

INTEGRATED DEVELOPMENT PLANNING GUIDELINE FOR METROPOLITAN MUNICIPALITIES 2021



cooperative
governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

Contact Details

Department of Cooperative Governance (DCOG)

Contact Senzi Malaza
Telephone 012 395 4661 / 079 509 5014
E-mail SenziM@cogta.gov.za

National Treasury (NT)

Contact Yasmin Coovadia
Telephone 083 291 2723
E-mail Yasmin.Coovadia@treasury.gov.za

South African Cities Network (SACN)

Contact Geoffrey Bickford
Telephone 074 858 9472
E-mail geoffrey@sacities.net

Palmer Development Group (PDG)

Contact Kevin Foster; Nazreen Kola
Telephone (021) 671 1402
Cell phone 082 795 2210; 083 703 4677
E-mail kevin@pdg.co.za; nazreen@pdg.co.za

Executive Summary

The Integrated Development Plan (IDP) Guideline for metropolitan municipalities derives from the Department of Cooperative Governance (DCoG) work to update the integrated guidelines for improved, coherent and coordinated integrated development planning in local government as part of the ongoing government planning and reporting reforms. This work was concluded as a partnership between the Department of Cooperative Governance, South African Cities Network and National Treasury.

The development of the Guideline drew on the experience of practitioners in metropolitan municipalities through a series of regional workshops with cities' planning practitioners in Gauteng and Free State, KwaZulu-Natal, the Eastern Cape and the Western Cape. Nine cities participated in the development of these guidelines, the eight metropolitan municipalities and Msunduzi Local Municipality, as a non-metro member of the SACN.

Purpose of the Guideline

Aligned to the legislative framework, regulations and relevant policy prescripts, the document provides a pragmatic guide for IDP practitioners responsible for doing IDP development work that is (1) responsive to the gaps in the current IDP process; (2) draws on the lessons learnt from the metropolitan urban reforms process over the last 10 years; and (3) incorporates the experience and good practice learnt and adopted from the Planning Reforms and the Built Environment Performance Planning (BEPP) process as well as the adoption of the, National development Plan (NDP), Integrated Urban Development Framework (IUDF) and most recent, the District Development Model (DDM).

Ultimately, the aim is to provide guidelines for a credible integrated development planning process as well as a credible plan (as the output) that is embedded in current good practice towards enabling outcomes-led integrated planning and budgeting to respond to the priorities of the National Development Plan (NDP).

Note: While the purpose is to provide a Metro-specific, more targeted approach and process to developing an integrated development plan, the Guideline is to be read in conjunction with the existing IDP guidelines and the Revised non-metro IDP guideline dated December 2020.

Clarifying IDP timelines and other plans

The Guideline clarifies the IDP timelines in relation to other plans, strategies and framework, including the Cities' Long-Term Growth and Development Strategy; the District Development Model (DDM) and the One Plan; the Municipal Spatial Development Framework (MSDF); the cities' sector strategies; City infrastructure plans; and the Service Delivery Budget Implementation Plan (SDBIP).

Intended audience for the Guideline

The Guideline is for all role-players who have a role in the value chain of development of IDPs and within cities and is intended for:

- City planning practitioners
- Other City officials, including line department officials
- Councillors

- Provincial Government, including Provincial Local Government Members of Executive Council (MECs), Provincial Office of the Premier, Provincial COGTA, Provincial Treasuries, and provincial sector departments
- State Owned Enterprises (SOEs)
- National Government, including the Presidency, COGTA, National Treasury, Department of Performance Monitoring and Evaluation, and national sector departments
- Civic organization and Non-Governmental Organisations (NGOs)
- Private Sector
- Traditional leaders
- Households

Structure and content of the Guideline

The Guideline is structured around 9 priority areas determined as essential to integrated development planning as identified by IDP practitioners in Cities.

Each priority area, as applicable, compacts:

- Minimum requirements to comply with legislation and regulation
 - What the legislation and regulations require
 - Clarity on interpretation
- Guidance on planning in relation to the focus area
 - Guidance on how to approach the focus area in the integrated development planning process, based on the above.

The 9 priority areas are:

1. Outcomes-led planning
2. Integrated planning
3. Planning inter-governmentally
4. Planning with the public
5. Planning and strategy-led budgeting
6. Prioritizing programmes and projects in integrated development planning
7. Monitoring and reporting on implementation
8. Annual reviews of integrated development planning
9. Assessing the integrated development planning process

For each priority area, the Guideline provides resources for further guidance. Each area identifies suggestions on how metros could respond to challenges faced in integrated development planning processes.

The IDP Guideline clarifies and guides on how to ensure the IDP is an outcome and impact-based (not output-based) planning document that ensures planning is a transversal process. The roles and responsibilities of all role-players and stakeholders in the development of the Metro IDP, including the administration, political leadership, community, civic organizations, the private sector, provincial and national government is described.

