

Integrated Development Planning Framework



Fezile Dabi District Municipality
(Review for 2020/2021)

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ABBREVIATIONS, ACRONYMS AND DEFINITIONS

ABBREVIATIONS AND ACRONYMS

CDW	Community Development Worker
FDDM	Fezile Dabi District Municipality
PGDS	Provincial Growth and Development Strategy
IDP	Integrated Development Plan
MTSF	Medium Term Strategic Framework
NDP	National Development Plan
PGDS	Provincial Growth and Development Strategy
PMS	Performance Management System
SADC	Southern Africa Development Countries
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework

DEFINITIONS

The Constitution	Constitution of the Republic of South Africa Act 108 of 1996
Municipal Systems Act, 2000	Local Government: Municipal Systems Act No 32 of 2000
Municipal Structural Act, 1998	Local Government: Municipal Structures Act No 117 of 1998
Municipal Finance Management Act, 2003	Local Government: Municipal Finance Management Act No 56 of 2003
Intergovernmental Relations Framework Act, 2005	Intergovernmental Relations Framework Act No 13 of 2005

1. PURPOSE

The purpose of this framework is to document an Integrated Development Planning Framework in terms of the Municipal Structure Act 117 of 1998 and the Municipality Systems Act 32 of 2000.

2. SCOPE

This framework is applicable to Integrated Development Planning and specifically for Fezile Dabi District Municipality and the Local Municipalities in the district, namely, Ngwathe, Metsimaholo, Mafube and Moqhaka.

3. INTRODUCTION

A Framework is a basic conceptual structure to allow a homogenous and disciplined handling of an organizational objective, with pre-defined common deliverables. A framework may further be defined as a well defined tactic that, master the complex environment of an organization with simplicity. The Integrated Development Planning Framework (herein referred to as the Framework) is a guideline to acceptable practice municipal integrated planning for Fezile Dabi District Municipality. The Framework sets out a sustainable, consistent and cooperative approach towards municipal planning for Fezile Dabi District Municipality and the four local Municipalities (Ngwathe, Metsimaholo, Mafube and Moqhaka) within the district. The Framework is a joint initiative of Fezile Dabi District Municipality and the local municipalities within the district.

3.1 What is Municipal Integrated Development Planning

Municipal integrated Development Planning is a process of identifying current and future developmental needs at a local level in order to inform decision makers on a way to manage available resources to best address these needs. This is to be carried out in a way that not only meets the local needs but should be aligned to the broader provincial and national objectives. According to section 24, subsection 1 of the Municipal Systems Act, No. 32 of 2000:

“The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution.”

Subsection 2 further states that:

“Municipalities must participate in national and provincial development programmes as required in section 153 (b) of the Constitution.”

The Integrated Development Planning (IDP) is a strategic management plan that brings together the various economic, environmental, infrastructural and spatial plans into a structured form in order to achieve a sustainable, developmental outcome. In essence an IDP is a super plan designed to integrate all the local development needs in a cohesive developmental framework that co-ordinates the work of the local and other spheres of government for a sustainable economic and social outcome.

According to Chapter 2 of the Planning and Performance Management Regulation of 2001, The IDP is however not a static document and should remain dynamic throughout the planning horizon. Section 34 of the Municipal Systems Act No. 32 of 2000 states: A municipal council—

- a. Must review its integrated development plan—
 - i. Annually in accordance with an assessment of its performance measurements in terms of section 41; and
 - ii. To the extent that changing circumstances so demand; and
- b. May amend its integrated development plan in accordance with a prescribed process.

An IDP should therefore continuously be subjected to constant monitoring, review and re-alignment.

3.2 Foundations of Integrated Development Planning Framework

The IDP Framework is framed on three key pillars namely Sustainability, Integration and Partnerships.

Sustainability – Sustainability means thinking beyond the specific sector plans and indeed beyond narrow local short term needs and focusing on enhancing the current and long term (future) generation economic, social and environmental needs. This requirement for sustainability is placed on the municipality through section 26 of the Municipal Systems Act No. 32 of 2000 that states that the *integrated development plan must reflect the municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs*. A move towards sustainability therefore seeks to reach the best encompassing outcome within the prevailing context.

Integration – This principle clearly defines this need for integration by stating that *"In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or that link the main growth centres. Infrastructure investment should primarily support localities that will become major growth nodes in South Africa and the SADC region to create regional gateways to the global economy"*. Integration is about corporative competition. While within the same municipalities competing needs have to be accommodated with limited resources, different local municipalities making up Fezile Dabi District Municipality also have competing needs. However each one of these families of the District Municipality have their unique economic potential, social challenges and unique environments and strong relationships do exist between these uniqueness of each local municipality. Integration is therefore needed across different sectors, localities, levels of planning and decision making. Strong relationships may for example exist between planning for extraction industry in one local municipality, farming in another municipality and eco-tourism in the third municipality. Integration requires planning to consider all these planning choices in totality rather than in isolation. Integration requires one to look at the sum of these individual parts while not neglecting the specific output of the individual. Indeed the Municipal Systems Act No. 32 of 2000 states that:

- 1) The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution.
- 2) Municipalities must participate in national and provincial development programs as required in section 153 (b) of the Constitution

Partnerships – The need for co-operative government is indeed placed on all spheres of government by not only the Constitution but by all key policy directives. For the municipality in particular the Municipal Systems Act No. 32 of 2000

states that

1. Municipalities must exercise their executive and legislative authority within the constitutional system of co-operative government envisaged in section 41 of the Constitution.
2. For the purpose of effective co-operative government, organized local government must seek to:
 - i. Develop common approaches for local government as a distinct sphere of government;
 - ii. Enhance co-operation, mutual assistance and sharing of resources among municipalities;
 - iii. Find solutions for problems relating to local government generally; and
 - iv. Facilitate compliance with the principles of co-operative government and inter-governmental relations.

Indeed the Municipal Services Act requires of the municipality not only to engage government stakeholders in compiling their integrated development plans, but also local communities. The Constitution, Municipal Structures Act. No. 117 of 1998 and the Municipal Systems Act No. 32 of 2000 not only requires of the municipality to consult but to be responsive to the needs of the community. Partnership is not only key to effective planning but assist the planer to gain a better understanding of the needs, expectations, and priorities and constrains in meeting this needs. In addition to breaking territorial silos, this promotes informed and accountable engagement and decision making.

4. THE INTEGRATED DEVELOPMENT PLANNING FRAMEWORK

According to section 27 of the Municipal Systems Act No. 32 of 2000:

- (1) Each district municipality (such as Fezile Dabi), within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.
- (2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least:
 - a. Identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;
 - b. Identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;
 - c. Specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and
 - d. Determine procedures:
 - i. For consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and
 - ii. To effect essential amendments to the framework.

