



# THE DISTRICT DEVELOPMENT MODEL (DDM): OPPORTUNITIES TO ENHANCE PROVISION OF FIRE SERVICES

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The need for a new district-based coordination model was announced during the President's Budget Speech in 2019. The District Development Model was conceptualised and presented to the Joint Cabinet Committee on 13 August 2019 receiving overwhelming support. The DDM was endorsed by the Presidential Coordinating Council (PCC) on 20 August 2019. The PCC supported the 'One Plan' instrument proposed by the District Development Model and emphasised that the One Plan must express the National Development Plan and overlay the Medium Term Strategic Framework (MTSF) priorities, Provincial Priorities and Municipal Integrated Development Plans/Service Delivery Budget Implementation Plans (SDBIPs). The District Development Model was subsequently approved by Cabinet on 21 August 2019.

## Linkage between DDM and other plans

The District Development Model is an operational model for improving Cooperative Governance aimed at building a capable, ethical Developmental State, including improving and enhancing the state of Local Government. The DDM enables synergy between national, provincial and local priorities and implementation of immediate priority projects and actions as well as a long-term strategic framework for predictable, coherent and effective service delivery and development. It enables implementation of the National Development Plan (NDP), National Spatial Development Framework (NSDF), Integrated Urban Development Framework (IUDF) and the Medium Term Strategic Framework (MTSF) by localising and synergising objectives, targets and directives in relation to the 52 district and metropolitan spaces (IGR Impact Zones), thereby addressing the

challenges of poverty, inequality and unemployment in a spatially targeted and responsive manner.

## DDM objectives

The aim is 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. The District Development Model approach has been utilised successfully to coordinate intergovernmental management and response to COVID-19 pandemic focusing on institutional arrangements, district/metro level coordination and monitoring. The DDM focusses on implementation of immediate priority projects, stabilisation of local government and long-term institutionalisation of integrated planning, budgeting and delivery anchored on the development and implementation of the 'One Plan'.

## DDM One Plans

The One Plan is an intergovernmental plan setting out a long-term strategic framework, consisting of short, medium and long-term actions, 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. The District Development Model actions and the One Plan therefore is not formulated by the district or metropolitan municipality but rather as an intergovernmental plan that has to be collaboratively produced jointly by all three spheres of Government. Thus, One Plans as contemplated in the DDM do not deal with the non-strategic aspects that each of the existing plans may

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.

## DDM synergy opportunities for Fire Services

Fire fighting is listed as a local government function in Schedule 4 Part B of the Constitution. Currently, the fire service delivery model involves all three categories of municipalities ie metros, local and district municipalities. This system has in some areas, in the context of district and local municipalities been beset with challenges such as (a) Fragmentation in the delivery of services and (b) Duplication of efforts and resources. Thus, the DDM provides an excellent opportunity for integration of strategies and plans to enhance provision of Fire Services into the broader one plan for each district.

The principle of spatialisation, which refers to the process of translating development priorities and objectives into spatial locations ie district and metropolitan areas, will enable each district, irrespective of whether it has authority to render fire services or not, to have a district wide perspective of fire risks and capabilities required to manage such risks. This will facilitate district-wide implementation of measures to build required capacities and systems in a manner that will enable prioritisation of areas most at risk. Moreover, the District Development Model will enable and enhance joint planning for the provision of fire services by all municipalities within a particular