Contents

- Executive Summary 1
- List of Figures 6
- List of acronyms 7
- Terminology 9
- Preface Error! Bookmark not defined.
- 1 The origin of this Guideline 12**
- 2 Context..... Error! Bookmark not defined.**
- 3 The purpose of this Guideline..... 12**
 - 3.1 What is the IDP? And the practitioners’ voice and experience 13
 - 3.1.1 The Municipal Systems Act 32 of 2000 13
 - 3.1.2 The Local Government: Municipal Planning and Performance Management Regulations, 2001 13
 - 3.1.3 What is Integrated Development Planning? 14
 - 3.1.4 And the practitioners’ voice and experience 15
 - 3.2 Clarifying IDP timelines in relation to other plans, strategies and framework . 15
 - 3.3 Who is this Guideline for? 18
 - 3.4 What is this Guideline? 19
- 4 The structure of this Guideline 19**
- 5 PRIORITY AREA ONE: Outcomes-led Planning 20**
 - 5.1 Outcomes-led planning: The ways in which it informs IDPs 20
 - 5.2 Guidance..... 25
 - 5.3 Role-players 26
 - 5.4 Where to go for further guidance 27
- 6 PRIORITY AREA TWO: Integrated planning across Metro departments 28**
 - 6.1 Legal requirements..... 28
 - 6.1.1 Municipal Systems Act 32 of 2000 29

6.1.2	Human Settlements: The Housing Act, Act 107 of 1997	30
6.1.3	National Land Transport Act, Act 5 of 2009	31
6.1.4	Water Services Act 108 of 1997	31
6.1.5	Climate Change Bill, 2018	31
6.1.6	Local Economic Development and Inclusive Economic Development (Integrated Urban Development Framework)	32
6.2	Guidance.....	33
6.3	Role-players	36
6.4	Further reading.....	36
7	PRIORITY AREA THREE: Planning intergovernmentally	37
7.1	Legal requirements.....	37
7.1.1	Municipal Systems Act, 32 of 2000	37
7.1.2	Intergovernmental Relations Framework Act, 13 of 2005	38
7.1.3	Municipal Financial Management Act (MFMA)	39
7.2	Guidance.....	39
7.3	Role-players	42
7.4	Further reading.....	42
8	PRIORITY AREA FOUR: Planning with the public	43
8.1	Legal requirements.....	44
8.1.1	Municipal Systems Act	44
	<i>IDP Framework</i>	44
	<i>Section 27 Framework for integrated Development Planning</i>	44
	<i>Section 28 Adoption of Process</i>	44
	<i>Section 29 Process to be followed</i>	45
8.2	Guidance.....	45
8.3	Role-players	49
8.4	Further reading.....	50
9	PRIORITY AREA FIVE: Planning and strategy-led budgeting	50
9.1	Legal requirements.....	51
9.1.1	Municipal Systems Act	51
9.1.2	Municipal Finance Management Act 56 of 2003	52
9.2	Guidance.....	53

9.3	Role-players	55
9.4	Further reading.....	55
10	PRIORITY AREA SIX: Prioritising programmes and projects in integrated development planning.....	56
10.1	Legal requirements.....	57
10.2	Guidance.....	57
10.3	Principles for prioritisation in integrated development planning.....	59
10.4	Role players	60
10.5	Further reading.....	60
11	PRIORITY AREA SEVEN: Monitoring and reporting on implementation	61
11.1	Legal requirements.....	62
	11.1.1 Municipal Systems Act	62
	11.1.2 Municipal Finance Management Act (MFMA)	62
11.2	Guidance.....	62
11.3	Role Players	66
11.4	Documents for further guidance	66
12	PRIORITY AREA EIGHT: Annual reviews of integrated development planning	67
12.1	Legal requirements.....	68
12.2	Guidance.....	68
12.3	Principles for reviewing and amending the Metro IDP.....	69
12.4	Role-players	69
12.5	Further reading.....	70
13	PRIORITY AREA NINE: Assessing the integrated development planning process	70
13.1	Legal requirements.....	71
13.2	Guidance.....	72
13.3	Principles for assessing the integrated development planning	73
13.4	Principles for assessing the annual reviews to the IDP.....	74
13.5	Role-players	74
13.6	Further reading.....	75
14	Full roles of each stakeholder	75
14.1	The Mayor	75

14.2	The City Manager.....	76
14.3	IDP Manager	77
14.4	Line department managers	77
14.5	City council	78
14.6	The Premier	79
14.7	Provincial COGTA.....	79
14.8	Provincial Sector Departments	80
14.9	CoGTA.....	81
14.10	Department of Performance, Monitoring and Evaluation	81
14.11	National Treasury	81
15	Conclusion	82
	References	83

List of Figures

Figure 1: The Results Chain.....	22
Figure 2: Results Chain Timeline	25
Figure 3: Integrated (Transformational) BEPP Outcomes in relation to City plans.....	26
Figure 4: The Collaboration Spectrum	Error! Bookmark not defined.
Figure 5: Public Participation Spectrum.....	48
Figure 6: Annual budget cycle and strategy alignment opportunities, adapted from (City of Cape Town, 2017) and (Cities Support Program, National Treasury, 2014)	54
Figure 7: The iterative Built Environment Value Chain	58
Figure 8: Planning and Reporting instruments and their results-level	63

