



NDP IMPLEMENTATION PATHWAYS TOWARDS 2030 AND CRITICAL ACTIONS



**national planning
commission**

Department:
The Presidency
REPUBLIC OF SOUTH AFRICA



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1. Background and Introduction

The mandate of the National Planning Commission (NPC) is to advise the government and the country on the long-term development of South Africa, taking an independent and crosscutting view. The Commission is required to build consensus on concrete solutions to key challenges that face the country, and consult with and draw on the views and expertise of multiple stakeholders. The second NPC was appointed in September 2015 for a five-year tenure that ended in March 2021. During its tenure, the Commission focused on deepening development planning priorities within government and various sectors of society, analysing the implementation of NDP priorities, and advising on corrective measures to address gaps and blockages.

The National Development Plan (NDP) was adopted in 2012 as the long-term development plan for the country. The NDP's strategic objectives are the reduction of poverty, unemployment and inequality by 2030, which will be realised by building an inclusive economy, the capabilities of people and of the state, by promoting leadership and partnerships throughout society, and by an active citizenry.

The NDP's approach to development is through a human capabilities lens, which if applied to planning, budgeting, governance, and social compacting, guides decision-making that promotes the nation's progress through the development of people. The NDP is a call to action towards the building of a capable nation, at the centre of which is a capable state that is professional, competent, and ethical, and that invests in the capacity, opportunities and protection of people, to ensure broad-based economic participation in a capable economy.

Economic concentration and exclusion are major structural challenges to development in South Africa. While growth remains a goal in the NDP, growth alone will not undo the stark economic inequalities and poor economic outcomes for millions of South Africans. Rising unemployment, particularly of youth, requires policy and regulatory reforms to redirect investment to SMMEs, and to township and rural economies to promote youth economic participation. Without interventions targeting people excluded from the economy based on race, geography, and education level, inequality will persist and poverty will accelerate.

The disruption to economic and social life occasioned by COVID-19 and consequent measures to control this pandemic have laid bare underlying economic and governance fault-lines in our society. Among other critical issues, it has underscored the fundamental importance of a comprehensive social protection system. International experience shows that prioritising social protection and a social floor is critical to the resilience of people and economies.

Limited social protection along with consistent cuts in spending on public priorities such as education, health and social development have seen a decline in the access and quality of such public goods, further marginalising people already facing poverty.

2. Problem Statement

Since the adoption of the NDP in 2012, progress towards achieving the plan's main goals has been slow. The NDP review shows that while important achievements have been attained and headway made on key aspects of the NDP's policy goals and projections, such as education, health, social protection and the social wage, the required changes are slow and not evident enough. Economic growth has been spiralling downwards, investment unforthcoming, employment stagnant, and poverty and inequality consequently remaining entrenched. The economic, social and spatial legacy of apartheid continues to undermine both South Africa's competitiveness and the potential and capabilities of its people, depriving South Africa of the skills it needs.

The NPC's Review of the country's performance on NDP goals has identified various implementation challenges, including that key prerequisites for effective implementation of the Plan have not been met, such as focused leadership; the NDP as a Plan for all, not just government; institutional capability; resource mobilisation; agreement on trade-offs; as well as a social compact on how to tackle poverty, unemployment and inequality.

The NPC's Review of the NDP The Review has observed that the NDP did not spell out an implementation plan with sufficient rigour and detail, beyond the broad approach it outlined. A key challenge is translating public policy and high-level aspirations into actual implementation. Implementation has also been impacted by corruption; institutional instability and political interference in administration; and challenges of effective coordination and citizens' engagement. There is a need for the capacity of the state to be overhauled and strengthened to deliver on its constitutional mandate. Furthermore, the active citizenry is needed to hold the state accountable.

This requires strengthening implementation approaches and strategies, building on systems that have worked well, and strengthening partnerships with non-state stakeholders, anchored on the NDP. This includes grappling with the **translation of the NDP's long-term goals into medium-term priorities**; moving from prioritisation to focusing on **actions that would catalyse and sustain momentum within the society**, and how they would be measured and monitored. This requires hard choices and trade-offs about what would be most impactful to prioritise because it is **not possible to focus on everything**.

Moving from the key actions in the NDP and the seven priorities in the government's Medium-Term Strategic Framework (MTSF), there must be a focus on catalytic interventions to drive implementation towards the plan's 2030 goals. Getting this right is one part of the imperative to institutionalise planning, the other being appropriate structures, systems and processes to undertake this detailed planning, and the role of the NPC. Going forward, institutionalising planning requires **legislative provisions for how the country must plan**, how things get done, and the value chain from planning, implementation, reviewing, accountability, and **the powers and functions of the NPC**.

The key challenge is to find credible mechanisms for advancing implementation. These mechanisms may entail a Presidential assertion of a renewed consensus and subsequent compacting for implementing the NDP around big themes with defined implementation schedules.

Furthermore, the NPC has found the MTSF, the government's instrument for implementing and monitoring the NDP, to be too broad and not adequately aligned to the NDP to effectively measure progress with the implementation of the NDP. A key critique by the NPC is the inadequacy of prioritisation and tracking and evaluating implementation in meaningful ways.

3. The objective of the Framework

The framework seeks to assist with translating strategic intent and priorities into measurable actions, and in this way to provide implementation guidance to the government and all social partners. In line with the Revised Green paper: National Planning Commission, the objectives of the framework will be:

- ✓ Mobilisation of society around commonly agreed-on long-term goals for development.
- ✓ Greater coherence in government work across departments and all spheres.
- ✓ Long-term planning for certainty and stability, improving the quality of decision-making.
- ✓ Providing a basis for prioritizing and tradeoffs between competing objectives and resources.

This framework consists of an approach to translating NDP's top goals into short to medium-term (3-5 years) actions, and in this way provides advice and guidance from short to medium-term strategic plans (MTSF, Annual Performance Plans).

The framework will assist with institution building, integration and coordination, to overcome the culture to create structures as people battle with implementation. This has resulted in the proliferation of structures, but inadequate prioritisation, progress, and measurement.

The development of a framework to guide implementation with fewer catalytic priorities in the immediate term seeks to provide the necessary impetus to what is being done in government and across different sectors of society, taking into account the role of DPME in leading planning in government. This framework needs to evolve into a national planning system that can be inclusive of all the spheres of government and the plans of social partners and key sectors and actors in society.

