



**PROPOSED FRAMEWORK FOR THE
DISTRICT INTEGRATED DEVELOPMENT
PROCESS AND PROCESS PLAN (ACTION
PROGRAMME)**

JULY 2017

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INTEGRATED DEVELOPMENT PLAN FRAMEWORK FOR FRANCES BAARD DISTRICT MUNICIPALITY

1. INTRODUCTION

Municipalities are required by the provisions of Chapter V of the Municipal Systems Act (32) 2000 to prepare and adopt Integrated Development Plan for the areas under their jurisdiction. Thus Section 25 (1) states that: **“Each municipal Council must within a prescribed period after the start of its elected term, adapt a single, inclusive and strategic plan for the development of the municipality...”** Furthermore Section 25 (3) (a) further elaborates that; **“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)”**.

However in order to ensure consistency and compliance with legislative requirements, appropriate guidelines for the drafting of integrated development plans need to be adopted. Thus Section 27 (1) of the Municipal Systems Act 2000 provisions that: **“Each district municipality within the prescribed period after the start of its elected term in office and after following a consultative process within its area, must adopt a framework for integrated development planning in the area as a whole...”**. Thus it is on this basis that the following framework has been conceptualised.

2. PURPOSE OF THE DISTRICT FRAMEWORK

The function of the Framework plan is to ensure that the process of the district IDP and local IDP's are mutually linked and can inform each other ensuring co-operative governance as contained in section 41 of the Constitution.

The framework binds both the district municipality and the local municipalities in the area of the district municipality. The framework must also include the following:

- Identify plans and planning requirements binding in terms of national and provincial legislation on the district and the local municipalities;
- Identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;
- Specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and
- Determine procedures for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans and to effect essential amendments to the framework.

Furthermore, The MSA of 2000 requires each municipal Council, within a prescribed period after the start of its elected term, to adopt a process set out in writing to guide the planning, drafting, adoption and review of its integrated development plan. The Municipality must through appropriate mechanisms, processes and procedures, consult the local community before adopting the process; give notice to the local community of particulars of the process it intends to follow to draft its IDP.

The Framework Plan is a co-ordination tool for the district to ensure that interrelated parallel planning processes within the district are coordinated to obtain maximum benefit for the district as a whole. Various processes within the IDP should be smoothly interlinked to ensure optimal effectiveness as well as ensure the agreement on joint timeframes that need to be reached between the various local municipalities and the district municipality.

The District Municipality is in charge of the Framework, which has to be agreed upon by all local municipalities and will be used by the local municipalities in finalising their Process Plans.

The District Municipality will, through the District Steering Committee Meetings monitor the compliance of the actual IDP process of all the municipalities with the

District Framework. This will ensure that corrective measures are taken in time in case of failure to comply with the agreed upon district framework. Each Local Municipality will, however, be responsible for monitoring its own process plan.

3. LEGISLATIVE FRAMEWORK OF THE IDP

The preparation and adoption of an Integrated Development Plan is undertaken within a broadly based legislative framework. The main body of legislation, policies and guidelines that provide the foundation upon which Integrated Development Plan rests may be summarized as follows:

3.1 National Legalisation

- The Constitution of the Republic of South Africa (108) of 1996
- Municipal Systems Act (32) of 2000
- Municipal Structures Act (117) of 1998
- Municipal Demarcation Act (28) of 1998
- National Environmental Management Act (107) of 1998
- EIA-Regulations-2006
- National Land Transport Act (5) of 2009
- Municipal Planning and Performance Management Regulation -2001
- Municipal Finance Management Act (56) of 2003
- Intergovernmental Relations Framework Act (13) of 2005
- The National Housing Act (107) of 1997
- Municipal Property Rates Act (6) of 2004
- Disaster Management Act (57) of 2002
- Water Services Act (108) of 1997
- Public Finance Management Act (1) of 1999
- National Environmental Management: Waste Act (59) of 2008
- Spatial Planning and Land Use Management Act (16) of 2013
- Northern Cape Planning and Development Act (7) of 1998