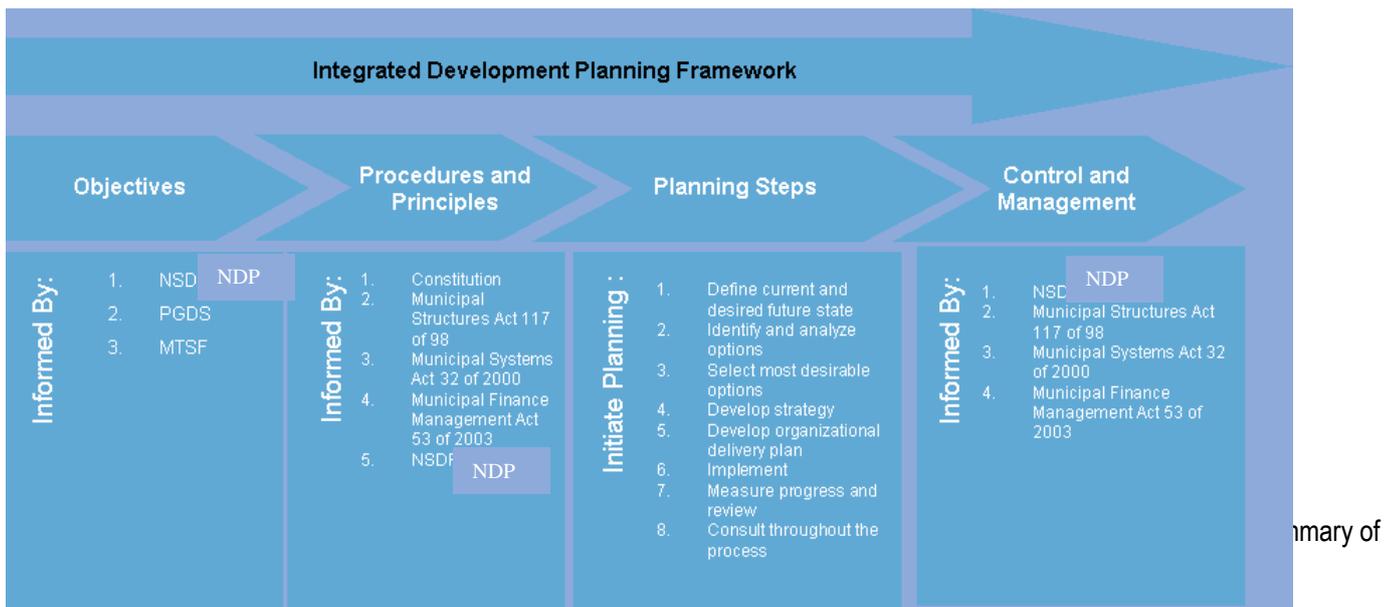
This is supported by section 84 (1a) of the Municipal Structures Act. No. 117 of 1998 which states that one of the key functions and powers of a district municipality as integrated development planning for the district municipality as a whole

including a framework for integrated development plans for the local municipalities within the area of the district municipality, taking into account the integrated development plans of those local municipalities. **While the two acts places the responsibility of developing an the integrated development planning framework on the district municipality, the acts expressly requires of such process to be inclusive through consultation and buy in from the local municipalities within that district.**

The IDP framework therefore facilitates consistency and acceptable practice IDP planning by setting out the:

- **Objectives** of the planning process by providing a consistent framework to focus planning on achieving outcomes as envisaged by the three spheres of the government.
- **Procedures and principles** that provide guidance on how to achieve the desired outcome.
- **Planning Steps** that offer a process to follow when undertaking integrated development planning.
- **Control and Management** of the framework that provide guidance on how to keep alive the framework throughout its lifespan through active measurement and control.

The IDP Framework for the district which is informed by certain responsibilities entrusted to district and local municipalities in terms of legislation. The summary of the Planning Framework is presented in Figure 1 below.



4.1 Objectives

The Fezile Dabi District Municipality's IDP Framework model should stem from the district vision that is informed by the NDP, MTSF and the PGDS. Thus, the objectives of the Fezile Dabi District Municipality Integrated Development Framework include among other the following:

- To serve as guiding model for integrated development planning by the FDDM and local municipalities.
- To involve and integrate all relevant role-players.
- To ensure that all the local authorities in the district fulfil the responsibilities entrusted to them by legislation in the form of powers & functions.
- To bring about cooperative governance in regional context and to align and coordinate development planning at local government level.
- To guide the modus operandi of local government, in particular with regard to aspects of integrated development planning.
- To ensure that the needs of communities and interest groups are identified, acknowledged and addressed.
- To ensure and coordinate the effective use of resources (financial, human & natural).
- To keep up to date with legislation.
- To ensure that the above-mentioned approved policy and strategies are taken into consideration in future development planning in the Fezile Dabi District.

4.2 Procedures and Principles

Municipal Integrated Development Planning is informed by a number of international, national, provincial and local developmental objectives. These objectives, discussed briefly below, especially at the higher spheres of government, require of an integrated plan to harness and direct the local actions towards meeting high level broad developmental targets identified by these documents. **This is due to the fact that local municipality, by virtue of their proximity among the spheres of government, is where impact and measurement of such developmental objectives can be experienced. A local municipality therefore, being at the coal face of development impact, becomes the most important conduit of transmission of developmental objectives as well as the most reliable feedback loop to inform current and future developmental planning.**

Government however is made up of several sector specific departments whose responsibilities range from housing, water and sanitation, security, electricity and economic development. All these sectors, while deriving their development plans from the same national and provincial developmental objectives, are tasked with the delivery of sector specific objectives necessary to meet the government's development objectives. These sector specific targets are cascaded down to the municipality level where their implementation takes place. **However, these plans are derived under conditions of limited resources and this requires cooperative implementation across the sectors in order to derive maximum benefit from such plans.** A housing sector plan for example impacts on the local economic development through the selection of the location with the proximity to places of employment defining the access to local industry and employment

opportunities, this in turn impacts on land use and transporting infrastructure planning, power supply, waste and sanitation, health and environmental impact. This example in turn addresses a number of national and provincial developmental objectives such as those identified in the MTSF and PGDS the connectivity to some of which without vertical and horizontal integration, partnerships and cooperation of the different sector specific disciplines may be lost. In addition to that these sector specific developmental actions may straddle a number of neighbouring municipalities' necessitated cooperative interaction in implementation across municipalities. Integrated planning is the glue that binds these co-operations, integrations and partnerships to provide a helicopter view necessary to bring cohesion to the sector plans bringing a joint focus to the different plans. This is required to focus the different plans towards a shared vision that is directed towards achieving the same developmental objectives, while addressing specific local needs. In addition through monitoring and measurement, this provides a feedback loop to the national and provincial plans providing reliable information for future planning.

4.2.1 Sustainable Development Goals (SDGs)

The new post-2015 developmental agenda builds on the MDGs, eight-poverty targets that the world committed to achieving by 2015. Enormous progress has been made on the MDGs, showing the value of a unifying agenda underpinned by goals and targets. However despite this success, the indignity of poverty has not been ended for all.

Members of the United Nations were in a process of defining Sustainable Developmental Goals (SDGs) as part of a new agenda to finish the job of the MDGs, and leave no one behind. This agenda was adopted by Member States at the SDG summit in September 2015.

In order to translate SDGs and related quantitative targets into concrete policies and actions, progress must be regularly tracked through appropriate monitoring, reporting and verification systems (MVR), with indicators at the core.

4.2.3 National Development Plan

National Development Plan (NDP) is an economic policy framework that "aims to eliminate poverty and reduce inequality by 2030" and it asserts that "South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities and enhancing the capacity of the state.

It can be said that the Plan offers a long-term perspective. It defines a desired destination and identifies the role different sectors of society need to play in reaching that goal.

As a long term strategic plan, it serves four broad objectives:

- i) Providing overarching for what we want to achieve by 2030
- ii) Building Consensus on the key obstacles to us achieving these goals and what needs to be done to overcome those obstacles
- iii) Providing a shared long-term strategic framework which more detailed planning can take place in order to advance the long-term goals set out in the NDP.
- iv) Creating a basis for making choices about how best to use limited resources.