The NPC should help identify catalytic short to medium-term actions for the implementation of the NDP, based on the priorities identified, to advance to the 2030 goals. The NPC must also input into the MTSF, based on the original proposals in the NDP, NDP Review, and the pathways suggested by the Commission, as well as how progress would be measured. In this regard, the NPC would also consider **the impact and implications of Covid-19**, and the economic reconstruction and recovery plan as announced by the President, as well as social plans and other sectoral plans.

The NPC's Recommended Implementation Pathways

The NPC proposes five implementation pathways the country needs to follow for the coming years to 2030. The pathways give a high-level road map and signal a shared vision and course of action towards a predetermined end. In addition, the pathways are meant to be used as a guide on an action-oriented approach towards 2030.

During the period 2015-2020, the NPC conducted evidence-based research and undertook extensive consultations and engagements with various stakeholders on key topics concerning the long-term development of the country.

The consolidation of the research, dialogue outcomes and analysis informed the strategic priorities and critical actions identified for the implementation pathways identified by the NPC, including the findings of the NDP Review, the government's 25-Year Review, as well as the work of Statistics South Africa (StatsSA), DPME and NPC on NDP indicators. The process went through critical analysis and debate on the relevance and value add of each strategic priority and critical action for implementation.

The outcome of the process resulted in the proposed 10 catalytic critical actions across the five pathways and is consistent with the national strategic direction of the NDP.

The five pathways are interconnected and give action-oriented paths. They provide a focused mix of policy, practical ideas and action around which various actors can organise and collaborate on implementation. The pathways are a planning tool that along with the MTSF crystalizes and connects work that is being done across departments and sectors.

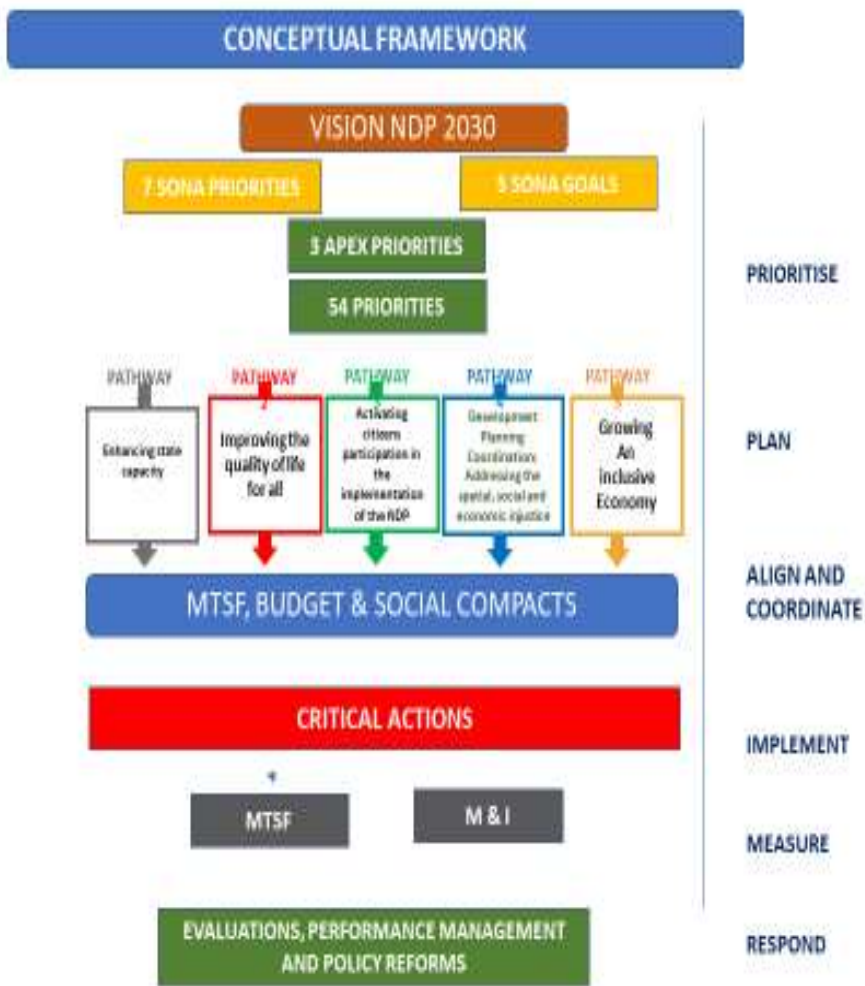
4. Key Areas of Focus for Implementation: Pathways and Critical Actions

The advice and recommendations were organised into pathways. Under each pathway, critical actions are spelt out. In terms of the organising principle, these pathways should work with the NDP's developmental ethos.

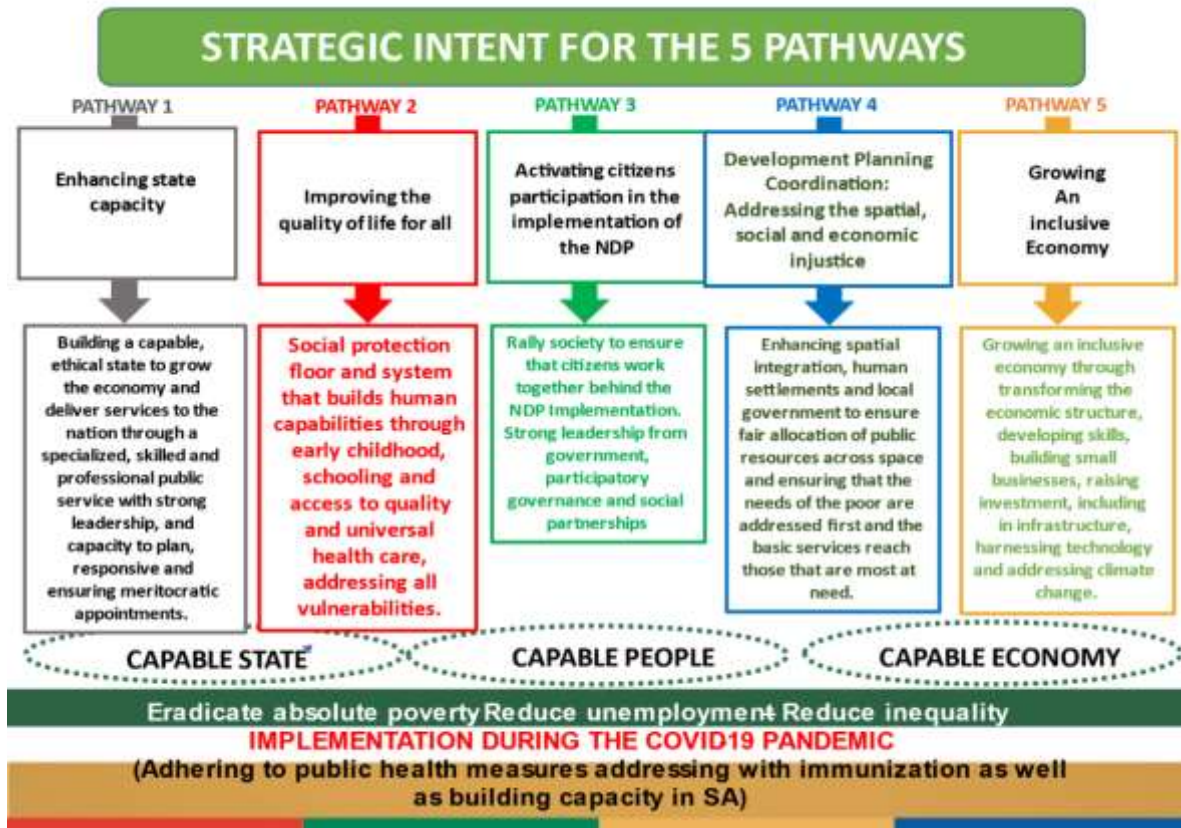
The table that follows the critical actions is outlined with -sub-actions. The NPC seeks to assist with prioritising, and with overcoming shortcomings and weaknesses of the MTSF.