List of acronyms

AG	Auditor-General
BEITT	Built Environment Integration Task Team
BEPP	Built Environment Performance Plan
BEVC	Built Environment Value Chain
CapEx	Capital Expenditure
CDS	City Development Strategy
CFO	Chief Financial Officer
CIDMS	City' Infrastructure Delivery Management System
CoGTA	Cooperative Governance and Traditional Affairs
CSP	Cities Support Programme
DCOG	Department of Cooperative Governance
DORA	Division of Revenue Act
DPLG	Department of Provincial and Local Government
DPME	Department of Planning, Monitoring and Evaluation
DPW	Department of Public Works
DSD	Department of Social Development
FIT	Fiscal Impact Tool
FMPPi	Framework for Managing Programme Performance Information
GIS	Geographic Information System
GTZ (now GIZ)	Deutsche Gesellschaft für Internationale Zusammenarbeit
IDP	Integrated Development Plan
IUDF	Integrated Urban Development Framework
IGR	Intergovernmental Relations
KPI	Key Performance Indicator
LED	Local Economic Development

LTFP	Long-term financial plan
LTFS	Long-term financial sustainability
MAYCO	Mayoral Committee
MEC	Member of Executive Council
MFMA	Municipal Finance Management Act
MSA	Municipal Systems Act
MSCOA	Municipal Standard Chart of Accounts
MSDF	Municipal Spatial Development Framework
MTREF	Medium Term Revenue and Expenditure Framework
NDP	National Development Plan
NDHS	National Department of Human Settlements
NT	National Treasury
NT CSP	National Treasury Cities' Support Program
PIF	Premiers Intergovernmental Forum
SACN	South African Cities' Network
SCOT	Spatial Costing Tool
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SOE	State Owned Entity
SPLUMA	Spatial Planning and Land Use Management Act
UN SDG	United Nations' Sustainable Development Goals

Terminology

Built Environment Performance Planning	A built environment investment prioritization approach where specific areas are prioritized for investment at a range of geographic scales, within an urban system, to achieve particular development outcomes.
Cities' Infrastructure Delivery and Management System	A management system for planning, budgeting, procurement, delivery, maintenance, operation, monitoring and evaluation of infrastructure. It comprises a set of interrelating or interacting elements that establish processes which transform inputs into outputs.
District Development Model	A planning model for cooperative governance that seeks to be an integrated, district- or metro-based, service delivery approach aimed at fast-tracking service delivery and ensure that municipalities are adequately supported and resourced to carry out their mandate. It aims to accelerate, align and integrate service delivery under a single development plan per district or metro that is developed jointly by national, provincial and local government as well as business, labour and community in each district or metro.
Five-year term of office	The period of time between local government elections, for which a municipal council sits and for which an Integrated Development Plan is prepared.
Institutional Arrangements	Agreements on the division of the respective responsibilities of and within organs of state, role players and stakeholders that are involved in the process.
Integrated planning	Joint planning that ensures participation of all stakeholders and affected departments. Its objective is to examine all economic, social and environmental costs and benefits, in order to determine the most appropriate option and to plan a suitable course of action
Integrated development planning process	The collective activities that constitute the standardised, logical set of interactive and iterative activities that should result in a well performing built environment that produces the outcome of a compact City that is more inclusive, productive, resilient and sustainable and thus better governed. The process includes intergovernmental planning and budgeting, that is across the spheres of government and including the communities / households and the private sector investment in the built environment.
Inter-governmental	Between two or more governments, or between different spheres of the same government

Intervention logic	Defines the project objectives and expected results. A clear statement of the assumption of what results must be achieved through the interventions to achieve the outcome
Logic model	Hypothesized descriptions of the chain of causes and effects leading to an outcome of interest. It links inputs, activities, outputs, outcomes and impacts. This can be in a narrative or graphic form.
Long Term Growth and Development Strategy	A story of a City's future beyond the limitations of the medium-term focus of the IDP, SDF and the electoral cycle. It is a vision of the future built up from present and past experiences. It defines strategies and/or approaches that can be implemented through projects defined in medium-term plans such as the IDP and the SDF and realised in annual budgets. It is meant to be cross-cutting and integrate the key aspects of integrated sustainable urban development, as well as reflect the strategic development priorities of the City.
Outcome/Impact-based	Refer to a changed state of being. Outcomes describe the effects, benefits or consequences that occur due to the outputs of programmes, processes or activities. The realisation of the outcomes has a time factor and can be in either the medium or long-term. Outcomes are the impacts on, or the consequences for, the community from the outputs or activities of government. Outcomes reflect the intended and unintended results from government actions and provide the rationale for government interventions.
Outcomes-led budgeting	Outcomes-led planning that is aligned to budgeting for interventions and investments in programmes that build towards transformation. Determined outcomes are used to inform decisions on budget levels.
Output-based	Immediate and intermediate. These are the direct products and services generated through processes or activities without specific reference to their ultimate purpose.
Planning content	The substance of the plan and the related key outputs of the plan e.g. Catalytic Land Development Programmes; the Intergovernmental Programme Pipeline; budgeting that is led by the planning strategy and outcomes; and results on the performance of the built environment.
Planning practice	The professional agency of planners and related built environment practitioners, municipal financial practitioners including monitoring and reporting practitioners.
Planning Reforms	Proposed changes to activities and institutional arrangements in the three spheres of government through which long-term planning is carried