The Plan aims to ensure that all South Africans attain a decent standard of living through the elimination of poverty and reduction of inequality. The core elements of a decent standard of living identified in the Plan are:

- Housing, water, electricity & sanitation
- Safe & reliable public transport
- Quality education & skills development
- Safety & security
- Quality health care
- Social Protection
- Employment
- Recreation & leisure
- Clean environment
- Adequate nutrition

The Plan highlights the need to strengthen the ability of local government to fulfil its developmental role.

Municipal Integrated development Plans (IDPs) need to be used more strategically to focus attention on critical priorities in the NDP that relate to the mandate of local government such as spatial planning, infrastructure and basic services.

4.2.4 Medium Term Strategic Framework (MTSF)

The Medium Term Strategic Framework (MTSF) may be viewed as strategic goals giving life to the aims of the NDP, while working towards the achievement of the SDG's. The MTSF is a national government document providing clear unambiguous goals and objectives towards which the different spheres and agencies of government should work towards in a medium term. While the NDP offers the principles to guide the planning process towards greater alignment, the MTSF moves further by explicitly identifying specific goals. This provides a clearer picture for the lower spheres of government while planning by providing key focus areas towards which development planning should be focused in order to achieve the long term development principles.

4.2.5 Provincial Growth and Development Strategy (PGDS)

While the NDP and MTSF paints the national spatial picture in addition to providing the principles and approach to focus the planning process and strategic focus in the medium term, **the Provincial Growth and Development Strategy (PGDS) is a framework to drive implementation within the province.** The PGDS is an indication of the various developments potential in the province broken down to a district level, the province's proposed economic growth trajectory and an indication of the sectors as well as areas of comparative advantage in which the province plans to invest.

Prepared within the ambit of cooperative government the PGDS, in as much the same way as the IDP, provides an arena for intergovernmental debate regarding the implications of other strategies and plans in government. It also enables the three spheres to not only be involved in the preparation of the PGDS, but also to align infrastructure investment and development spending decisions, such as those captured in the IDP and sector plans, to link these to budgets, and to collectively play a part in their implementation.

Provinces play an important of further grounding the national strategies and within the realities and specificities by guiding local government in the development and implementation of IDP and programmes for sustainable development within the local context. The PGDS is based on a long-term view of a province's development trajectory. While not a provincial plan, the PGDS is a strategic statement for the provinces providing specific focus to the different departments, sectors and local spheres of government within the province. Through alignment with the MTSF and employing the NDP aims and approach the PGDS provides alignment for the different spheres, sectors and agencies of government operating within the province towards the attainment of the national developmental goals. To that effect while not providing the approach towards planning as documented in the NDP, the PDSG is the document a municipality should look into when defining the goals to which implemented strategies through the IDP, should be focused. That is, the IDP strategies should show alignment to the greater PGSD goals in order to ensure an achievement of national development goals.

5. Legal and Statutory Requirements

The need for Integrated Development Planning is a legislative requirement outlined in a number of legislative and policy documents, with some providing direct guidance and directions on the framework processes to be adopted in the development and implementation of the IDP. The subsections below list some of these legislations and policies that have direct implication on what the IDP is about.

Constitution of the Republic of South Africa, Act 108 of 1996: The Constitution mandates the local sphere of government to:

- Participate in corporative governance as outlined in chapter 3;
- Strives to achieve the objects of local government set out in section 152;
- Gives effect to its developmental duties as required by section 153; and
- Together with other organs of state contribute to the progressive realization of fundamental rights contained in sections 24 to 32.

Municipal Systems Act No. 32 of 2000: The Municipal Systems Act is the key legislation that provides a clear outline of the functions and responsibilities of the local sphere of government. Chapter 5 of the act explicitly provides the mechanisms and direction on Integrated Development Planning.

Municipal Structure Act No. 117 of 1998: Municipal Structure Act outlines the organization, responsibilities, purpose and objectives of the local sphere of government. The act further outlines the relationships between the municipalities at a local and district level.

Municipal Finance Management Act, Act No. 56 of 2003 (MFMA): The MFMA outlines the management and allocation of municipal resources and makes special emphasis on alignment of the IDP and the Budget. Chapter 5 outlines the need for cooperative government and need for alignment as required by the IDP processes.

Municipal Planning and Performance Management Regulations, 2001: The Municipal Planning and Performance Management Regulations set out in detail the requirements for Integrated Development Plans and Performance Management System.

Disaster Management Act 57 of 2002 : The Disaster Management Act, in which the main features of disaster management are described as preventing or reducing disasters, mitigation, preparedness, response, recovery and rehabilitation. The Disaster Management Act, 2002, provides for the declaration of disasters through national, provincial and local level government.

Intergovernmental Relations Framework Act 13 of 2005: The intergovernmental Relations Framework Act provides a framework for intergovernmental relations, key to the promotion of cooperative government outlines in the Constitution.

6. Mechanisms and Procedures for Alignment

Section 23 of the Municipal Systems Act states that:

- (1) A municipality must undertake developmentally-oriented planning so as to ensure that it:
 - a. Strives to achieve the objects of local government set out in section 152 of the Constitution;
 - b. Gives effect to its developmental duties as required by section 153 of the Constitution; and
 - c. Together with other organs of state contribute to the progressive realization of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution.
- (2) Subsection (1) must be read with Chapter I of the Development Facilitation Act, 1995

Section 24 states that:

- (1) The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution.
- (2) Municipalities must participate in national and provincial development programmes as required in section 153 (b) of the Constitution.
- (3) If municipalities are required to comply with planning requirements in terms of national or provincial legislation, the responsible organs of state must:
 - a. Align the implementation of that legislation with the provisions of this
 - b. Chapter; and
 - c. In such implementation:

- i. Consult with the affected municipality; and
 - ii. Take reasonable steps to assist the municipality to meet the time limit mentioned in section 25 and the other requirements of this Chapter applicable to its integrated development plan.
- (4) An organ of state initiating national or provincial legislation requiring municipalities to comply with planning requirements, must consult with organised local government before the legislation is introduced in Parliament or a provincial legislature, or, in the case of subordinate legislation, before that legislation is enacted.

Section 25 states that:

- (1) Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which:
 - a. Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
 - b. Aligns the resources and capacity of the municipality with the implementation of the plan;
 - c. Forms the policy framework and general basis on which annual budgets must be based;
 - d. Complies with the provisions of this Chapter; and
 - e. Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

Alignment across different sectors, levels of planning and decision makers is essential for successful integrated planning. Alignment of planning by the different spheres (municipal, provincial and national), agencies and departments of government remains a pivotal task that all the Local and District municipalities should strive for. This is aimed at harnessing capacity and resources towards a shared goal, avoiding the different spheres, agencies and sector departments from acting in an unfocussed and uncoordinated way that may lead to wastage and duplication of effort.