3.2 White Paper:

These include, but not limited to the following:

- White Paper on Local Government
- White Paper on Spatial Planning and Land Use Management
- White Paper on Disaster Management
- Housing White Paper
- White Paper on Waste Management
- White Paper on Environmental Management
- White Paper on Safety and Security

4. BINDING PLANS AND PLANNING REQUIREMENTS AT PROVINCIAL AND NATIONAL LEVEL

The Department of Cooperative Governance and Traditional Affairs (COGTA) has also introduced an IDP framework for municipalities outside metros and secondary cities. The framework requires that municipalities prepare or review IDPs that are sector oriented. There are two main categories of Sector Plans, namely:-

A. Developmental Vision Sector Plans:

- Spatial Development Framework (SDF);
- Local Economic Development Plan (LED Plan);
- Disaster Management Plan;
- Institutional Plan;
- Financial Plan.

B. Service Oriented Sector Plans are:-

- Water Services Development Plan (WSDP);
- Integrated Waste Management Plan (IWMP);
- Integrated Transport Plan (ITP);
- Environmental Management Plan (EMP);
- Integrated Human Settlement Plan (IHS);
- Housing Sector Plan (HSP);

- Integrated Energy Plan (IEP);
- Sports and Recreation Plan, etc.

The two categories of sector plans provide the strategies; programmes and projects that form the basis for the IDP and Budget. Sector Plans should be prepared in a coordinated manner in order to ensure that the service specific sector plans contribute to the long-term vision of the municipality. The input sector plans or service oriented plans should be developed to support the vision and strategic intent of the Developmental Vision Sector Plans.

Important principles to guide the development of review of existing Sector Plans during IDP Review are:

- Plans should be informed by IHSP, HSP, LED Plan and EMP which are in turn informed by the SDF.
- Sector Plans should NOT be developed in isolation of each other – there should be an integration among the plans
- Plans should indicate programmes and projects to be implemented to achieve the vision of the SDF as expressed in the IHSP, LED Plan and EMP

During the current five year IDP cycle, the District and its local municipalities will strive to ensure that all the IDP's are aligned to the following National and Provincial plans as well:

- National Development Plan 2030
- National Spatial Development Perspective (NSDP)
- National Growth and Development Strategy (NGDS)
- Revised IDP Format Guide (Framework)
- Guidelines for Credible IDP's
- National Vision 2014
- 5 year Strategic Agenda for Local Government

- Medium Term Strategic Framework
- Delivery agreement: Outcomes 8
- Delivery agreement: Outcomes 9
- The Northern Cape Provincial Growth and Development Strategy (NCPGDS)-Reviewed
- The Frances Baard District Municipal Growth and Development Strategy (FBDMGDS).

5. ALIGNMENT OF PLANS AND PLANNING PROCESSES OF DIFFERENT SPHERES OF GOVERNMENT

Alignment may be defined as *“A process entailing structured and systematic dialogue within government with a view to bring about coordinated and integrated action among the spheres of government and between the spheres and other organs of state to achieve common objectives and maximise development impact”*.

On the basis it is critical therefore that the principal component of the Integrated Development Plans of local municipalities is aligned with those of the district integrated development plan. These include but are not limited to the following:-

- The Council’s development priorities and objectives including its local economic development goals and its internal transformation needs.
- The Council’s development strategies which must also be aligned to the national or provincial Sector Plans.
- The Council’s Spatial Development Framework (SDF)
- The Council’s Disaster Management Plan
- The Council’s Integrated Environmental Management Plan
- The Council’s Water Services Development Plan
- The Council’s Integrated Waste Management Plan
- The Council’s Integrated Transport Plan
- The Council’s Local Economic Development Strategy
- The Council’s HIV/ AIDS Strategy

➤ The District Growth and Development Strategy

During the consultative process with the local municipalities, Section 25(1) of Municipal Systems Act, (Act 32) of 2000 was considered as it stipulates the following core components of integrated development plans –

- a) The municipal Council's vision for the long-term development of the municipality special emphasis on the municipality's most critical development an internal transformation needs;
- b) An assessment of the existing level of development in the municipality, which must include an identification of communities that 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) 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 predetermined in terms of section 41.