Prioritization is crucial to the successful implementation of the NDP in the remaining years to 2030. The priorities have to promote focus, encourage sequencing of actions and aid responsive decision-making and leadership. While the NDP is extensive with many goals and targets, and the MTSF tracks a wide range of indicators, the realities of the environment require a sharper focus on what must be done.

The framework provides a guide to achieving course correction and to implementing the NDP better in the years ahead to 2030. The priorities in the framework derived from the NDP, the 6th administration's 7 priorities, and State of the Nation Addresses.



4.1 The Pathways Are Supported by Strategic Catalytic Actions that need to be implemented (see figure below).



4.1.1 Enhancing State Capacity: Building a Capable, Ethical and Developmental State

The NDP envisages a state that is capable of playing a transformative and developmental role. This state requires well-coordinated and functional public institutions and capable, ethical and professional public servants. The key challenges that the state is confronted with include, dealing with political-administrative interference including in SOEs, lack of coordination and misalignment between the three spheres and with budgets, as well as the entrenched culture of silos and fragmented planning.

The NDP Review found that significant progress had been achieved on the NDP’s actions towards building a capable state. It has also found that although there have been some administrative and legislative amendments, implementation inertia remains a key challenge. For this reason, this implementation framework continues to propose the strengthening of key proposals outlined in the NDP. The following actions are therefore identified as critical to ensure a responsive, meritocratic and professional public administration in the service of the people.

Stabilize the political-administrative interface

The NDP calls for a stable political-administrative interface, noting that the best-performing state institutions are characterised by stable leadership. A critical action towards this stabilization is the establishment of the Administrative Head of the Public Service located in the Presidency – to support the President with the management of the career progression of Heads of Departments (HODs) reducing the high turnover of HODs and senior management, as well as creating security of tenure.

Professionalising the Public Service

A professional public service is one where people are recruited and promoted based on merit and potential, coupled with a high standard of professional ethics. Building a skilled and professional public service requires attracting talented people from a diverse range of backgrounds. This requires rigorous and transparent recruitment mechanisms; strengthening technical and professional skills; partnering with professional bodies; and strengthening performance management to ensure that there are consequences for failure to deliver.

Strengthen the governance and performance of SOEs to ensure they deliver on their developmental mandate

Research conducted by the NPC on the role of SOEs in achieving economic transformation and inclusive growth has revealed that several key SOEs are 'costly, inefficient and poorly managed. The government has recently provided significant bailouts and substantial debt guarantees to a number of SOEs. This puts additional pressure on financing and service delivery and is further stunting economic growth and socio-economic development.

The NDP considers SOEs as primary tools for implementing the developmental policy imperatives of the State. The purpose of SOEs is to be the engine of economic development and to achieve a developmental mandate in ensuring the provision of minimum basic goods and services. In this regard, the existence, operational performance and governance of SOEs are highly relevant to the achievement of the NDP.

The key recommendations in this area include developing and implementing an overarching, long-term strategy for SOEs aligned to the objectives of the developmental state; establishing a shared framework for the governance and oversight performance of SOEs; and addressing funding challenges of the sector to promote their financial sustainability. In addition, the government should consider strengthening the overall financial oversight of SOEs, while assisting them in achieving Public Service Obligations. The State should provide SOEs with clear uniform rules for public-private partnerships aimed at leveraging private capital to fulfil public infrastructure needs.

Improve coordination across the three spheres

Numerous research studies have identified the persistent patterns of operating in silos as a challenge which led to the lack of coherence in planning and implementation and has made monitoring and oversight of government programmes difficult. The consequence has been non-optimal delivery of services and diminished impact on the triple challenges of poverty, inequality and unemployment. To institutionalise an integrated national development planning framework for South Africa and to ensure alignment between long-term and medium-term development planning and their implementation, an Integrated Planning Framework Bill is being explored.

The implementation of the District Development Model (DDM) is central as a mechanism to improve the development process and its implementation by ensuring greater coordination across different spheres of government. The successful implementation of these critical actions will lead to improved delivery of basic services to meet the needs of communities and strengthen the social wage and ultimately result in improved public trust and confidence in local government.

Strengthening the criminal justice and improving community environments

The ultimate goal is to achieve law and order in society as envisaged by the NDP. Achieving this vision requires certain things to happen such as strengthening the criminal justice and improving community environments; combating crime, combat corruption and addressing the crisis of serious crimes of vulnerable groups.

The police force needs to fulfil its constitutional mandate to fight crime. Training and skills enhancements of SAPS are therefore needed to make it effective in handling public order policing while ensuring professionalized police services instead of militarized one and to also effectually fight crime. As part of improving the conduct of SAPS, a panel of experts has been established to review the professionalization of SAPS with the duty to identify gaps and make recommendations on matters ranging from the qualifying requirements, recruitment criteria, training, policies etc.