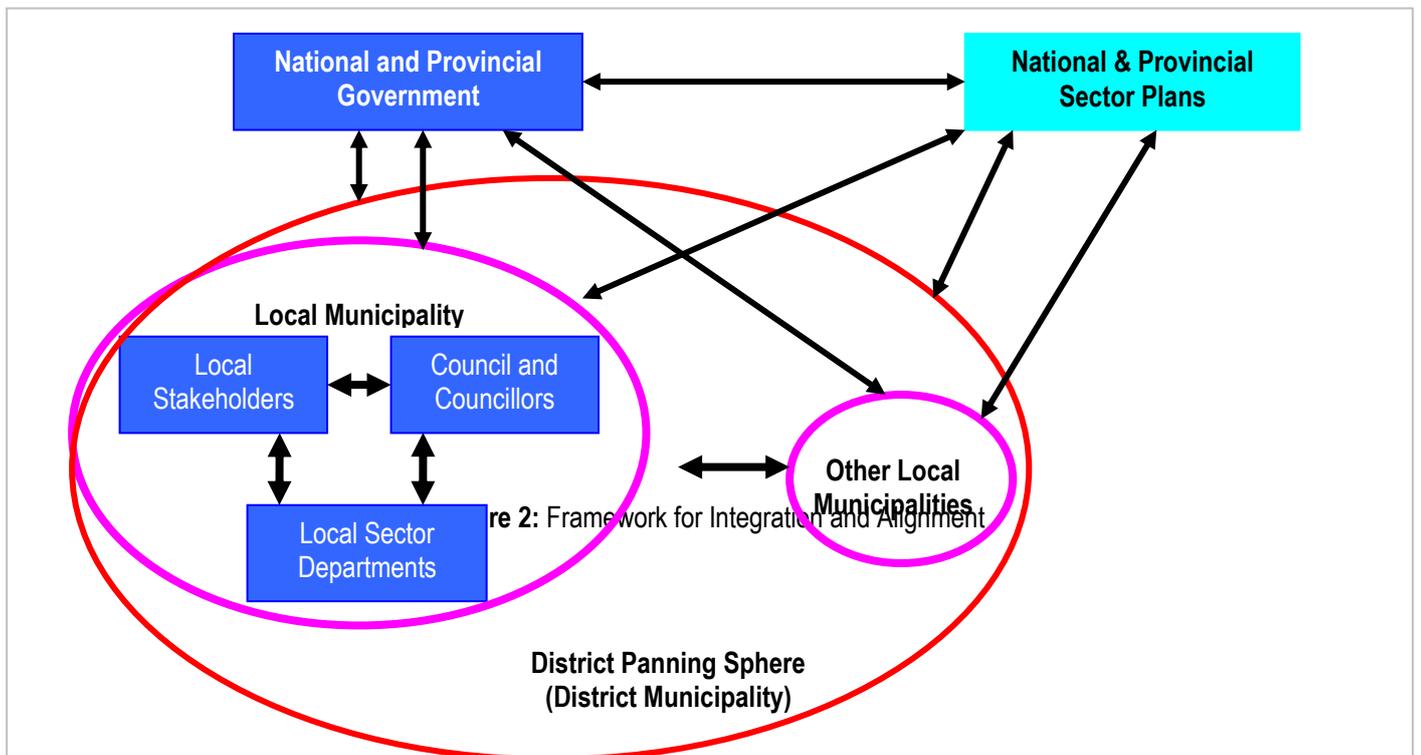
Alignment in municipal planning takes place at two levels namely horizontally and vertically. Vertical alignment means being cognoscente of the planning from the different levels of planning into account in a top down and bottom up approach, with the higher order of planning influencing the focus of localized planning in order to achieve shared goals and objectives. In the same way that the higher order influences the local planning, the local area with its unique needs and spatial characteristics need to inform and influence the higher order planning as envisaged by the NSDP 2006.

Horizontal alignment on the other hand requires of the local municipality planning to be aligned with planning by other spheres of government at the same level of planning in order to make sure that decisions made in one sector complement and not compromise decisions and interests in another planning sphere or sector. Alignment means considering choices as a total package that contributes towards a shared goal.

For FDDM this will include district alignment workshops to be held with provincial government, local municipalities, sector departments and service providers to align their planning. This will be supplemented by engagement through specific project planning. This will also include engagement with stakeholders such as sector departments during integrated planning where the specific sector plans, projects and programmes will be discussed and interrogated for alignment to local and district vision. In addition to the district alignment workshops, the IDP Representatives Forum should provide an opportunity for FDDM to consult with broader stakeholders such as the community members.

In essence alignment for FDDM will take place:

- Between the local municipalities and the district municipality to ensure that planning processes and issues are coordinated and addressed jointly towards addressing district goals;
- Between the local municipalities in line with the spirit of cooperative government;
- Between the sector departments planners and the IDP managers within and across the local municipalities, the district municipalities to focus different planning activities are aligned towards a shared vision and goals;
- Between the district and local municipalities and the national and provincial sector departments, particularly in terms of budget alignment; and
- Between the local municipalities and the local stakeholders specifically community members. This is critical to ensuring that the local needs are taken into account when planning takes place. Most importantly this will provide an opportunity to align expectations with available capacity and resources. Figure 2 shows the framework for alignment between the different municipal, provincial and local functions



6.1 PARTIES TO DISTRICT ALIGNMENT

While the Municipal Structures Act and the Municipalities Systems Act envisage the district municipality to take a leading role in ensuring alignment between the local municipalities, the Act also identifies a number of parties required to ensure integration when planning. **Integrated planning then becomes a responsibility of every sphere, organ and agency of the government responsible for delivering services necessary to reach the shared national goal.**

The District Intergovernmental Forum: The Intergovernmental Relations Framework Act requires as a start for the establishment of a district intergovernmental forum to promote and facilitate intergovernmental relations between the district municipality and the local municipalities in the district. Section 26 outlines the role of a district intergovernmental

forum as being to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, including:

- a. Draft national and provincial policy and legislation relating to matters affecting local government interests in the district;
- b. the implementation of national and provincial policy and legislation with respect to such matters in the district;
- c. Matters arising in the Premier's intergovernmental forum affecting the district;
- d. Mutual support in terms of section 88 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998);
- e. The provision of services in the district;
- f. Coherent planning and development in the district;
- g. The co-ordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities in the district; and
- h. Any other matters of strategic importance which affect the interests of the municipalities in the district

Subsection 1 of section 25 of the Intergovernmental Relations Framework Act stipulates the composition of the district intergovernmental forum as one made up of:

- a. The mayor of the district municipality;
- b. The mayors of the local municipalities in the district or, if a local municipality does not have a mayor, a councillor designated by the municipality; and
- c. The administrator of any of those municipalities if the municipality is subject to an intervention in terms of section 139 of the Constitution.

Municipal Council mayor of the district municipality or, if that municipality is subject to an intervention, the administrator of the municipality is the chairperson of the forum.

Subsection 3 further states that the chairperson of the forum may invite any person not mentioned in subsection (1) to a meeting of the forum.

It is clear from the discussion above that municipal council and the mayors of the municipalities as owners of integrated planning are ultimately responsible for ensuring alignment of plans within the district. **This is, key to development of the IDP for a municipality in that buy in and ownership should reside at the highest level of the municipality to drive focus and harness resources towards a shared goal.**

The Intergovernmental Framework Relations Act in section 27 further states that:

1. The chairperson of the district intergovernmental forum:
 - a. Convenes the meetings of the forum; and
 - b. Determines the agenda for a meeting of the forum.
2. Suggestions for inclusion in the agenda for a meeting may be submitted by local municipalities in the district to the chairperson.
3. A majority of the local municipalities in a district may request the chairperson in writing:

- a. To convene a meeting of the district intergovernmental forum at a time and place set out in the request; or
 - b. To include in the agenda for a meeting any specific matter for discussion.
4. The chairperson of the district intergovernmental forum presides at meetings of the forum, but if that chairperson is absent from a meeting, the members present must elect another member to preside at the meeting.
 5. The forum must meet at least once per year with service providers and other role players concerned with development in the district to co-ordinate effective provision of services and planning in the district.
 6. The district municipality is responsible for providing administrative and other support services to the forum.