All municipalities must ensure that their IDP's reflect the core components stated above. Furthermore, it was resolved that all IDP's must reflect a detailed structure of the municipality depicting monitoring of the implementation of projects E.g Performance Management System framework. The framework must describe how

and when the key performance indicators and performance targets mentioned in component (i) will be measured/ monitored in order to ensure successful implementation thereof.

Here under is another example of how the IDP may look like, as provided by the IDP guidelines.

LIST OF CONTENTS	No of pages
1. The Planning Process	(3 – 6)
1.1 Institutional arrangements/roles and responsibilities	(1 – 2)
1.2 Process overview: Steps and events	(1 – 2)
1.3 Self-Assessment of the Planning Process	(1 – 2)
2. The Situation	(30 – 40)
2.1 Current Reality: Basic facts and figures	(3 – 5)
2.2 Summary of community and stakeholder Priority Issues	(1 – 2)
2.3 Priority Issues from a Municipal Perspective	(1 – 2)
2.4 Spatial Analysis: Patterns and trends	(2 – 4)
2.5 Social Analysis: Poverty situation and gender-specific Issues	(2 – 3)
2.6 Economic Analysis: Major patterns and trends	(1 – 2)
2.7 Environmental Analysis: Major risks and trends	(1 – 2)
2.8 Institutional Analysis: Strengths and weaknesses of the municipal administration	(1 – 2)
2.9 Priority Issues in Context: Summary reports on in-depth analysis	(15 – 20)
3. Development Strategies	(25 – 40)
3.1 The Municipal Vision	(1)
3.2 Localised Strategy Guidelines	(15 – 20)
3.3 Objectives and strategies for each Priority Issue (including objectives, available resources, alternatives taken into consideration, assessment and proposed strategy)	(10 – 15)
3.4 Financial Strategy	(1 – 2)
3.5 Summary list of Identified projects	(1 – 2)
4. Projects 1 page project format per project (see 3/3)	(15 – 30)
5. Operational Strategies	(16 – 25)
5.1 Operational 3-year Action Plan	(1 – 2)
5.2 3-year Financial Plan	(1 – 2)
5.3 Capital Investment Programme	(1 – 2)
5.4 Integrated Spatial Development Framework	(3 – 5)
5.5 – 5.8 Integrated Social, economic, environmental and institutional programmes	(6 – 10)
5.9 Disaster Management Plan	(2 – 3)
5.10 Monitoring and information flow system	(2 – 3)
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	(90 – 140)

6. MECHANISM AND PROCEDURES FOR PUBLIC PARTICIPATION

Public participation is a fundamental ingredient of the Integrated Development Planning process. This is articulated clearly in Chapter 4 of the Municipal Systems Act (32) 2000. Section 16 (a) states that municipalities must encourage, and create conditions for, the local community to participate in the affairs of the municipality.

Thus in order to ensure participation of all stakeholders, municipalities has to identify all role-players and assign responsibilities to each one of them as summarised below:-

STAKEHOLDERS	ROLES AND RESPONSIBILITIES
LOCAL MUNICIPALITY MUNICIPAL GOVERNMENT	<ol style="list-style-type: none"> 1. To prepare, decide and adopt a Process Plan. 2. Undertake the overall management and coordination of the planning process which includes that : <ol style="list-style-type: none"> i. All relevant actors are properly involved ii. Appropriated mechanisms and procedures for public connection and participation are applied. iii. The planning events are undertaken in accordance with the time schedule. iv. Planning process is related to the real burning issues in the municipality that it is strategic and implementation orientated process, and v. The sector planning requirements are satisfied. 3. Adopt and approve the IDP. 4. Adjust the IDP in accordance with the MEC for Local Government proposals. 5. Ensure that the annual business plans, budget and land use management decisions are linked to and based on the IDP.
RESIDENTS, COMMUNITIES AND INTEREST GROUPS (CIVIL SOCIETY	<ol style="list-style-type: none"> 6. To represent interest groups and contribute knowledge and ideas in the planning process by: 7. Participating in the IDP Representative Forum to:- <ol style="list-style-type: none"> vi. Inform interest groups, communities and organisations on