Law enforcement agencies currently have very low budgets and do not have the human capacity to investigate crimes effectively in silo mode. The implementation of the National Anti-Corruption Strategy will have to be closely monitored and evaluated to ensure that it is achieving its stated goals.

There is a need to improve the implementation of the National Strategic Plan on Gender-based Violence and Femicide (GBVF) published in 2020, also to promote education and capacity-building programmes on GBVF, resource and support civil society organisations working with GBV victims and survivors.

PATHWAY 1	
ENHANCING STATE CAPACITY	
	Measures to be Implemented
Critical Actions	Build a capable, ethical and developmental state
	<p>Stabilize political-administrative interface</p> <ul style="list-style-type: none"> • Appoint a Head of Public Service to manage the political-administrative interface and the career incidents of HODs • Reduce the turnover in HODs and senior management and create security of tenure
	<p>Professionalise the public service</p> <ul style="list-style-type: none"> • Reform the recruitment process to achieve meritocratic appointments • Strengthen technical and specialist professional skills • Partner with professional bodies • Strengthen performance management to ensure that there are consequences for failure to deliver
	<p>Strengthen the governance and performance of SOEs to ensure that they deliver on their mandate</p> <ul style="list-style-type: none"> • Establish a shared framework for the governance and oversight performance of SOEs • Develop and implement an overarching, long-term strategy for SOEs aligned to the objectives of the developmental State • Develop a consolidated funding model for commercial SOEs • Implement an integrated reporting, monitoring and evaluation capacity for SOEs across all spheres of Government
	<p>Improve coordination planning and implementation across three spheres of government</p> <ul style="list-style-type: none"> • Implement the District Development Model (DDM) • Promote the consolidation and integration of plans into a functional national planning system and explore legislation for this purpose
	<p>Improve public trust and confidence in local government</p> <ul style="list-style-type: none"> • Improve delivery of basic services
Critical Actions	Strengthen the criminal justice and improve community environments

PATHWAY 1	
ENHANCING STATE CAPACITY	
	Measures to be Implemented
Build safety and security in society using an integrated approach	<ul style="list-style-type: none"> • Professionalise the police service • Demilitarise the police service • Build human capacity to investigate crimes effectively • Revive and resource the Community Policing Forums • Promote civil society participation in crime prevention initiatives • Launch a Social Compact on justice and crime • Review National Crime Prevention Strategy • Support the Panel of experts on Policing and Crowd Management on SAPS review, and ensure the recommendations are implemented
Build a resilient anti-corruption system	<ul style="list-style-type: none"> • Expedite implementation of the National Anti-Corruption Strategy (NACS) • Strengthen oversight and governance mechanisms in the government and private sector • Improve coordination and capacity of the anti-corruption agencies in particular in respect of information sharing • Increase support and protection of whistle-blowers
Address the crisis of serious crimes against women, children and vulnerable groups	<ul style="list-style-type: none"> • Expedite the implementation of the National Strategic Plan on Gender-based Violence and Femicide adopted in 2020, in particular: • Education and capacity building programmes on GBVF • Resource and support civil society organizations working with GBV victims and survivors

4.1.2 Improving the Quality of Life for All

The overall goal of the NDP is to eradicate poverty and reduce inequality by 2030. To achieve this, outlined below are the catalytic actions that the NPC proposes be undertaken over the next nine years. While there has been some progress in several areas in the social sector, progress has been too slow and some of the 2030 targets might not be met. Key challenges have been the inability to prioritise, the poor sequencing of

implementation and limited coordination and collaboration between government departments and civil society. The catalytic actions outlined in Pathway 2, Improving the Quality of Life for All, will contribute to the building of human capabilities.

The key human capabilities identified in the NDP are the social opportunities arising from education, health care, social protection, public transport and basic services amongst others, the elements of the social protection floor. These actions identified below are catalytic in the sense that if they are prioritised they could result in improved social, educational and health outcomes over the medium and long term.

The NDP Review found that while there has been some progress concerning improving the quality of life of South Africans, however, there are areas which should be prioritized. In Pathway 2 the focus is on three main areas, social protection, education and health. In social protection, the emphasis is on consolidating (all) the elements of the social wage, in particular, income support through the basic income grant (BIG), improving access and quality of basic services and increased access to public transport and lastly strengthening the implementation of the early childhood development (ECD) through the National Integrated Early Childhood Development (NIECD) policy.

In education, the focus is on three areas, improving the accountability chain through building leadership and management, expanding digital infrastructure and increasing access and improving the quality of the TVET system. In the health area, the focus is on responding to the Covid-19 pandemic, implementing National Health Insurance and reducing the burden of disease.

Implementing the social protection floor by consolidating the social wage through reliable quality basic services and provision of minimum income support will provide the opportunities that flow from development which will enable individuals to live the lives to which they aspire.

Implement the social protection floor and Basic Income Grant (BIG).

The NDP notes that inclusive social protection must be created, in this vein, the NPC's proposal for the implementation of the basic income grant (BIG) for unemployed adults between the ages of 18-59 years old must be canvassed with social partners. By ensuring that all adults have a minimum income, chronic poverty will be reduced.

The rollout of basic services in the first two decades of democracy was impressive, however, we note that access for vulnerable groups remains limited and there remain issues related to the quality of service provision.

Spatial inequalities remain a feature in South Africa, poor people reside far from job opportunities, and as a result, people at the lower end of the income distribution spend approximately 40% of their income on transport. Increasing the access, quality and subsidies for public transport can have a marked impact on reducing the cost of living for poor people.

The NDP noted that the objectives for improved education, training and innovation are to make early childhood development a top priority among the measures to improve the quality of education and the long-term prospects of future generations. To realise this objective, emphasis must be placed on implementing the National Integrated Early Childhood Development (NIECD) Policy. This policy takes a developmental approach and proposed a comprehensive suite of programmes spanning health, social development and education interventions. It is broader than the current focus which remains on centre-based ECD. Building the base for numeracy and literacy in the early years will lead to improved reading and maths skills which in turn will lead to improved education outcomes. The implementation of the NIECD Policy must be undertaken in partnership with the NGOs and NPO and representative bodies in the sector.

Improve accountability to ensure better education outcomes, expand the reach of digital infrastructure and improve the quality of education

Create an education accountability chain, with lines of responsibility from the state to the classroom.