Results-chain	A simplified picture of a program, initiative or intervention that is a response to a given situation and includes the logical relationship among the resources that are invested, the activities that take place, and the sequence of changes that result
Service Delivery and Budget Implementation Plan (SDBIP)	A detailed plan prescribed through the MFMA and approved by the Executive Mayor for implementing the municipality’s delivery of municipal services and its annual budget. Essentially a business plan, the SDBIP is an integral part of the financial planning process
Spatial Development Framework	A framework as prescribed through SPLUMA that seeks to guide overall spatial distribution of current and desirable land uses within a municipality in order to give effect to the vision, goals and objectives of the municipal IDP.
Strategy-led budgeting	Budgeting that relies on a long-term vision with outcomes-led planning that draws from and is informed by sustained strategy, policy and resource alignment. The resource alignment is the budgeting that is led by strategic, desired outcomes.
SWOT analysis	A study undertaken by an organization to identify its internal strengths and weaknesses, as well as its external opportunities and threats
Theory of change	A comprehensive description and illustration of how and why a desired change is expected to happen in a particular context
Transversal management	Management of “transversal issues” or cross-cutting issues in support of the objectives of an organisation. Transversal management necessitates a strong centre and is about collaboration, relationship management, changing attitudes and adjusting behavioural practices; optimising the horizontal; increasing awareness on outcomes and working towards achieving institutional-wide objectives rather than departmental/individual to enable organisational efficiency and effectiveness towards the delivery of services.

1 The origin of this Guideline

The Guideline set out in this document emerged out of the Department of Cooperative Governance (DCoG) work to update the guidelines for improved, coherent and coordinated integrated development planning (IDP) in local government. The South African Cities Network's (SACN) Built Environment Integration Task Team's (BEITT) responded to the DCoG initiative to revise the (IDP) guidelines for municipalities with the integration of and alignment to the National Treasury-led planning and reporting reforms process. The BEITT realised an opportunity existed to adopt a differentiated approach to integrated development planning, to harness the experience of practitioners in metropolitan municipalities and develop a set of Metro-specific IDP guidelines. This has been undertaken in partnership between the South African Cities Network, National Treasury's City Support Programme (CSP) in support of DCoG's review process.

The process undertaken to develop the set of Metro-specific guidelines was designed to harness practitioner experience, through a series of 4 regional workshops with cities' planning practitioners in Gauteng and Free State, KwaZulu-Natal, the Eastern Cape and the Western Cape. In all, 9 cities participated in the development of these guidelines, the eight metropolitan municipalities and Msunduzi Local Municipality, as a non-Metro member of the SACN. Provinces and relevant sector departments were also invited to participate in the development of these guidelines.

The Guideline has endeavoured to bring-together in a coherent way the changes and priorities that will shape and inform an improved IDP process. This Guideline acknowledges the 2001 IDP Guide Pack and uses this as a foundation. Note that the 2012 IDP Framework focused on municipalities outside metros and secondary cities. Therefore, this IDP Guideline should be considered and read in conjunction with the 2001 and 2012 IDP Guide documents. These are reference or spinal documents relevant to this IDP Guideline.

2 The purpose of this Guideline

The overarching purpose of this document is to provide a set of Metropolitan Municipal IDP Guidelines that is based on the experience of the metropolitan IDP practitioners in managing the IDP process and producing the IDP, including lessons learnt from the metropolitan urban reforms process over the last 10 years. In addition to the IDP practitioners' voices, it incorporates the experience and good practice learnt and adopted from the Planning Reforms and the Built Environment Performance Planning (BEPP) process and the adoption by South Africa of the Integrated Urban Development Framework (IUDF). The aim is to provide guidelines for a credible integrated development planning process as well as a credible plan embedded in current good practice towards enabling outcomes-led integrated planning and budgeting to respond to the priorities of the National Development Plan (NDP).

It should be noted that the Guideline is to be read in conjunction with the existing IDP guidelines and the revised non-Metro IDP guideline that has been developed. The purpose here is to provide a Metro-specific, more targeted approach and process to developing an integrated development plan. That is, to provide a guideline document that is pragmatic for IDP practitioners responsible for doing IDP development work that is responsive to the gaps in the current IDP process.

3 Background

3.1 What is the IDP? And the practitioners' voice and experience

3.1.1 The Municipal Systems Act 32 of 2000

The IDP is the five-year strategy for a term of office of a municipal council. This five-year plan is located in a longer-term vision for the City and is a legislative requirement in terms of the Municipal Systems Act 32 of 2000. The vision is briefly expressed in the IDP but should be comprehensively outlined elsewhere, such as in a long-term growth and development strategy or a strategic framework document for a Metro. The Act requires:

- 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.

3.1.2 The Local Government: Municipal Planning and Performance Management Regulations, 2001

Chapter 2 of the Regulations detail what a municipality's integrated development plan must at least identify-

- (a) the institutional framework, which must include an organogram, required for-
 - (i) the implementation of the integrated development plan; and*
 - (ii) addressing the municipality's internal transformation needs, as informed by the strategies and programmes set out in the integrated development plan;**
- (b) any investment initiatives in the municipality;*
- (c) any development initiatives in the municipality, including infrastructure,*
- (d) physical, social, economic and institutional development;*
- (e) all known projects, plans and programs to be implemented' within the municipality by any organ of state; and*
- (f) the key performance indicators set by the municipality.*

The Regulations further outline the details for a financial plan, a spatial development framework, the process for amending integrated development plans, and process to give effect to the integrated development plan a municipality.