Inter-municipality Forums: In addition to the district inter-governmental Forum the Intergovernmental Relations Framework Act provides for the establishment of inter-municipality forums. Section 28 of the Act states that

1. Two or more municipalities may establish an inter-municipality forum to promote and facilitate intergovernmental relations between them.
2. The composition, role and functioning of an inter-municipality forum established in terms of subsection (1) must be determined by agreement between the participating municipalities.

The role of such an inter-municipality forums according to section 29 is to serve as a consultative forum for the participating municipalities to discuss and consult each other on matters of mutual interest, including:

- a. Information sharing, best practice and capacity building;
- b. Co-operating on municipal developmental challenges affecting more than one municipality; and
- c. Any other matter of strategic importance which affects the interests of the participating municipalities.

Among these inter-municipality forums one can identify the following key committees/forums:

The IDP Alignment Committee - The alignment Committee consisting of all Municipal Managers, IDP Managers and Chairpersons of IDP Steering Committees and municipal sector departments will need to meet at least once during the year before the IDP plans are concluded and or reviewed to ensure alignment of plans among the different local municipalities as well as those of the sector departments as envisaged by the Municipal Systems Act.

The IDP Managers Forum – Should be formed as part of the IDP process and should continue to function throughout the lifespan of the IDP. The IP forum made up of IDP managers may be considered as the life blood of the IDP in that the forum should meet more frequently, at least every quarter to continuously review any new developments concerning development planning. Because of their function in facilitating, reporting and documentation of the IDP Processes and activities, IDP management is a across cutting function that not only brings about consistency and integration. The IDP forum is well placed to also facilitate the documentation and management of the district memory. It is envisaged that the IDP forum will not only facilitate knowledge sharing but ensure that this is transmitted throughout the district.

IDP Representative Forum - Formed as part of the IDP process should function throughout the development and review of the IDP. This forum represents a cross section of interests in the IDP process from Municipal Council and Officials as well as a broad section of external interests including Community Based Organizations, Non-Governmental Organizations, Business Community, Government Sector Departments, Ward Committees and Community Development Workers.

District IDP Steering Committee - Consisted of the planning the portfolio committee of council together with the IDP managers and heads of department of the local and district municipality. The committee is seen the structure that puts it together. The committee should function throughout the development and review of the IDP's. The importance of this structure is critical in putting all the district and local efforts together. This is due to the fact that during IDP development and review a number activities focusing on specific sectors will take place. In an uncoordinated this activities may become haphazard with a lot of duplication taking place.

District Sector Forum - Consists of the Municipal manager, Deputy Municipal Manager, General Managers, IDP managers as well as line managers. As the people responsible for all municipal functions, the technical and sectional officers had to be fully involved during integrated planning by:

- Provide relevant technical, sector specific and financial information for priority issues;
- Contribute technical expertise;
- Provide departmental capacity and resource input; and
- Assist in the alignment of different sectors and line function programmes and plans to the IDP process.

District Executive Committee Forum – As the ultimate owners and drivers of the district development agenda the district and local municipalities Mayors and Municipal Managers should meet at least quarterly, to ensure continued alignment between the local and district municipalities. It is envisaged that representatives of the provincial government will be invited to such meetings in order to ensure continued alignment between the district and provincial plans and policies, while ensuring that the district IDP takes place within available provincial capacity and resources.

Some of the parties, with their various roles and responsibilities of involvement in the development of an IDP are as follows:

- **Municipal Council** - Overall management and responsibility for the development and approval of the IDP.
- **Councillors** – Communication and alignment of the community needs and expectations to the municipal development plans through facilitation of constituency participation in the IDP.
- **Municipal Manager** - Management and responsibility for the development of the IDP as delegated by Municipal Council and management of the execution of the IDP plans.
- **Municipal Officials** – Provide sector specific, line technical expertise and execution of the IDP plans.
- **IDP Manager** – Facilitation and management of the development of the IDP through coordination of the development and review of the IDP process.

Section 31 of Municipal Systems Act, 2000 identifies the involvement of the provincial governments as an interest party where the MEC for local government in the province may, subject to any other law regulating provincial supervision of local government:

- a. Monitor the process followed by a municipality in terms of section 29;
- b. Assist a municipality with the planning, drafting, adoption and review of its integrated development plan;
- c. Facilitate the co-ordination and alignment of:

- i. Integrated development plans of different municipalities, including those of a district municipality and the local municipalities within its area; and
 - ii. The integrated development plan of a municipality with the plans, strategies and programmes of national and provincial organs of state;
- d. Take any appropriate steps to resolve disputes or differences in connection with the planning, drafting, adoption or review of an integrated development plan between:
- i. A municipality and the local community; and
 - ii. Different municipalities.

7. Planning Process

Integrated planning departs from two fundamental realities in South Africa. The first fundamental reality is that local government is not only an impact zone of government in delivering services, but also a development zone where social and economic development takes place. The second reality is that given the historical skewed development focus in South Africa, the space social and economic development is largely skewed. Understanding the local social and economic space potential and development level is key to how resources will be allocated.

The NSDP 2006 provides a framework with principles and methodology towards integrated planning. The NSDP should be understood both as a policy directive in terms of its methodology and an indicative tool in terms of its content. That is:

- The principles and methodology of the NSDP should inform the development plans, policies and programmes of all spheres and agencies of government as a matter of policy;
- The details of economic potential and demographic patterns in localities to be the subject of ongoing dialogue among state and non-state actors; and
- Districts and metropolitan areas should be positioned as the geographical units for building an understanding of the nature and distribution of potential and demographic patterns across the country.
- Adoption of NSDP approach means:
 - Rigorous analysis of the space economy to identify areas of economic significance with a view to focusing government investment and development interventions to ensure maximum and sustainable impact;
 - Capitalizing on complementarities and facilitating consistent and focused decision making by providing a common platform for structured dialogue; and
 - Moving beyond focusing on mere integration and coordination procedures, to establishing processes and mechanisms to bring about strategic coordination, interaction and alignment within government.

8. Process Plan

According to section 28 of the Municipal Systems Act, 2000

1. Each municipal council, within a prescribed period after the start of its elected term, must adopt a process set out in writing to guide the planning, drafting, adoption and review of its integrated development plan.
2. The municipality must through appropriate mechanisms, processes and procedures established in terms of Chapter 4, consult the local community before adopting the process.
3. A municipality must give notice to the local community of particulars of the process it intends to follow.

Section 29 further outlines the process to be followed thus:

1. The process followed by a municipality to draft its integrated development plan, including its consideration and adoption of the draft plan, must:
 - a. Be in accordance with a predetermined programme specifying time-frames for the different steps;
 - b. Through appropriate mechanisms, processes and procedures established in terms of Chapter 4, allow for:
 - i. The local community to be consulted on its development needs and priorities;
 - ii. The local community to participate in the drafting of the integrated development plan; and
 - iii. Organs of state, including traditional authorities, and other role players to be identified and consulted on the drafting of the integrated development plan;
 - c. Provide for the identification of all plans and planning requirements binding on the municipality in terms of national and provincial legislation; and
 - d. Be consistent with any other matters that may be prescribed by regulation.
2. A district municipality must:
 - b. Plan integrated development for the area of the district municipality as a whole but in close consultation with the local municipalities in that area;
 - c. Align its integrated development plan with the framework adopted in terms of section 27; and
 - d. Draft its integrated development plan, taking into account the integrated development processes of, and proposals submitted to it by the local municipalities in that area.
3. A local municipality must:
 - a. Align its integrated development plan with the framework adopted in terms of section 27; and
 - b. Draft its integrated development plan, taking into account the integrated development processes of, and proposals submitted to it by the district municipality.