The NDP notes that the interests of all stakeholders should be aligned to support the common goal of achieving good educational outcomes that are responsive to community needs and economic development. This can be done through building effective leadership at schools and district levels, measured by the percentage of principals suitably qualified and officially appointed by DBE. The appointment processes must be improved to ensure that competent individuals are attracted to become school principals. Candidates should undergo a competency assessment to determine their suitability and identify the areas in which they would need development and support. Through improving the management of schools, and support and oversight at the district level many of the challenges in the school system can be addressed.

The South African post-school system is not well designed to meet the skills development needs of either the youth or the economy. The NDP proposed that the education sector should expand the college system with a focus on improving quality as better quality will build confidence in the college sector and attract more learners. The focus should therefore be on improving the quality of teaching at TVET colleges and aligning it with the needs of the industry.

The capacity of the TVET institutions should be built to become the preferred institutions for vocational education and training. Learners should be able to choose the vocational pathway before completing Grade 12. To ensure relevance to the economy a strong relationship should be built between the college sector and industry. These actions will lead to improved post-school labour market transitions.

Work towards Universal Health Coverage, by advancing the implementation of NHI and addressing the public health challenges which have been exacerbated by the COVID-19 pandemic.

Address the public health challenges exacerbated by the COVID-19 pandemic.

To ensure that the management of the Covid-19 pandemic works well, the partnerships between the public health sector and private sector should be enhanced. The adherence to public health measures must be vigilant and the vaccine rollout must be managed well to ensure success to manage the Covid-19 pandemic. The process of the NHI Bill becoming a law must be expedited.

The Covid-19 pandemic has highlighted the continued health inequalities, furthermore, the disease burden in South Africa has exacerbated the situation. To reduce the disease burden, the focus should be improving the quality of primary healthcare at clinics, in particular, increasing the number of Ideal Clinics' and ensuring that those clinics which have reached Ideal clinic status, maintain their status.

The improved primary health care services should be targeted to the underserved communities in addition, there should be a focus on producing more health professionals.

For these actions to be implemented successfully, resources both financial and human should be allocated. Through the provision of the required human resources, who have the appropriate skills and expertise could contribute to building institutions which enable the realization of a capable developmental state.

The interlinkages between the different pathways are clear, rebuilding the capacity of state institutions will lead to the improved delivery of quality services. This in turn will result in improved health and educational outcomes which will contribute towards building an inclusive economy.

PATHWAY 2	
IMPROVING THE QUALITY OF LIFE FOR ALL	
	Measures to be Implemented
Critical Actions	Implement the social protection floor by consolidating the social wage through reliable quality basic services and provision of minimum income support
	<p>Consolidate all elements of the social wage as part of the social protection floor and integrate them into the MTSF</p> <ul style="list-style-type: none"> • Canvas is a policy decision for implementing pathways towards a basic income grant for unemployed adults between the ages of 18-59 years old. • Improve access and quality of basic services: water, sanitation, waste and energy particularly in former townships and homelands prioritising vulnerable groups (women, children, persons with disabilities) • Increase the proportion of the population using public transport by improving the reach, quality and subsidy • Strengthen the implementation of the National Integrated Early Childhood Development Policy (NIECD)
Critical Actions	Improve accountability to ensure better education outcomes, expand the reach of digital infrastructure and improve the quality of education
	<p>Make basic education an essential service</p> <ul style="list-style-type: none"> • Engage social partners and explore amendments to Labour Relations Act
	<p>Renew NDP focus on accountability in the education sector by building effective leadership and management at the schools and District level</p> <ul style="list-style-type: none"> • Audit qualification and experience of principals and implement capacity-building interventions including for education officials appointed at the District level. • Forge consensus among key stakeholders and trade unions on the appointments, assessments and corruption.
	<p>Improve access to digital infrastructure in schools</p> <ul style="list-style-type: none"> • Ensure the availability of the internet in all schools, provide support services and invest in digitally enabled teaching and learning
	<p>Strengthen the transition of students from low- and middle-income communities from school through PSET and into work</p> <ul style="list-style-type: none"> • Provide information on PSET opportunities for low-and-middle income communities • Address the funding gaps in higher education

PATHWAY 2	
IMPROVING THE QUALITY OF LIFE FOR ALL	
	Measures to be Implemented
	<p>Improve the contribution of the TVET system to the skills base of the economy</p> <ul style="list-style-type: none"> • Improve the quality of teaching and throughput rates at TVET colleges by increasing the professional qualifications of lecturers • Strengthen engagement and relationships between TVETs, HETs and public/private employers
Critical Actions	Work towards Universal Health Coverage by advancing the implementation of NHI and addressing the public health challenges exacerbated by the COVID-19 pandemic
	<p>Management of the COVID-19 pandemic</p> <ul style="list-style-type: none"> • Enhance the partnerships between public health and the private sector; • adhering to public health measures, ensuring successful vaccine rollout management
	<p>Advanced implementation of NHI</p> <ul style="list-style-type: none"> • Expedite the process of the NHI Bill into law
	<p>Reduce the burden of disease and improve the quality of primary healthcare</p> <ul style="list-style-type: none"> • Increase the rate of conversion and construction of Ideal Clinics and maintain those clinics that achieved Ideal Clinic status • Improve management and training of community health workers to improve preventative care in communities • The DoH and DHET should expedite interventions to produce more health professionals • Explore targeted interventions to further reduce maternal mortality and child mortality

4.1.3 Activating Citizen's Participation Towards Nation Building and Social Cohesion

The developmental state that South Africa aspires to be, has to be embedded in society through building constructive relations, collaboration with all sectors of society and a mobilised, active and responsible citizenry. The NDP envisages a society where opportunity is not determined by race or birthright; where citizens accept that they have both rights and responsibilities. The ultimate objective is a united, prosperous, non-racial, non-sexist and democratic South Africa. Transforming and uniting the country reiterates the need to remove the social fault lines between citizens and enhance stable and productive inter-group relations between the diverse sections of society.

The NDP proposes the prioritisation of social cohesion and nation-building in South Africa as a response to two concerns. The first is the need to build a democratic post-apartheid nation-state based on the principles of non-racialism and non-sexism. The second is the growing anxiety with the continued prevalence of divisions along the lines of race, class, gender and ethnicity. The concept of a Rainbow Nation advances nation-building as a policy objective aimed at achieving social cohesion and nation-building.