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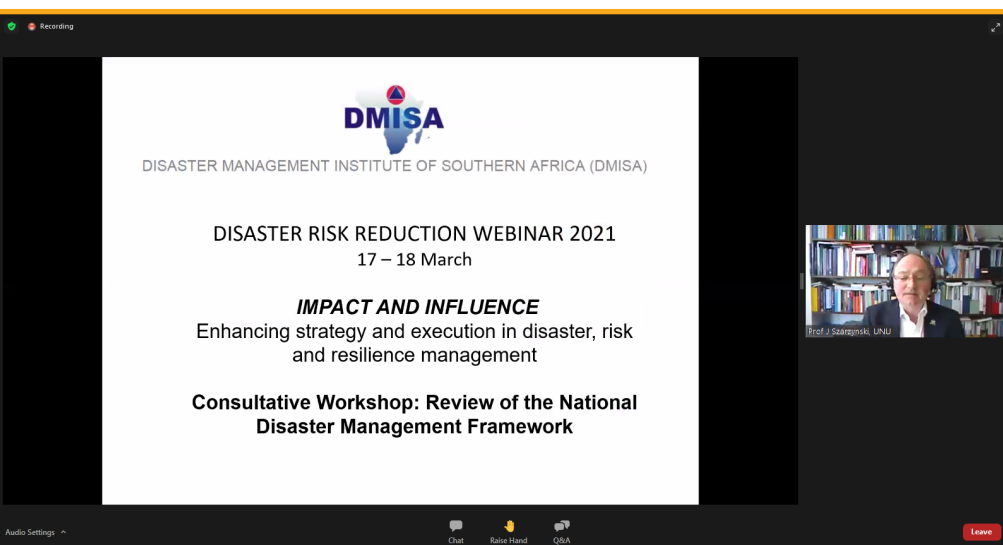
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Management Centre (NDMC) and facilitated by Prof Andries Jordaan of Résilience Globale. Prof Jordaan has been contracted to manage the gap analysis process for the review of the National Disaster Management Framework. Session 1 was indeed a very interesting and informative discussion around the challenges faced within the disaster management fraternity in South Africa with panel members citing that although the current Framework is very clear, it is lacking in monitoring, evaluating and accountability systems. The location of disaster management within local and district municipality structures are also of major concern. It was said that the COVID-19 pandemic highlighted shortcomings in the current Framework and disaster management and risk reduction structures.

This was followed by a presentation on the Incident Command System (ICS) by Chief Timothy Murphy, Africa disaster management technical specialist for the United States Department of Agriculture (USDA) Forest Service International Programmes. Chief Murphy discussed the history, development and implementation of ICS, which was followed by a presentation by Mebrat Senusi, Ethiopia programme operations specialist for the US Forest Service International Programmes, who

The Disaster Management Institute of Southern Africa (DMISA) held its 2021 conference online on 17 and 18 March 2021. The webinar, themed 'Impact and influence: Enhancing strategy and execution in disaster, risk and resilience management' was well attended, featuring local and international speakers with Royal Haskoning DHV as the major sponsor. DMISA's deputy president, Owen Becker, welcomed DMISA EXCO and board members, DMISA members, presenters and attendees and held the traditional minute of silence for all the lives lost and those who served during those times of need.

Session 1 was a consultative workshop, 'Review of the National

Disaster Management Framework' with an introduction, overview, orientation and panel discussion by panel members Dr Claire Davis-Reddy of the South African Environmental Observation Network (SAEON), Dr Yvonne Walz of the United Nations University-Institute for Environment and Human Security (UNU-EHS), Dr Alice Ncube of the Disaster Management Training and Education Centre (DiMTEC) at the University of the Free State (UFS), Prof Joerg Szarynski of Centre for Global Mountain Safeguard Research (GLOMOS), UNU-EHS and Prof Dewald van Niekerk of the African Centre for Disaster Studies (ACDS) North West University (NWU) and was chaired by Ané Bruwer of the National Disaster

- ▶ district in cases where the authority to render the function are at local municipality level.

The establishment of District Development Model structures including at political level, provides an opportunity for all key stakeholders to reflect on the fire risks and required capabilities as part of one plans. The establishment of district/metro hubs as part of the overall

institutional arrangements for the implementation of the DDM to provide technical expertise and facilitation provides a platform to effectively coordinate and manage fire services related issues. A District Development Model 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.

The District Development Model provides an opportunity to enhance district-wide integrated planning for the provision of Fire Services by all role players within a particular district. It is envisaged that the DDM will resolve 'silo' planning, budgeting and implementation of Fire Services in a manner that would ensure cohesive service delivery, maximum developmental impact on people's lives, and socio-economic and spatial transformation. 🌍