects above, this framework sets out the means by which to identify and seek consensus on—

- (a) the primary and secondary objectives to be undertaken in **[the One Plan]** long-term, catalytic project intergovernmental planning;
- (b) the nature and extent of the joint and cross cutting work required;
- (c) the financial commitments of each organ of state;
- (d) the mechanism required to ensure joint accountability for its implementation;
- (e) a partnering protocol defining clear **[developmental]** commitments and

- [implementation]** plans;
- (f) appropriate programme management and programme support staff to execute the **[programmes and plans]** framework within the district and metropolitan space, including the identification of skills and capacity gaps;
 - ~~(g)~~ the key roles and responsibilities for the implementation of this framework;
 - (h) appropriate financing arrangements if required for the joint programmes; and
 - (i) a monitoring **[framework]** mechanism which allows for all organs of state to monitor their commitments and implementation of this framework.

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

Substitution of regulation 4 of the Regulations

6. Regulation 4 of the Regulations is hereby amended—

- (a) by the substitution for subregulation (1) of the following subregulation:

“**[(1)]** (a) The **[national sphere]** three spheres of government and **[all]** the national, provincial and local organs of state must contribute to the formulation of a One Plan and its implementation [of the One Plan in] under this framework and within the structures set out herein, as well as proper implementation for each district and metropolitan space **[through the provincial, district and metropolitan intergovernmental forums as contemplated in these regulations]**

(b) The contribution envisaged in paragraph (a) will be through participation in the provincial, district and metropolitan intergovernmental forums established in terms of the Act and this framework”;

(c) The proper implementation of a One Plan formulated under this Framework includes the submission thereof to the relevant municipality by each sphere of government or organ of state as the case may be, when called for as part of any IDP planning or revision.

- (b) by the deletion of subregulations (2) to (7).

Amendment of heading of Chapter 3 of the Regulations

7. The heading to Chapter 3 of the Regulations is hereby amended by the substitution for the heading of the following heading:

INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION OF [DDM] THIS FRAMEWORK”.

Substitution of regulation 5 of the Regulations

8. The following regulation is hereby substituted for regulation 5 of the Regulations:

“Role of President and Minister

5. (1) Institutional arrangements for the **[DDM]** implementation of this framework must be aimed at sustaining a programmatic approach to cooperative governance and intergovernmental relations centred around **[a One Plan]** coordination and alignment of long-term catalytic development priorities among all three spheres of government.

(2) The President **[is the overall champion of the DDM and may appoint members of the national executive as National DDM Champions for each district and metropolitan space]** and the Minister will facilitate and encourage active participation of national departments and state-owned enterprises in intergovernmental structures tasked with the promotion and furtherance of the aims of this framework.

(3) The President **[of the Republic must approve a framework determining the roles and responsibilities of the National DDM Champions]** may appoint members of the national executive as national DDM champions for each district and metropolitan space to facilitate and encourage through their offices active participation of national departments in intergovernmental structures tasked with the promotion and furtherance of the aims of this framework.

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

(5) The President must~~[,]~~ receive reports from provinces~~[,]~~ and provide

feedback and strategic guidance to provinces in respect of the implementation of **[the DDM]** this framework at the President's Coordinating Council.

[(6) The President may establish a Presidency Steering Committee on the DDM.

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

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

Substitution of regulation 6 of the Regulations

9. The following regulation is hereby substituted for regulation 6 of the Regulations:

“Role of DCoG and DPME

6. (1) The DCoG must—

- (a) manage **[the DDM]** this framework and programmatic outcomes-based intergovernmental relations contemplated in the Regulations enabling government to **[formulate, adopt and implement One Plan in district and metro spaces]** better align long-term catalytic development priorities and facilitate the inclusion of comprehensive intergovernmental long-term catalytic plans in IDPs;
- (b) coordinate local government capacity building and shared resourcing; and
- (c) undertake impact monitoring processes.

(2) The DCoG must report to the Presidency on progress with regard to the institutionalisation and implementation of **[the DDM]** this framework through the President's Co-ordinating Council.

(3) The DCoG with support from national and provincial departments may, in a phased manner, establish District and Metropolitan **[DDM]** technical support hubs, in selected districts and metropolitan spaces for supporting **[DDM]** the implementation of this framework, coordinating capacity building support initiatives, and

enhancing local institutional capabilities within the **[DDM framework]** statutory development planning and spatial development frameworks of districts and metropolitan municipalities.

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

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

Substitution of regulation 7 of the Regulations

10. The following regulation is hereby substituted for regulation 7 of the Regulations:

"Role of Premiers, MECs for local government

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

(2) Each Premier's office must **[oversee the effective implementation of the DDM]**, through the Premier's intergovernmental forum or other provincial intergovernmental forum established for this purpose, work towards achieving the aims of this framework within the province.

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

(4) Each Premier's office must **[ensure]** through the Premier's intergovernmental forum or other provincial intergovernmental forum established for this purpose, seek to promote provincial sector alignment [One Plan], development, with this framework in long term catalytic project development and spatial planning, capacity building plans and shared resourcing initiatives.