To redress the past, outlined below are the catalytic actions that the NPC proposes to be undertaken over the next nine years. The critical action is to develop social compacts and active citizenry towards a more equitable society. This involves promoting constitutional values and advancing social cohesion, nation-building for justice and inclusion by implementing programmes that embrace diversity, tolerance and redress, especially on income and wealth gap; supporting sharing of common spaces across race and class; and engaging with social partners towards reducing inequality, poverty and unemployment.

Ensuring social cohesion further encompasses sustained campaigns to eliminate racism, sexism, homophobia, xenophobia and other social ills while also advancing the implementation of the National Action Plan to combat Racism, Racial Discrimination, Xenophobia and Related Intolerance; and promotion of citizen participation in forums such as Integrated Development Plans, Ward Committees, School Governing Boards and Community Policing Forums. A socially cohesive society should work towards the well-being of all its citizens, fights exclusion and marginalisation, creates a sense of belonging, promotes trust and creates equal opportunities for growth and development.

It is also crucial to popularise the NDP through communication and stakeholder consultations, to build legitimacy and build public trust.

PATHWAY 3		
ACTIVATING CITIZEN'S PARTICIPATION TOWARDS NATION-BUILDING AND SOCIAL COHESION		
		Measures to be Implemented
Critical Actions	Develop social compacts and active citizenry towards a more equitable society	
	Promote constitutional values and advance social cohesion and nation-building for justice and inclusion.	<ul style="list-style-type: none"> • Implement programmes that embrace diversity, tolerance and redress, especially on income and wealth gap
	Sustained campaigns to eliminate racism, sexism, homophobia, xenophobia and other social ills	<ul style="list-style-type: none"> • Advance the implementation of the National Action Plan to combat Racism, Racial Discrimination, Xenophobia and Related Intolerance. • Establish an appropriate institutional model with society reach for effective coordination on social cohesion
	Promote diversity through sharing of common spaces across race and class	<ul style="list-style-type: none"> • Build integrated housing, sport and recreation facilities in communities
	Work towards social compacts for growth, employment and equity	<ul style="list-style-type: none"> • Engage with social partners towards reducing poverty, unemployment and inequality
	Rally society behind the National Development Plan (NDP)	<ul style="list-style-type: none"> • Popularise the plan and communicate it through stakeholder consultation campaigns
	Promote citizen participation in forums such as Integrated Development Plans, Ward Committees, School Governing Boards and Community Policing Forums	<ul style="list-style-type: none"> • Conduct dialogues and stakeholder engagements across society. • Support and strengthen the stakeholder relationships with civil rights groups (NGOs, CBOs, FBOs, NHTL etc) in promoting NDP implementation. • Build the skills and confidence of local people to pursue civic activism (IDP processes, election processes, government roles and responsibilities etc) • Raise awareness with citizenry on issues of national importance (Constitution, Racism, Tolerance, Being South African first, etc.)

Critical Actions	Positioning South Africa in the world - Establish strategic relations with key countries globally and within the African continent to promote South Africa's developmental goals and priorities	
	Establish a common view of South Africa's 'national interest' in the international context	<ul style="list-style-type: none"> • Promote a public conversation on South Africa's national interest which includes all stakeholders.
	Leverage South Africa's multilateral and regional agreements to promote South Africa's interests	<ul style="list-style-type: none"> • Maintain active participation and leadership in the UN, and the AU, as well as in groupings such as the G20 and BRICS • Contribute to peacekeeping missions • Strengthen regional integration arrangements including harmonisation of border policies • Establish international partnerships and networks on planning including in respect of sustainable development

4.1.4 Addressing the Spatial, Social and Economic Injustice

The aim of the Spatial Planning and Land Use Management Act (SPLUMA) (2013) is “to provide a framework for spatial planning and land use management in the Republic; to specify the relationship between the spatial planning and the land use management system and other kinds of planning; to provide for the inclusive, developmental, equitable and efficient spatial planning at the different spheres of government; to provide a framework for the monitoring, coordination and review of the spatial planning and land use management system; to provide a framework for policies, principles, norms and standards for spatial development planning and land use management; to address past spatial and regulatory imbalances; to promote greater consistency and uniformity in the application procedures and decision-making by authorities responsible for land use decisions and development applications...”

The main objectives to attain transformed human settlements are to ensure a strong and efficient spatial planning system, well integrated across the spheres of government and to upgrade all informal settlements on suitable, well-located land by 2030. This can be achieved by ensuring that more people live closer to their places of work, with better quality public transport and more jobs in or close to dense, urban townships.

The NDP advocates strong measures to prevent further development of housing in marginal places, increased urban densities to support public transport, incentivising economic activity in and adjacent to townships; and engaging the private sector in the gap housing market.

SPLUMA reinforces and unifies the NDP's vision and policies in respect of using spatial planning mechanisms to eliminate poverty and inequality while creating conditions for inclusive growth by seeking to foster a high-employment economy that delivers on social and spatial cohesion.

The goals of planning reform, as expressed by the government and other stakeholders, are very ambitious. They are to put planning at the centre of the spatial development process, not just as a regulator of land and property uses but as a proactive and strategic coordinator of all policies and actions that influence spatial development; and to do this in the interests of more sustainable development.

Actions to transform human settlements are; developing a strategy for the densification of cities and resource allocation to promote better-located housing and settlements; reliable and affordable public transport; conducting a comprehensive review of the grant and subsidy regime for housing to ensure diversity in product and finance options that would allow for more household choice and greater spatial mix and flexibility. This should include a focused strategy on the housing gap market, involving banks, subsidies and employer housing schemes.

PATHWAY 4	
Addressing The Spatial, Social And Economic Injustice	
	Measures to be Implemented
Critical Actions	Ensure equitable access to social amenities and economic opportunities through improving access to affordable well-located residential units and public transport
Transformation of human settlement and national space economy	<ul style="list-style-type: none"> • Increase settlements density through mixed and low-density housing
	<ul style="list-style-type: none"> • Improve the interface between the transportation network • Improve public transport including strengthening the interface of the transport networks
	<ul style="list-style-type: none"> • Locate jobs where people live through targeted interventions for rural and township economies
Upgrade informal settlements	<ul style="list-style-type: none"> • Provide permanent basic services and security of tenure.
Improve tenure for social and affordable housing	<ul style="list-style-type: none"> • Improve the provision of title deeds
Integrate national development planning through a dedicated and coordinated approach by all spheres of government to break spatial inequities	<ul style="list-style-type: none"> • Institutionalise long and integrated planning
Finalise and implement NSDF ensuring close alignment with NDP provide clear actionable measures	<ul style="list-style-type: none"> • Develop an NSDF Implementation plan

4.1.5 Growing an Inclusive Economy

The South African economy is slowly emerging from the economic slowdown caused by measures taken to reduce the spread of the Covid -19 pandemic. An economy which was in recession before the emergence of the pandemic. To stabilise the economy and help it recover government adopted the Economic Reconstruction and Recovery Plan (ERRP). This short-term plan aims to rebuild investor, consumer and public confidence; kick-start the economy; and continue to provide relief to mitigate the impact of the COVID-19 pandemic.