<p>INCLUDING TRADITIONAL LEADERS)</p>	<p>relevant planning activities and their outcomes.</p> <p>vii. Analyse issues, determine priorities, negotiate and reach consensus.</p> <p>viii. Participate in the designing of project proposals and/or assess them.</p> <p>ix. Discuss and comment on the draft IDP.</p> <p>x. Ensure that annual business plans and budgets are based on and linked to the IDP and,</p> <p>xi. Monitor performance and implementation of the IDP.</p> <p>8. Conduct meetings or workshops with groups, communities or organisation to prepare for and follow-up on relevant planning activities.</p>
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6.1 District Approach to public participation

The District municipality through the steering committee meetings and IDP Rep Forum will ensure public participation with its local municipalities and other stakeholders.

Although the IDP guidelines state that the Steering Committee should be composed of the following:

- The Municipal Manager/ and or IDP Manager;
- Heads of departments or senior officials;
- Secretariat; and
- Treasurer.

The IDP steering committee may establish subcommittees for specific activities and outputs which should include additional persons outside the steering committee.

In the absence of other committees and platforms to ensure constant monitoring of the IDP and consultation with the local municipalities, the district, in agreement with the local municipalities resolved that the local municipalities should form part of the district steering committee meetings (IDP managers, town planners and PMS practitioners and finance etc) as well as sector departments.

The steering committee meetings, although not subjected to taking place four (4) times annually, may take place once a quarter. The meetings may be held more than four times if there is a need to do so. One of the steering committee meetings will be a district representative forum which will include all stakeholders (i.e Councillors; private organisations; sector departments; NGO's;etc).

The steering committee meetings are not the only form of structure that may be used for monitoring and consultation. The District IDP Manager together with the local municipalities' IDP Managers may conduct meetings continuously as and when required. Minutes of the meetings must be documented/ recorded with attendance registers signed and stored.

The IDP Representative Forum may constitute of the following persons:

- The Executive mayor/ Member of the Executive Committee (Chair)
- IDP Steering Committee Members;
- Members of the Executive Committee;
- Councillors (including portfolio councillors and councillors who are members of the District council);
- Traditional Leaders;
- Ward committee Chairperson (applicable to local municipalities)
- Heads of Departments/ Senior officials;
- Stakeholder representatives of organised groups;
- Advocates of unorganised groups;
- Community Representatives etc.

6.2 Local Municipalities approach to public participation

The Local Municipalities will ensure public participation through community participation meetings according to the dates and timelines outlined in their respective approved process plans.

The Local municipalities also have the option to invite the district municipality to their steering committee meetings if they see fit to do so.

**7. ACTION PROGRAMME FOR THE PREPARATION OF THE DISTRICT
IDP REVIEW 2017-2018 AND PLANNING 2018-19**

A process plan should fulfil the function of a business plan or an operational plan for the IDP processes. The IDP guidelines also reiterate that the process plan must include a cost estimate of the implementation of the process plan

MONTH	PHASE	PLANNED ACTIVITIES	TARGET DATE	LEGISLATIVE REQUIREMENTS
July-Sept	Preparation (Analysis Phase)	<ul style="list-style-type: none"> Preparation of the draft district framework and process plan 	July / August 2017	Section 28 (1) Municipal Systems Act 2000
		<ul style="list-style-type: none"> Consultative meeting with the LM's regarding the process plan and district framework 		
		<ul style="list-style-type: none"> Submit the draft district framework and process plan to council for approval and 		
		<ul style="list-style-type: none"> Advertise the process plan in the newspaper/ website of the municipality 		
		<ul style="list-style-type: none"> Assessment of the implementation of 2016/2017 IDP projects 	Aug 2017	
		<ul style="list-style-type: none"> Identify the limitations and shortcomings of the 2017/18 IDP's 	August 2017	
		<ul style="list-style-type: none"> Undertake an assessment of the implementation of all Sector Plans and Integrated Programmes 	August 2017	
		<ul style="list-style-type: none"> Present the adopted IDP Process Plan and Framework to the District IDP Steering 	August 2017	