9. Phases of Developing an Integrated Development Plan

The process undertaken to produce an IDP takes place in 5 phases.

Phase 1: Situational Analysis.

This phase offers a municipality to carry out rigorous analysis of the space social and economic information. The purpose of this phase is to ensure that planning will be based on local priority needs and problems provide an understanding of

available and accessible resources and capacity and the dynamics impacting on development within the local context. The collation of data necessary for rigorous analysis maybe collated from a number of sources such as Statistics South Africa. This is also the first step in community participation through bodies such as Community Development Workers (CDW) and the Ward Committees and Councillors in order to identify the needs of the community. Rigorous analysis of the data is required with the view to identify priority issues and problems. The analysis will include not only the sector specific issues and problems but afford the municipality to also take vigorous analysis of available capacity and resources necessary to address such issues. This phase focuses on the types of problems faced by the local populace and the causes of these problems as well as identifying potential development nodes.

Analysis is a fundamental element of all planning processes. In terms of development planning, the key areas analysed are reflected by the following definition of development planning as described in the Development Bank of South Africa (DBSA) Guidelines to District Analysis: *“A participatory process to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that provides sustainable growth, equity and the empowerment of the poor and marginalised.”*

The quality of analysis is important at this stage as the analysis not only provides current perspective but assist with the identification of needs and potential for development. Through analysis of the different sectors informing the development planning can the local and district municipalities come up with a credible IDP document. Analysis in this case involves a participatory process by the different sectoral, special social, institutional and environmental strategies to inform optimal allocation of resources. Analysis therefore includes collection and interpretation of data from broad categories that may be summed by demography, economic, environmental and risks management, infrastructure or access to services and labour.

Phase 2: Strategies

During this phase the municipality identifies mechanisms and tactics necessary to address the issues and problems identified in phase 1. This involves broad inter-sectoral debates in order to identify priority issues. A consideration of policy guidelines and principles, available resources and competing requirements as discussed through workshops at local and district level to ensure a well informed and facilitated strategic debates. Inter-government and sector alignment issues are taken care of order to avoid duplication and wastage. The phase entails:

- **Development of a Vision** – vision being the long term goal or destination that the municipality wants to attain by addressing the issues identified in Phase 1.
- **Defining Development Objectives** - development objectives are clear measurable achievements that the municipality wants to achieve in a medium term in order to work towards their stated vision. This should be informed by the issues that need to be addressed as identified in Phase 1.
- **Development Strategies** – development strategies may be defined as the tactics or road map that the municipality needs to follow to meet the development objectives and address the issues
- **Project Identification** – projects or work packages with clearly defined key performance indicators will be identified through which the road map or development strategies can be implemented. This should be linked to clear development objectives with a clear alignment to the issues identified in Phase 1.

This is one of the most important steps in district and local planning in that a common ground, establishing of where the district is, where it needs to be and how it attains the desired destination in terms of the key development indicators identified by the NDP.

This phase will also include a SWOT analysis of identified development strategies and projects in order to make sure that the strategies and projects identified are not only practical but are attainable. Interaction and engagement with across the local municipalities and with the district municipality, service provision agencies and sector departments will take place in order to assist with proper SWOT analysis as well as to avoid duplication of the identified projects. This phase will also include workshops with the IDP steering committee will also take place in order to present the identified issues and challenges. Where a review of an existing IDP is involved, this will include a review of the existing project implementation reports, where possible an evaluation of the impact and progress towards attainment of the development objectives. It is envisaged that at this stage draft budget allocations, project lists and a revised objectives, strategies and draft projects for municipalities will be tabled at different regional forums for alignment and refinement.

Phase 3: Projects

This phase involves project identification and prioritization through:

- Departmental assessment and selection;
- Informed municipal budgeting;
- Council project prioritization workshops;
- Alignment meetings with the district municipality and sector agencies; and
- Alignment with neighbouring municipalities.

This phase involves ensuring a smooth planning link by providing an opportunity for detailed and concrete projects planning processes. A Project Task Team in consultation specialist from provincial and national agencies and from the communities or stakeholders affected by the projects is expected to be more involved throughout this phase. The outcomes flowing from this phase include for each project:

- Identification of beneficiaries of selected project;
- The costs associated with delivering the project and the sources of the funds required for the project;
- The duration and project management required for the project including identification of the project sponsor and manager; and
- The monitoring process, key milestones and Key Performance Indicators linking the project to the development objectives.

Phase 4: Integration

This phase involves the integration of all the projects identified in Phase 3. This will include further analysis of their contribution towards meeting the objectives outlined in Phase 2. This integration phase provides an overall picture of the different departmental and sector plans and their contribution towards meeting the strategic objectives of the local and

district municipality. The different departmental and sector plans should now be integrated into a an Integrated development plan outlining the overall objectives of the local municipality, their contribution towards achievement of the local objectives in addressing identified issues and challenges and their contribution to the district development objectives. In addition to the integrated development plans the IDP will outline issues such as strategies in dealing with AIDS, poverty alleviation and disaster management in addition to specific sector plans. These strategies should be integrated with the overall IDP.

As described in section 24 of Municipal Systems Act, 2000 planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government. Furthermore, municipalities are obliged to participate in national and provincial development programmes as required in section 153(b) of the Constitution.

This phase therefore envisages broad and extensive consultation not only to align the plans with the different spheres of government but to also inform and invite comment from different local partners. This process is vital to management of expectations and buys in from those parties on whom these projects will be impacted such as the local communities, NGO's and the private sector. The proposed projects will be presented to IDP Representative Forum, the local municipalities IDP Steering Committee, District Sector Committee, District Executive Committee, District Alignment Forum and the provincial and national sector departments for alignment .From the input received from these broad consultations, revisions will be carried out by the Projects Task Teams comprising the different planners and sector departments. A revised project proposal flowing from this process will document:

- A 5-year municipal action; financial & capital investment plan/programme;
- Integrated Spatial Development Framework;
- Integrated programme for LED, environmental issues, poverty alleviation, gender equity and HIV/AIDS;
- Institutional plan for implementation management;
- Consolidated monitoring/performance management system;
- Integrated sector plans; and
- A disaster Management Plan

These plans will be consolidated and documented into an Integrated Development Plan.

Phase 5: Approval

This final phase of the process includes the IDP Steering Committee finalizing and documenting the IDP and presentation of the document to council for consideration and adoption. According to section 25 of the Municipal Systems Act:

1. Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which:
 - a. Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
 - b. Aligns the resources and capacity of the municipality with the implementation of the plan;

- c. Forms the policy framework and general basis on which annual budgets must be based;
 - d. Complies with the provisions of this Chapter (chapter 5 of the Municipal Systems Act, 2000); and
 - e. Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.
2. An integrated development plan adopted by a municipal council in terms of subsection (1) may be amended in terms of section 34 (annual revision and amendment of the IDP) and remains in force until an integrated development plan is adopted by the next elected council.
 3. (a) A newly elected municipal council may, within the prescribed period referred to in subsection (1), adopt the integrated development plan of its predecessor, but before taking a decision it must comply with section 29 (1) (b) (i), (c) and (d).
 - a. A newly elected municipal council that adopts the integrated development plan of its predecessor with amendments, must effect the amendments in accordance with the process referred to in section 34 (b).
 4. A municipality must, within 14 days of the adoption of its integrated development plan in terms of subsection (1) or (3):
 - a. Give notice to the public:
 - i. Of the adoption of the plan; and
 - ii. That copies of or extracts from the plan are available for public inspection at specified places; and
 - b. Publicise a summary of the plan.