3.1.3 What is Integrated Development Planning?

The 2001 IDP Guide Pack outlined Integrated Development Planning as follows:

What is Integrated Development Planning?

Integrated Development Planning is a process through which municipalities prepare a strategic development plan, for a five-year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality.

What is the legal status of an IDP?

According to the Municipal Systems Act of 2000 all municipalities (i.e., Metros, District Municipalities and Local Municipalities) have to undertake an integrated development planning process to produce integrated development plans (IDPs). As the IDP is a legislative requirement it has a legal status, and it supersedes all other plans that guide development at local government level.

What is the lifespan of an IDP?

According to the Municipal Systems Act, every new council that comes into office after the local government elections has to prepare an IDP which will guide them for the five years that they are in office. The IDP is therefore linked to the term of office of councillors. The new council has the option either to adopt the IDP of its predecessor should it feel appropriate to do so or develop a new IDP taking into consideration already existing planning documents.

How long does it take to complete the process?

Integrated development planning is a very interactive and participatory process which requires involvement of a number of stakeholders. Because of its participatory nature it takes a municipality approximately 6 – 9 months to complete an IDP and this timing is closely related to the municipal budgeting cycle. However, during this period delivery and development is not at a standstill, it continues. The IDP is reviewed annually, which results in the amendment of the plan should this be necessary.

What are the core components of the IDP?

The IDP is made up of the following core components:

- *The analysis*
An assessment of the existing level of development, which includes identification of communities with no access to basic services.
- *Development strategies*
The municipality's vision (including internal transformation needs). – The council's development priorities and objectives. – The council's development strategies.
- *Projects*

- *Integration:*
 - *A spatial development framework*
 - *Disaster management plan.*
 - *Integrated financial plan (both capital and operational budget).*
 - *Other cross cutting programmes.*
 - *Key Performance Indicators and performance targets.*
- *Approval*
 - *Adopted through a council resolution*

In a nutshell, Integrated Development Planning is about the municipality identifying its priority issues/problems, which determine its vision, objectives and strategies followed by the identification of projects to address the issues. A very critical phase of the IDP is to link planning to the municipal budget (i.e. allocation of internal or external funding to the identified projects) because this will ensure that implementation of projects and hence development is directed by the IDP.

Who is responsible for managing the process?

Integrated Development Planning is not just about spatial planning and therefore its management should not be delegated to the municipal Planning Department or to consultants. It is a mechanism to manage the affairs of the municipality and its municipal area, and hence holds a very high status within a municipality. In terms of the Municipal Systems Act, 2000, the Executive Committee or Executive Mayor has the responsibility to manage the preparation of the IDP or assign this responsibility to the municipal manager. In most municipalities, the IDP manager or coordinator, linked and reporting directly to the office of the municipal manager and the Executive Committee or Mayor, is appointed to manage the process.

3.1.4 And the practitioners' voice and experience

The experience of the IDP for IDP practitioner's in metros has been that the IDP is oriented to achieving the medium-term (five years and less) outcomes linked to the longer-term integrated outcomes and impacts towards achievement of the municipal and national government vision of building a capable state. The experience is that the IDP is the strategic driver of the City's development activities for a five-year term of office (linked to the 5-year electoral term), which determines expenditure and for which revenue must be generated. Part of the intent of the IDP is to safeguard that priority-setting, resource allocation, implementation, monitoring and reporting take place in an integrated, effective, efficient and sustainable way.

The IDP is not:

- An operational plan; or
- An action plan.

3.2 Clarifying IDP timelines in relation to other plans, strategies and framework

The City Long Term Growth and Development Strategy

The Cities' Long-Term Growth and Development Strategy provide the long-term vision on which the IDP is based. It is an institutional and community planning process that

contemplates a City's possible futures, resulting in a strategy for the long term (a 10-50-year period), coordinated, cross-sector, multi-issue development of an urban jurisdiction that inform and are informed by shorter-term plans and initiatives (SACN, 2018: 4). The Long-Term Growth and Development Strategy is a means of grounding medium term plans, such as the IDP and Spatial Development Frameworks (SDFs). The IDP, specifically, articulates the next five years towards this vision.

City Long-Term Growth and Development Strategies are not a legal requirement for municipalities to draft in South Africa. The National Development Plan 2030, the Integrated Urban Development Framework (IUDF), the Spatial Planning Land Use Management Act (16 of 2013) (SPLUMA), and the Division of Revenue Act (3 of 2017) (DORA) provide a national policy impetus for drafting the City Long-Term Growth and Development Strategy.

The Municipal Spatial Development Framework

The Municipal Spatial Development Framework (MSDF) is the spatial expression of the long-term vision of the City, expressed in the IDP and long-term Growth and Development Strategy. The MSDF, while located as a longer-term spatial vision, it forms part of the IDP, and should be reviewed every five years alongside the introduction of a new IDP. The SDF and IDP must include a Spatial Development Plan. The Spatial Development Plan is the 5-year spatial plan for the IDP term towards the achievement of the long-term vision for the City.