		Committee		
		<ul style="list-style-type: none"> Identify, discuss and adopt proposals from IDP Analysis report, IDP Engagements and Guidelines for preparation of IDP's. 	Sept 2017	
		<ul style="list-style-type: none"> Identify all sector plans and Integrated Programmes to be reviewed 	Oct 2017	
		<ul style="list-style-type: none"> Facilitate and organise local municipalities IDP Rep Forum workshops to discuss priority issues for the financial year (2018/19) 	Oct 2017	Section 29(1)(b)-Municipal System Act 2000
		<ul style="list-style-type: none"> Undertake strategic planning workshop for the district municipality (Dry -run) 	Oct 2017	IDP Guidelines
Oct-Dec	Consultation (Projects)	<ul style="list-style-type: none"> Consolidate municipal issues and develop district-wide priority issues and strategies 	Nov 2017	
		<ul style="list-style-type: none"> Undertake consultation with Sector Departments and other stakeholders 	Nov 2017	
		<ul style="list-style-type: none"> Align local municipal IDP projects with Sector Strategic plans/budgets 	Nov 2017	IDP Guidelines
		<ul style="list-style-type: none"> FBDM strategic planning session 	November 2017	
		<ul style="list-style-type: none"> Convene District IDP Steering Committee meeting to discuss potential funded IDP projects for 2018/19 financial year 	November 2017	

		<ul style="list-style-type: none"> Identify and consolidate district-wide IDP projects 	December 2017	
January - February	Drafting (Integration)	<ul style="list-style-type: none"> Prepare and finalise Draft District Integrated Development Plan 	Feb 2018	
		<ul style="list-style-type: none"> Present Draft District IDP to IDP Steering Committee 	February 2018	
February-June	Approval	<ul style="list-style-type: none"> Present Draft District IDP to Council for adoption 	March 2018	Section 17 (3)(d) Municipal Finance Management Act 2003
		<ul style="list-style-type: none"> Present the Draft District Integrated Development Plan to the District IDP Representative Forum 	April 2018	Section 29(1)(b)(ii) Municipal Systems Act 2000
		<ul style="list-style-type: none"> Advertise Draft District IDP in local newspaper for scrutiny and comments 	March / April 2018	Section 21A Municipal Systems Amendment Act 2003 Section 15(3)-Municipal Planning and Performance Management Regulation 2001
		<ul style="list-style-type: none"> Present final Draft District IDP to Council for adoption 	May 2018	Section 24(2)(iv) of the Municipal Finance Management Act 2003
		<ul style="list-style-type: none"> Submit copies of approved District IDP to MEC for Local Government 	May / June 2018	Section 32(1)(a) Municipal Systems Act 2000
		<ul style="list-style-type: none"> Submit copies of approved District IDP to Provincial Sector Departments, COGHSTA and other stakeholders 	May / June 2018	
		<ul style="list-style-type: none"> Post the approved District IDP on the website of the municipality and advertise summary in the newspaper 	May / June 2018	Section 21A- Municipal Systems Amendment Act 2003- Section 25 (4)(a-b) Municipal Systems Act 2000.

8. COST ESTIMATE FOR THE IMPLEMENTATION OF THE IDP PROCESS PLAN

ACTIVITY	ESTIMATED COST
IDP Steering Committee Meetings	R 3 000.00
Advertising, publication and Marketing of the IDP	R 78 600.00
Printing of the IDP	R 58 670.00
Total Cost	R 140 270.00