It is at this phase that the final document is adopted that will focus municipality's efforts in the medium term. The IDP will be presented to the council for consideration and adoption. **It is envisaged at this stage that once the IDP has been considered and adopted, the council through ward committees and local councillors will consult the local community to close the loop opened during phase 1 of this process. This not only ensures that the public is informed as required by subsection 4 of section 25 of the Municipal Systems Act, 2000, but also to ensure that the local community expectations are aligned to what is planned by the municipality.** It is further envisaged that before being adopted by the Municipal Council, all relevant stakeholders and interested parties, including other spheres of government are given a chance to comment on the draft plan, thus giving the approved plan a sound basis of legitimacy, support and relevance

According to section 26 of the Municipal Systems Act, 2000 an integrated development plan must reflect:

- (a) The municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- (b) An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services;
- (c) The council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- (d) The council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- (e) A spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;

- (f) The council's operational strategies;
- (g) Applicable disaster management plans;
- (h) A financial plan, which must include a budget projection for at least the next three years; and
- (i) The key performance indicators and performance targets determined in terms of section 41.

According to section 32 of the Municipal Systems Act, 2000:

1. The municipal manager of a municipality must submit a copy of the integrated development plan as adopted by the council of the municipality, and any subsequent amendment to the plan, to the MEC for local government in the province within 10 days of the adoption or amendment of the plan.
2. The copy of the integrated development plan to be submitted in terms of paragraph (a) must be accompanied by:
 - a. A summary of the process referred to in section 29 (1);
 - b. A statement that the process has been complied with, together with any explanations that may be necessary to amplify the statement; and
 - c. In the case of a district and a local municipality, a copy of the framework adopted in terms of section 27.
3. The MEC for local government in the province may, within 30 days of receiving a copy of an integrated development plan or an amendment to the plan, or within such reasonable longer period as may be approved by the Minister, request the relevant municipal council:
 - a. To adjust the plan or the amendment in accordance with the MEC's proposals, if the plan or amendment
 - i. Does not comply with a requirement of this Act; or
 - ii. Is in conflict with or is not aligned with or negates any of the development plans and strategies of other affected municipalities or organs of state; or
 - b. To comply with the process referred to in section 29, or with a specific provision of this Act relating to the process of drafting or amending integrated development plans if the municipality has failed to comply with that process or provision, and to adjust the plan or the amendment if that becomes necessary after such compliance.
4. A municipal council must consider the MEC's proposals, and within 30 days of receiving the MEC's request must:
 - a. If it agrees with those proposals, adjust its integrated development plan or amendment in accordance with the MEC's request; or
 - b. If it disagrees with the proposals, object to the MEC's request and furnish the MEC with reasons in writing why it disagrees.
5. On receipt of an objection in terms of subsection (4) (b) the MEC may refer the municipality's objection to an ad hoc committee referred to in section 33 for decision by the committee. If the MEC decides to refer an objection to an ad hoc committee, the objection must be referred within 21 days of receipt of the objection.

10. Mechanisms and Procedures for Consultation

Section 88 of the Municipal Structures Act, 1998 requires of the district and local municipalities to carry out their business in cooperation. The section states that:

1. A district municipality and the local municipalities within the area of that district municipality must co-operate with one another by assisting and supporting each other.
2. (a) A district municipality on request by a local municipality within its area may provide financial, technical and administrative support services to that local municipality to the extent that that district municipality has the capacity to provide those support services.
 - b. A local municipality on request of a district municipality in whose area that local municipality falls may provide financial, technical and administrative support services to that district municipality to the extent that that local municipality has the capacity to provide those support services.
 - c. A local municipality may provide financial, technical or administrative support services to another local municipality within the area of the same district municipality to the extent that it has the capacity to provide those support services, if the district municipality or that local municipality so requests.

Municipal Systems Act, 2000 in Chapter 4 outlines the need and mechanisms for participation by the community in the local sphere of government. Section 16 not only requires of a municipality to encourage but to build and make it the municipality business to foster community participation by stating that:

1. A municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose:
 - a. Encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in:
 - i. The preparation, implementation and review of its integrated development plan in terms of Chapter 5;
 - ii. The establishment, implementation and review of its performance management system in terms of Chapter 6;
 - iii. The monitoring and review of its performance, including the outcomes and impact of such performance;
 - iv. The preparation of its budget; and
 - v. Strategic decisions relating to the provision of municipal services in terms of Chapter 8;
 - b. Contribute to building the capacity of:
 - i. The local community to enable it to participate in the affairs of the municipality; and
 - ii. Councillors and staff to foster community participation; and
 - c. Use its resources, and annually allocate funds in its budget, as may be appropriate for the purpose of implementing paragraphs (a) and (b).
2. Subsection (1) must not be interpreted as permitting interference with a municipal council's right to govern and to exercise the executive and legislative authority of the municipality.

Section 17 guidance for community participation envisaged in section 16 thus:

1. Participation by the local community in the affairs of the municipality must take place through:
 - a. Political structures for participation in terms of the Municipal Structures Act;
 - b. The mechanisms, processes and procedures for participation in municipal governance established in terms of this Act;
 - c. Other appropriate mechanisms, processes and procedures established by the municipality;

- d. Councillors; and
 - e. Generally applying the provisions for participation as provided for in this Act.
2. A municipality must establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality, and must for this purpose provide for:
- a. The receipt, processing and consideration of petitions and complaints lodged by members of the local community;
 - b. Notification and public comment procedures, when appropriate;
 - c. Public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate;
 - d. Consultative sessions with locally recognised community organisations and where appropriate, traditional authorities; and
 - e. Report-back to the local community.
3. When establishing mechanisms, processes and procedures in terms of subsection (2) the municipality must take into account the special needs of:
- a. People who cannot read or write;
 - b. People with disabilities;
 - c. Women; and
 - d. Other disadvantaged groups.
4. A municipal council may establish one or more advisory committees consisting of persons who are not councillors to advise the council on any matter within the council's competence. When appointing the members of such a committee, gender representation must be taken into account.

Section 18 provides guidelines for communication with regard to community participation as follows:

- (1) A municipality must communicate to its community information concerning:
- a. The available mechanisms, processes and procedures to encourage and facilitate community participation;
 - b. The matters with regard to which community participation is encouraged;
 - c. The rights and duties of members of the local community; and
 - d. Municipal governance, management and development.
- (2) When communicating the information mentioned in subsection (1), a municipality must take into account:
- a. Language preferences and usage in the municipality; and
 - b. The special needs of people who cannot read or write.

As one of the fundamental features of the integrated development planning process the involvement of community and stakeholder organizations participation of affected and interested parties is very important to ensure that the IDP addresses core developmental issues as experienced by the citizens of the District. The public not only plays a vital role in communication their needs but in the monitoring of municipal performance, and ensuring the accountability of the Local and District Municipality. It is imperative therefore that in the development and review of the IDP Municipalities must conduct community participation programmes for development, implementation as well as the reviews of the IDP at both local and district level. Continued engagement through constituency engagement by councillors provides an important

engagement mechanism between the community and the Municipality. This is envisaged to be augmented through forums such as the Mayoral and Ward Committee general meetings. In addition to that efforts should be made to broaden participation through invitation of organisations representing wider interests in the IDP Representative Forum and ensure their continued participation throughout the process.