The SDF is a legal requirement for municipalities in terms of the MSA and SPLUMA.

Sector Strategies

The cities' sector strategies take their cue from the IDP, long-term growth and development strategy and the SDF. Sector strategies are reviews alongside the development of the IDP. The programmes and projects of sector strategies should find expression in the implementation portion of the IDP.

Infrastructure Plans / CIDMS

City infrastructure plans are longer term plans for sustainable provision of City infrastructure. Some of these are also sectorally legislated. The capital investment aspects of these plans should follow the long-term vision in the long-term strategy. The shorter 5-year timeframes of these plans should integrate with the IDP and MSDF and find expression in the IDP.

In order to address the problems of inadequate capital expenditure and insufficient attention to asset management, a City Infrastructure Delivery and Management System (CIDMS) has been developed, building on the established Infrastructure Delivery Management System (IDMS) for provincial infrastructure. The CIDMS toolkit assists cities to optimise performance right across the urban infrastructure value chain by offering best practice processes, techniques and tools specifically designed to achieve City strategic objectives and desired outcomes related to the built environment. Consultation was held with key stakeholders on all 12 modules and the proposed implementation strategy¹.

¹ <https://cidms.co.za/>

SDBIP

The SDBIP details the implementation of the IDP programme for the budget period. This is where detail on implementation is found, and it deals with planning, budgeting and performance reporting at the output level. These outputs contribute to the achievement of the outcomes inscribed in the IDP that the City aims to achieve.

Development of the SDBIP is a legal requirement for municipalities.

3.3 District Development Model and the One Plan

In terms of the draft District Development Model (DDM) Guidelines (DCoG, March 2020):

“The District Development Model (DDM) is an operational model for improving Cooperative Governance aimed at building a capable, ethical Developmental State.

It embodies an approach by which the three spheres of government and state entities work in unison in an impact-oriented way, and where there is higher performance and accountability for coherent service delivery and development outcomes.

It is a method of government operating in unison focusing on the municipal district and metropolitan spaces as the impact areas of joint planning, budgeting and implementation.

This method refers to all three spheres of government, sector departments and state entities operating like a single unit in relation to achieving developmental objectives and outcomes in these district and metropolitan spaces over a multi-year period and over multi-term electoral cycles.

Although each sphere, sector or entity has its distinct constitutional powers, functions and responsibilities, they cooperate and undertake collaborative planning, budgeting and implementation processes converging efforts at the district/metropolitan level.

This joint work is expressed through the formulation and implementation of a “One Plan” which is a long-term strategic framework guiding investment and delivery in each district and metropolitan space.

The One Plan is formulated jointly by all three spheres of government. CoGTA facilitates the processes by which the joint planning takes place. It is also approved by all three spheres of government.

The One Plan is an intergovernmental plan. The One Plan is undertaken as a cooperative governance function that is stipulated in the Intergovernmental Relations Framework Act (2005).

The IDP is formulated, approved and adopted by municipalities in terms of the Municipal Systems Act (2000). There has to be alignment between the IDP and plans of other spheres of government. The One Plan will enhance the alignment which will provide greater certainty and direction for the IDPs.

The IDPs will inform the formulation of One Plans and once approved they will be directed by the strategies and commitments outlined in the One Plans.

The IDPs will be the vehicle through which implementation of the One Plans will happen at local government level.

The One Plan is a Long-Term 25- to 30-year plan providing a Strategic Framework to guide State and Private Investment within the district/metro area.

The objectives and focus of the Long-Term Plans will be on:

- a. Managing urbanisation, growth and development;*
- b. Determining and/or supporting local economic drivers;*
- c. Determining and managing spatial form, land release and land development;*
- d. Determining infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services:*
 - i. Ensuring social and affordable housing provision to meet needs across range of income groups; and*
 - ii. Ensuring long-term security of water, energy, food, land and air quality for the people.*
- e. Institutionalize long term planning whilst addressing ‘burning’ short term issues” (DCoG, 2020)*

The One Plan, therefore, is a long-term approach to integrated intergovernmental planning for a City area, over a 25-to 30-year period.

Relation of a One Plan to an Integrated Development Plan

The One Plan is a plan adopted by all spheres, localising the strategies of all spheres for the district or metro in an integrated way over a 25-30 years horizon. The integrated development plan is approved by the council and integrates the planning of all spheres for the municipality over a five-year time horizon and determines municipal budgets for that time horizon. While integrating planning from all spheres the IDP has a primary focus on planning for what the municipality will implement in the 5-year term. However, the IDP adopts the same Theory of Change rationale as the One Plan, planning for the medium-term outcomes and outputs towards the longer-term outcomes and impacts of the One Plan, as the draw form the same long terms vision for the Metro.

3.4 Who is this Guideline for?

This is a Guideline for all role-players who have a role in the value chain of development of IDPs and within cities. The practitioner experience is that integrated development planning has become an isolated practice of the Metro, and in some cities, it is relegated to the quarter of the IDP office. This is not the intention of the IDP, which should be a Metro-wide initiative and product.