The Commission proposed measures, which are mirrored in the ERRP, to put the economy on a higher and more inclusive growth path through the implementation of a set of structural reforms that will enable faster, more inclusive growth and employment over the medium to long term. The measures proposed, in conjunction with the ERRP and the roll-out of a Covid-19 vaccination drive to achieve herd immunity, will provide the support for the economy to grow at a rate required to achieve the NDP goals of eliminating poverty and reducing inequality. The critical actions turn their attention to the foundations of economic progress including, infrastructure and investment, human capability, labour markets, dynamism in employment-generating industries, public employment and state capacity

PATHWAY 5	
GROWING AN INCLUSIVE ECONOMY	
	Measures to be Implemented
Critical Actions	Deal decisively with structural constraints in the economy to reduce inequality, raise employment and boost investment.
Promote inclusive growth and transformation to eliminate poverty and reduce inequality.	<ul style="list-style-type: none"> • Implement actions in the ERRP to revive economic growth. These include ensuring energy security, mass employment and industrialisation. • Improve competitiveness • Increase public & private investment inclusive of Foreign Direct Investment (FDI) • Increase the output of SA’s manufacturing sector and local supplier development of new manufacturing capacity.
Support SMMEs especially township & rural enterprises.	<ul style="list-style-type: none"> • Implement township and rural support programmes and local economic development initiatives. • Reduce regulatory burden and increase financial support for small business development.
Increase access to markets	<ul style="list-style-type: none"> • Expand regional, continental and global trade. • Implement the Africa Continental Free Trade Area (AfCFTA) and other international trade agreements

PATHWAY 5		
GROWING AN INCLUSIVE ECONOMY		
		Measures to be Implemented
	Increase tourism in South Africa	<ul style="list-style-type: none"> • implement the tourism strategy. • Increase the number of tourists in South Africa. • Increase tourist expenditure in South Africa.
	Accelerate land reform	<ul style="list-style-type: none"> • Implement a land reform process with clear property rights • Implement effective farmer support programmes.
	Accelerate skills development programmes so that supply exceeds demand and expand mass public employment	<ul style="list-style-type: none"> • Support SETA's and TVET colleges • Reduce drop-out rates • Accelerate the implementation of the Presidential Employment Stimulus programme including EPWP
	Expand and strengthen infrastructure delivery	<ul style="list-style-type: none"> • Finalise and implement a National infrastructure plan • Accelerate the transition from road to rail
	Increase access to energy	<ul style="list-style-type: none"> • Ensure energy security. • Increase overall electricity generation capacity.
	Improve Efficiency of SOEs	<ul style="list-style-type: none"> • Improve the operational and financial sustainability of Eskom. • Improve SOEs governance • and implement required SOE reforms.
	Increase access to water	<ul style="list-style-type: none"> • Ensure water security. • Implement integrated water systems.
	Improve access to ICT	<ul style="list-style-type: none"> • Implement spectrum licensing. • Migrate and release high-demand spectrum
Critical Actions	Interventions to ensure environmental sustainability & resilience to future shocks	
	Reduce total greenhouse emissions per year	<ul style="list-style-type: none"> • Implement various climate change commitments • increase climate change resilience • Build consensus on a common vision for a Just Transition low carbon, climate resilient economy and society by 2050.

4.2 Implementation Principles

The NPC recommends the following guiding principles for implementation, which are also required for effectively involving stakeholders throughout the process of implementing the NDP, monitoring progress and outcomes, evaluating impact and change as well as reporting and accountability mechanisms. These include:

- Partnership, Co-ownership and Collaboration
- Prioritization and Focus
- Monitoring and Measurement
- Leadership and Accountability

4.3 Supporting Conditions and Pre-requisites

The successful implementation of the framework is dependent on the availability of resources, recognising the prevailing constrained fiscal space, which requires the government to make trade-offs and prioritise. The implementation framework is anchored on the following factors for success:

- Resources (Human and Financial)
- Cooperative governance and stakeholder participation systems

4.3.1 Resources for implementation

This framework together with Budget Prioritisation Framework (BPF) provides a bridge between planning priorities and financing/budgeting. Some of the critical actions will require a longer time horizon to achieve subject to the availability of resources.

An area that has always required attention is the alignment of the budget and resource allocations to actions in the plan. This requires reforms, to derive spending efficiencies in face of limited resources, and address wastage within the system. Key to effective priority setting is to match priorities with available resources, taking into account the global environment, economic performance, other government commitments and statutory obligations.

Priority-setting mechanisms within departments need to be strengthened, to address duplication and continuation of nonperforming programmes, which results in the budget being spread thinly across many programmes with limited impact.

4.3.2 Cooperative Governance and Stakeholder Participation Systems

Achieving the goals and targets set out by the NDP requires the concerted efforts of all stakeholders and not the government alone. Thus, the participation and commitment from the private sector, organised labour, civil society, and other partners in society are of critical importance. The ability of all the stakeholders to work in coherence will determine success in tackling the country's most pressing development challenges.

5. Institutional Arrangements

Whole-of-Government Approach

Implementation of the NDP should primarily rely on the government's existing institutional mechanisms and systems, which must be managed to deliberately foster policy, planning and implementation coherence, coordination and integration, including incorporating a whole-of-society approach. The Presidency has the leadership role in this regard, supported by the Department of Planning, Monitoring and Evaluation and the National Planning Commission, with the oversight of the Cabinet, the Presidential Coordinating Council, and Parliament.

This imperative should guide initiatives currently underway to strengthen coherence, coordination and integration, such as the District Development Model (DDM) and the proposed Integrated Planning Framework legislation.

Planning at the national and provincial levels shall entail the determination of national and provincial priorities, considering local government and sector plans in the production of the national development plans. This will include consultations at the macro and sector levels.