(5) Each Premier's office must, **[convene]** when convening the Premier's intergovernmental forum, [to] receive feedback and updates on the [DDM]

progress made in achieving the aims of this framework from the MEC for local government”.

[(6) Each Premier’s office must play an integral role in the programmatic approach through the President’s Coordinating Council and by leading the coordination processes at the provincial level utilising the provincial intergovernmental forums as contemplated in the Act linked with the Premier’s intergovernmental forum.

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

Substitution of regulation 8 of the Regulations

11. Regulation 8 of the Regulations is hereby amended—

(a) by the substitution for subregulation (1) of the following subregulation:

“(1) Provincial CoGTA[’]s must—

- (a) together with the Premier’s office, manage and coordinate the **[DDM and programmatic outcomes-based]** intergovernmental relations enabling government to **[formulate, adopt and implement One Plans]** better coordinate long - term catalytic intergovernmental development planning and spatial development in the district and metropolitan spaces under this framework;
- (b) coordinate local government capacity building and shared resourcing; and
- (c) undertake impact monitoring processes related to long term catalytic development planning progress and outcomes under this framework.”;

(b) by the substitution for subregulation (2) of the following subregulation:

“(2) The MEC for local government must report to the Premier’s **[Coordinating Forum]** intergovernmental forum on progress with regard to the institutionalisation and implementation of **[the DDM]** this framework.”;

(c) by the substitution for subregulation (3) of the following subregulation:

“(3) A Head of Department for the provincial department **[of]** responsible for local government may assign senior officials to participate in a district **[and]** or metropolitan intergovernmental **[forums, as contemplated in these regulations, to lead the development and monitoring of the implementation of One Plans] forums**, if the chairperson of such a forum invites the Head of Department to do so, to assist the forum with the coordination and implementation of this framework and to ensure that the work done by Premier’s intergovernmental forum in respect of this framework is carried through to the district or metropolitan intergovernmental forum, as the case may be.”

Substitution of regulation 9 of the Regulations

12. The following regulation is hereby substituted for regulation 9 of the Regulations:

- “**[(1)]** The Director-General **[must]** may issue circulars—
- (a) **[outlining the composition, roles and responsibilities and general functioning of intergovernmental forums with a specific focus on the]** regarding the participation of state-owned enterprises, private sector, civil society, organised local government, and traditional leaders in the established intergovernmental forums to achieve the aims of this framework; and
- (b) for the establishment of district **[and]** or metropolitan **[DDM]** technical support hubs, outlining the human and financial requirements and the general functioning thereof.”

(2) The Director-General of a province is the overall technical DDM champion in his or her province and is the co-chairperson of the provincial intergovernmental technical forum as contemplated in these regulations together with the Head of Department for the provincial department of local government.]

Repeal of Chapter 4 of the Regulations

13. Chapter 4 of the Regulations is hereby repealed.

Insertion of Chapter 4A of the Regulations

14. The following Chapter is hereby inserted after Chapter 4 of the Regulations:

“CHAPTER 4A
APPLICATION OF FRAMEWORK IN THE DEVELOPMENT AND
IMPLEMENTATION OF INTERGOVERNMENTAL LONG-TERM, CATALYTIC
PROJECT DEVELOPMENT PLANS”

Implementation of intergovernmental long-term development plans

12A. (1) Arising out of this framework and the application of the DDM, a One Plan must be developed for each district and metropolitan space, being an agreed intergovernmental plan outlining intergovernmental long-term development priorities and objectives, which will serve as a strategic framework to guide government in its long-term catalytic planning and investment within a district or metropolitan space and inform IDPs.

(2) A One Plan does not replace an IDP nor any other national, provincial, or local development plan, or any legally prescribed development or strategic plan or departmental or entity annual performance plan in operation in any of the three spheres of government.

(3) A One Plan is the result of the application of this framework and must be informed by key national, provincial and local long-term development plans, as well as the sectoral plans, and any legally prescribed development or strategic plan or a departmental or entity annual performance plan in operation in any of the three spheres of government.

(4) A One Plan must be submitted to a municipality in order to inform the preparation of an IDP or influence the review of existing legally prescribed development or strategic plans, or a departmental or entity annual performance plan in operation in any of the three spheres of government.

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

(6) Any long-term plans or projects included in a one plan must be implemented by the relevant organs of state, state-owned enterprises, other institutions and sectors in accordance with all statutory, budgetary and legislative prescripts that apply

and must be incorporated into their respective annual performance plans, and other organisational plans.”.

Substitution of regulation 13 of the Regulations

15. The following regulation is hereby substituted for regulation 13 of the Regulations:

“[Objections and dispute] Dispute resolution

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

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

Substitution of regulation 14 of the Regulations

16. The following regulation is hereby substituted for regulation 14 of the Regulations:

“Short title and commencement

“14. These Regulations are called the Regulations **[Framing the Institutionalisation of the District Development Model]** for the Establishment of a Framework for Coordinating and Aligning Long-Term Catalytic Development Priorities and Objectives Between the Three Spheres of Government and Invited Organs of State.