In addition to that a process plan for public information sharing should be put in place. This could include but not limited to:

- Schedule timeframes for the planned meeting for community participation including IDP public participation forums.
- Identify target groups for public participation consultations.
- Development of strategies to manage community expectations and develop realistic, achievable outcomes of the consultation process.
- Mechanisms such as print media, local newsletter and electronic media can be used to inform the community of the planned public participation meeting.

11. Status of the IDP in Municipal Planning

Section 34 of Municipal Systems Act, 200 places the IDP at the top of all planning processes within the municipality. The section states that:

- (1) An integrated development plan adopted by the council of a municipality:
 - a. Is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;
 - b. Binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's integrated development plan and national or provincial legislation, in which case such legislation prevails; and
 - c. Binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law.
- (2) A spatial development framework contained in an integrated development plan prevails over a plan as defined in section 1 of the Physical Planning Act, 1991 (Act No. 125 of 1991).

According to section 6 of the Local Government: municipal Planning and Performance Management regulation, a municipality's integrated development plan must:

- (1) Inform the municipality's annual budget that must be based on the development priorities and objectives referred to in section 26 (c) of the Municipal Systems Act, 2000 and the performance targets set by the municipality in terms of regulation 12; and
- (2) Be used to prepare action plans for the implementation of strategies identified by the municipality.

Based on the two sections above it is clear that the IDP is the supreme plan for a municipality, not only informing municipal strategies. The IDP should inform the different planning processes within a municipality with contribution and alignment to the IDP required from all the planning processes within the municipality. It is thus envisaged that in all the planning carried out by a

municipality, co integration and alignment to municipal shared vision should be guided by the IDP.

12. Performance Management

Chapter 6 of Municipal Systems Act, 200 provides guidance to the municipal Performance Management Systems (PMS). This in line with the IDP provides a framework for integrated planning and the monitoring of the impact of the projects and strategies adopted in the IDP. The act requires of the municipality not only to develop the performance management system, but also to communicate same to boarder stakeholders to the IDP process.

13. Action Plan

The action plan documents the activities, milestones and key dates in the IDP process.

Activity	Milestone/Deliverable	Responsibility	Date/Duration
Planning Phase			
Meeting with Local Municipalities to discuss the Framework	Adoption of the framework and process plan	Municipal Council	
Advertisement for stakeholder participation	Invitation for stakeholder participation outlining the venues, dates and times for such participation	Municipal Council, Municipal Manager and Ward Committee	
IDP Steering Committee Preparatory Meeting	Preparatory meeting to outline the schedule and scope of the Steering Committee.	Municipal Manager, IDP Managers and Municipal Council	
IDP Management Forum Preparatory Meeting	An opportunity for IDP managers to bring about clear and consistent alignment towards planning	IDP Managers	
Analysis Phase			
District Representative Forum – Alignment workshop and Evaluate information from PMS monitoring	Reports on progress made by the District, Sector departments and the Local Municipalities	District Mayor	
Collation of information from different databases	Augment and update information held by the municipality to gain appreciation of local, provincial and national spatial context.	Municipal Steering Committees and IDP Managers	
Input from community participation by Councillors	Gain better understanding of local stakeholders expectations and needs	Councillors and Ward Committees	
Meeting of the local IDP Steering Committee	To collate, analyse and gain a clear picture of the local context.	IDP Steering Committee	
Finalisation of the local Analysis Report			
Presentation of local input to district IDP Steering Committee	To collate, integrate and gain a clear picture of the district context.	Ward Councillors and IDP Managers	
Finalisation of local and district analysis report		IDP Steering Committee	
Strategy Phase			
Review of Local Strategic Guidelines, Strategies, and development of preliminary projects with preliminary budget allocations	Approved local strategy reports	Municipal Councils	
District Management Committee Meeting	Presentation and alignment of the local vision, strategy and objectives to district strategy	District Management Committee	
Strategy sessions with local municipalities, government service	Presentation and alignment of the local, district, provincial and national sector	IDP Managers and Municipal Council	

Activity	Milestone/Deliverable	Responsibility	Date/Duration
providers, sector departments (local, provincial and national)	departments.		
IDP Steering Committee workshop to receive representations on issues identified during the phase	Bring together the inputs to the phase from the different stakeholders. A draft strategy, objectives and project report	IDP Steering Committee	
Adoption of key strategies, objectives and draft deliverable and projects	Adoption of the draft strategy, objectives and project report.	Municipal Council	
Submission to the MEC for Local Government and Traditional Affairs	Communicate the draft strategy, objectives and project report to the MEC for local Government and Traditional Affairs	Municipal Council	
Project Phase			
Development of project proposals	Project proposals	Sector Departments	
Alignment workshop	Integrated and aligned Project Proposals of the District, Local Municipalities, sector Departments and other service providers	Municipal Managers	
SWOT analysis	Strategic analysis of each project identifying benefits and impact towards meeting strategic objectives	IDP Steering Committee	
Project identification and prioritisation	Identified projects and their level of priority	IDP Steering Committee	
IDP Representative Forum	Final analysis of identified projects	IDP Managers	
Inform Municipal Budget	Communicate identified projects and draft budgets.	IDP Steering Committee	
Council project prioritisation workshop	Presentation of proposed projects and their level of priority for discussion by council.	Municipal Council	
Alignment meetings with Local Municipalities and sector agencies	Alignment of selected projects and their level of prioritisation with sector plans.	District Municipality	
Alignment with neighbouring municipalities	Alignment of selected projects and sector plans with neighbouring municipalities plans.	Municipal Managers	
Distinct Alignment Committee meeting	Aligned district projects and priorities.	District and local Municipalities	
IDP steering Committee meeting	To bring together the different plans into an integrated plan.	IDP Steering Committee	
Compilation of draft IDP	Draft IDP	IDP Steering Committee	
Adoption of draft IDP	Adopted IDP plan by Municipal Council	Municipal Council	
Submission for Provincial Assessment		Municipal Council	
Approval Phase			
Advertising for public comments	Input by stakeholders to draft IDP	Municipal Council	
Assessment / incorporation of comments	Updated draft IDP	IDP Steering Committee	
Final Editing and Proof Reading	Final IDP	IDP Steering Committee	
Final approval by Council	Approval and final comments by Municipal Council of the IDP	Municipal Council	
Final Steering Committee Meeting	Update of the IDP and incorporation of Municipal Council comments	IDP Steering Committee	
Final Adoption by Municipal Councils	Adoption by Municipal Council of the final IDP	Municipal Council	
Submission to MEC		Municipal Council	

14. Control and Management

According to subsection 2 of the section 27 of the Municipal Systems Act, 2000 it is required of the district municipality and

local municipalities within the district not only to document a framework, but also procedures to effect essential amendments to the framework. It is thus critical that the monitoring and review mechanisms of the framework be catered for in the framework. It is envisaged that an amendment to the framework will be the last resort in the planning process. Where it becomes essential to amend the framework however it is recommended that a due process be undertaken when affecting same through:

- A due diligence process to avoid unnecessary amendments;
- The Municipal Council duly provide the necessary mandate for the amendment to the framework;
- That the Municipal Council as the sponsors and owners of the framework lead the process towards the amendment of the framework;
- That the Municipal Manager as the chief administrator of the municipality take a management role of the process supported by the IDP managers through facilitation and coordination of the process; and
- That during such process, a programme plan in the amendment of the framework, with deviations that may affect the entire district planning process be highlighted, documented and duly reported.