Departments and agencies will carry out their planning, with guidance and coordination by DPME and the NPC.

Planning at the Local Government Level is provided for under sections 37 and 38 of the Systems Act, 1997, in which local government is the basic level of planning in a decentralized system. The Act also requires the municipalities to prepare comprehensive and integrated development plans (IDPs) incorporating plans for Local Governments. Further, the Lower Level Local Governments are required to prepare plans incorporating plans of ward councils in their respective areas of jurisdiction. All these plans shall be coordinated and collated at district levels as envisaged in the DDM model.

The Department of Cooperative Governance and Traditional Affairs (COGTA) coordinates and integrates all sector plans of lower-level local governments for presentation to the district council. Aggregated plans shall form part of Provincial plans. COGTA also coordinates the implementation of the Integrated Urban Development Framework, as well as the Intergovernmental Relations (IGR) framework Act. These frameworks will strengthen integrated planning at provincial and local government in line with the whole-of-government and whole-of-society approach in implementing the NDP.

The current planning system has reified municipal and provincial boundaries making it almost impossible to undertake cross-border planning or secure collaboration between one province and another, or between municipalities. This has seriously bedevilled development planning as many developmental issues (e.g. environment, transportation, economy) straddle political boundaries.

Spatial planning is dispersed across six national ministries and is subject to parallel and sometimes conflicting legislation. The legislation that regulates land-use management is largely unreformed and dates back to apartheid. Without a guiding framework for national spatial development, ministries and state agencies sometimes operate at cross-purposes. For example, policies on the use of surplus state-owned land are inconsistent.

Given that the capability of the state is a key enabler of effective planning, governance and implementation, the implementation of the NSDF (1) is intrinsically tied to the government's institutional, organisational and individual capabilities, and (2) rests on two interrelated components:

- The use and application of the NSDF to guide action and spatial investment; and

The building of 'national spatial planning and transformation capability to undertake, manage and develop the benefits of spatial planning at an institutional, organisational and individual level within government and more broadly, across society.

Social Partners and Civil Society Stakeholders

The NDP is conceived through a democratic constitutional lens, in which planning processes shall be participatory, comprehensive and inclusive of top-down and bottom-up approaches, and thus allow for a national strategic vision and direction to be set, and integrating local development and sector concerns into national policies and programmes.

However, the existence of a national strategy that has been collaboratively developed does not in and of itself lead to the achievement of intended outcomes. Success will be dependent upon the ability of stakeholders across sectors and levels to implement and refine the national strategy and assess progress over time. For the NDP to be fully operational requires time and the involvement of all stakeholders, as well as collaboration and support.

During the NPC's consultations on the NDP Review, stakeholders clamoured for involvement, pledged readiness to work together in finding solutions, and asked for support to continue the conversations initiated with their constituencies about addressing the country's major challenges.

All stakeholders need to develop realistic expectations about the pace and nature of implementation to improve outcomes. Indeed, real improvements take longer than an election cycle. Changing policies and giving effect to solutions and innovations needs time, for them to impact what is happening on the ground; and still, it takes time to collect evidence that outcomes have improved.

The NPC is of the view that implementation cannot be the responsibility of government and civil servants alone. Investment in change management in the public and private sectors is required, as well as devoting time and energy to developing new capacities and supporting systems. Academia and research entities are key non-government stakeholders required, as there are no simple action plans for improving complex systems of governance, and the professional expertise of technocrats is critical to getting it right. But more than that, the active and genuine involvement of communities is as crucial as technocratic skills.

The country must continue on its learning journey of working with broader society for effective and coordinated implementation, in particular through a program approach that brings together all required stakeholders around a challenge, and identifies the capacity building and infrastructure needed to support the implementation process.

Towards a National Sustainable Development Coordination Mechanism

The government has taken an initiative to establish a multi-disciplinary and multi-stakeholder coordinating mechanism that brings non-government stakeholders into national dialogues on sustainable development. The mechanism was prompted by South Africa's reporting requirements in respect of the United Nations Sustainable Development Goals 2030 and African Union's Agenda 2063 and is overseen by an Inter-Ministerial Committee that the Minister in the Presidency convenes, in terms of a Cabinet decision of 2018. The evolving coordinating mechanism adheres to the principle of leveraging existing political and administrative coordinating structures in government and the country and is explicitly and deliberately inclusive of non-state stakeholders.

This process has the potential to institutionalise macro-level consultations around the country's national development priorities and can be inscribed into the proposed Integrated Planning Framework Bill, expected to be finalised in 2022, to further guide and regulate national and decentralised development planning in the country.

6. Monitoring and Accountability

An effective system of monitoring and evaluation is critical at every level of project/programme implementation and evidence-based decision-making during the implementation of the NDP towards 2030. The existing government machinery needs a coherent result-based monitoring and evaluation system. This has been one of the major reasons for the failure of measurement of some government projects and programmes.

Timely intervention during implementation is required, to minimize the risk of loss of public resources associated with non-performing government programmes and lack of timely monitoring information.

The Medium-Term Strategic Framework (MTSF) serves as the government's five-year implementation plan for the NDP, which together with annual Programmes of Action and a mandatory periodic reporting system contribute to the measurement of implementation and to enhancing accountability.

The NPC should build on this, and through a consultative process extend monitoring based on a whole-of-society framework with agreed relevant indicators of improvements in quality of life outcomes for citizens and communities. This will draw from the systems established by DPME's monitoring and evaluation functions, and integrate existing M&E tools across all spheres, to produce periodic reports to be submitted through the Minister responsible for the NPC to the President and Cabinet, and be released to the public.

7. Operationalising the NDP Implementation Framework – Stakeholder Engagements and Communication

The NPC intends this NDP Implementation Framework to stimulate debate and dialogue on how the implementation of the plan can be improved, and that it is introduced through the Minister in the Presidency responsible for the Commission and DPME into the government planning and implementation processes (which assign relevant delivery responsibilities and timelines), as well as introduced to key stakeholders outside government through a programme of engagements over the next six months.

This will be a follow-up to the stakeholder engagements and dialogues the NPC undertook during 2020 on the NDP Review and the priorities the country should focus on over the coming years to 2030. This will continue to be accompanied by a communication campaign undertaken in partnership with DPME, GCIS, GTAC and others.

An appropriate schedule of activities will be formulated for this purpose, considering that a new Commission will soon be appointed.