Therefore, the Guideline is intended for:

- Councillors
- City planning practitioners
- Other City officials, including line department officials
- Provincial Government, including Provincial Local Government Members of Executive Council (MECs), Provincial Office of the Premier, Provincial COGTA, Provincial Treasuries, and provincial sector departments

- State Owned Enterprises (SOEs)
- National Government, including the Presidency, COGTA, National Treasury, Department of Performance Monitoring and Evaluation, and national sector departments
- Civic organization and Non-Governmental Organisations (NGOs)
- Households
- Private Sector
- Traditional leaders

3.5 What is this Guideline?

This Guideline is not a template, nor is it a compliance driven document. It is a guideline aimed at highlighting good practice and lessons seen in metros. It also offers suggestions on how metros could respond to challenges faced in integrated development planning processes. It aims to:

- Clarify and guide how to ensure the IDP is an outcome/ impact-based (and not output-based) planning document that ensures planning is a transversal process.
- Outline the roles and responsibilities of all role-players and stakeholders in the development of the Metro IDP, including the administration, political leadership, community, civic organizations, the private sector, provincial and national government.

4 The structure of this Guideline

The Guideline is structured around 9 priority areas key to integrated development planning identified by IDP practitioners in cities.

Each of the priority areas will, as applicable, deal with:

- Minimum requirements to comply with legislation and regulation
 - What the legislation and regulations require
 - Clarity on interpretation
- Guidance on planning in relation to the focus area
 - Guidance on how to approach the focus area in the integrated development planning process, based on the above.

The 9 priority areas are:

1. Outcomes-led planning
2. Integrated planning
3. Planning inter-governmentally
4. Planning with the public
5. Planning and strategy-led budgeting
6. Prioritizing programmes and projects in integrated development planning

7. Monitoring and reporting on implementation
8. Annual reviews of integrated development planning
9. Assessing the integrated development planning process

5 PRIORITY AREA ONE: Outcomes-led Planning



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-Specific IDP Guideline</i>
<p>Basic needs orientation – IDP’s have to give explicit answers about the degree to which, and how, they intend to improve basic needs satisfaction</p> <p>Poverty alleviation and gender equity – IDP’s have to give explicit answers on the expected contribution to poverty alleviation, gender equity and crucial concerns of specific problem groups, and how these issues will be addressed</p> <p>Environmental soundness and sustainability – IDP’s have to give an explicit answer on how the municipality will deal with environmental problems and avoid negative environmental impact</p>	<p>Problem analysis – developing a clear understanding of the problem to ensure that the plan is relevant</p> <p>Theory of change – develops a clear understanding of the assumptions behind choices about key levers of change and the focus of efforts</p> <p>Intervention logic – clear statement of the assumption of what results must be achieved through the interventions to achieve the outcome</p> <p>Clear indicators, baselines and targets – these are identified in order to provide a clear basis for monitoring progress and evaluating results</p>

5.1 Outcomes-led planning: The ways in which it informs IDPs

Outcomes-led planning means planning backwards from the outcome that needs to be achieved. It starts with identifying the outcomes that need to be achieved to improve the lives of people/ communities, and then working back the results-chain to determine what outputs will ensure the outcomes are achieved, what activities are required, and what resources are needed. Outcomes are clearly articulated in the NDP.

An outcomes focus allows a clearer understanding of what role-players need to be involved to ensure an outcome is achieved. IDPs should specify the outcomes and inform the

identification of output areas. SDBIPs involve identifying what outputs are planned to achieve the intended outcome, and which entity will need to implement them with what budget.

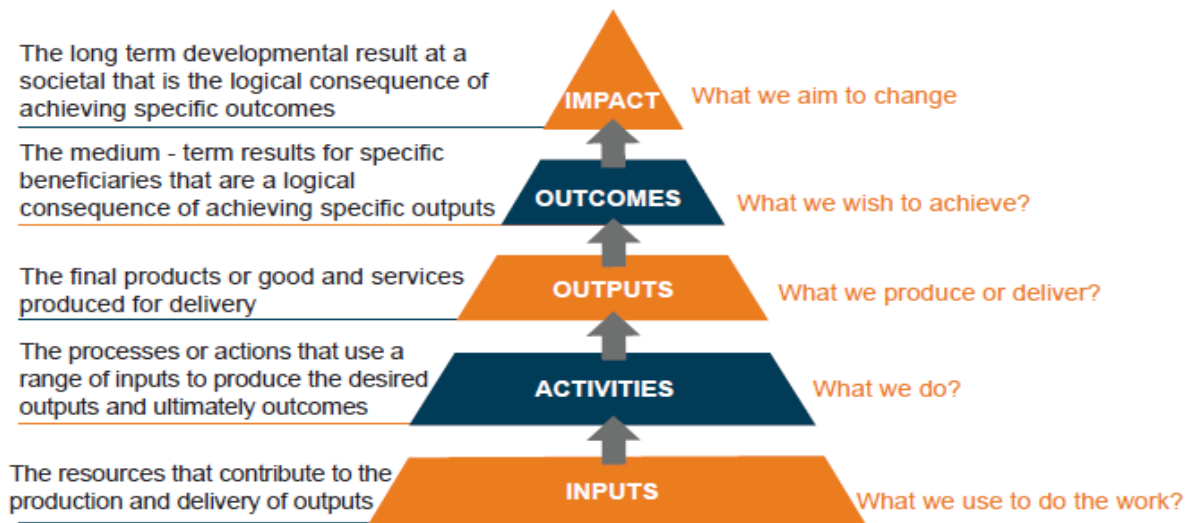
DPME's 2010 Guide to the Outcomes Approach² describes the outcomes approach as consisting of the following:

- A focus on results;
- Making explicit and testable the chain of logic in our planning, so we can see the assumptions we make about the resources that are needed (developing a theory of change);
- Linking activities to outputs and outcomes and to test what works and what does not;
- Ensuring expectations are as clear and as unambiguous as possible. Part of this is identifying the-
 - Assumptions: The underlying conditions or resources that need to exist for the outputs and outcomes to be achieved; and
 - Risks: Potential conditions or impacts that may undermine success.
- Providing a clear basis for discussion, debate and negotiation about what should be done and how it should be done;
- Enabling learning and regularly revising and improving policy strategy and plans through experience;
- Making coordination and alignment easier; and
- Going beyond the work we do and interrogate the impact it has. This approach involves management using a logic model which links inputs, activities, outputs, outcomes and impacts. The triangle below demonstrates these links more clearly.

²

<https://www.dpme.gov.za/publications/Guides%20Manuals%20and%20Templates/Guideline%20to%20outcome%20approach.pdf>

Figure 1: The Results Chain



(DPME, 2010, p. 11)

Underpinnings to an outcome-led approach

There are four important underpinning components to an outcome-led approach:

1. Problem analysis:

- a. Developing a clear understanding of the problem to ensure the plan is relevant and focuses on root causes.
- b. Makes explicit assumptions about causes and their relationships to effect, which make them testable, and can be amended in late planning cycles.
- c. It is important to understand the problems from the viewpoint of the needs and concerns of the intended beneficiaries to ensures intervention are relevant

Tools for outcomes-led problem analysis used in government are available, including the revised guidelines for the Framework for Strategic and Annual Performance Planning (DPME 2019), and include tools like SWOT analysis or the deeper problem tree analysis method.

2. Theory of change:

- a. Developing a clear understanding of the assumptions and risks associated with choices about what the key levers of change are and the efforts that are to be focussed on.
- b. The theory of change is based on the best available knowledge about causes and effects.
- c. It needs to be clearly stated, so that it is testable.

Theory of Change

A Theory of Change (ToC) is an assumption about how a program works, or a prediction of what will happen as a result of an action, based on the best available knowledge about

causes and effects. It is used to develop a clear understanding of the assumptions behind choices about what the key levers of change are, and where efforts should be focused. ToC's have grown to form important part of programs as they are used to describe how the micro-level aims (inputs and activities) will have a macro-level result (outputs, outcomes and impacts). In essence, they pay attention to how immediate aims of projects can be linked to how society can achieve sustainable results and also how progress along both these paths can be measured.

Generally, two assumptions are inherent in every ToC: how change works and the strategic advantage of the chosen strategy/theory. By linking the immediate or internal project goals, the ToC develops an idea and tests the assumptions of how that idea will contribute to the anticipated change. Secondly, ToC's ensure alignment with all levels of the program design when setting goals and objectives. Since ToC's explain the basis of change behind particular choices, they tighten the program logic and therefore enables the identification of unmet needs.

Your ToC can be articulated in various forms depicting the 'IF we do this, THEN this will happen' logic. When developing a ToC it is important to understand what makes the problem you are trying to address worse, what conditions could reduce the problem, and how your project can complement ongoing efforts (if there are any) to solve that problem.

Developing a ToC is best done through a combination of a desk review of existing documentation, a literature review of research and evaluations of similar programs including systematic reviews, observing the programme or similar programmes, and talking with stakeholders about how they think it works. It often involves an iterative, participatory process with programme developers, staff and other relevant stakeholders (DPME, 2014 Evaluation Guideline No 2.2. 11³).

Inputs	Activities	Outputs	Outcomes	Impact
Necessary resources to operate the program/execute projects	Once access to resources is received, they can be used to accomplish activities planned towards program achievement	These are products/services that are a direct result of the planned activities	These are benefits derived directly from the products/services produced from the activities	Changes in the community as a result of the benefits received from the activities

3

<https://www.dpme.gov.za/keyfocusareas/evaluationsSite/Evaluations/GL%20%20%2011%20Design%20Evaluation%2014%2003%2020.pdf>

What you need	Your intended results
---------------	-----------------------

3. Intervention logic

- a. A clear statement of the assumption of what results, directly informed by policy, must be achieved through the interventions (programmes and projects) to achieve the outcome, covering-
 - i. How those results will be achieved; and
 - ii. What resources will be necessary.
- b. The chain of logic enables the tracking of progress, and whether the outputs are a necessary and sufficient condition to achieve the outcome (**known as the results chain**).

4. Clear indicators, baselines and targets

- a. Indicators are identified in order to provide a clear basis for monitoring progress and evaluating results.

Note: Evaluating results tends to be under acknowledged and the benefit of indicators, baselines and targets is not only “did we make our one-dimensional target”, but evaluations can tell you WHY and HOW and to what extent. Hence, the importance and relevance of evaluations, which municipalities, and metros in particular, should be planning for evaluations.

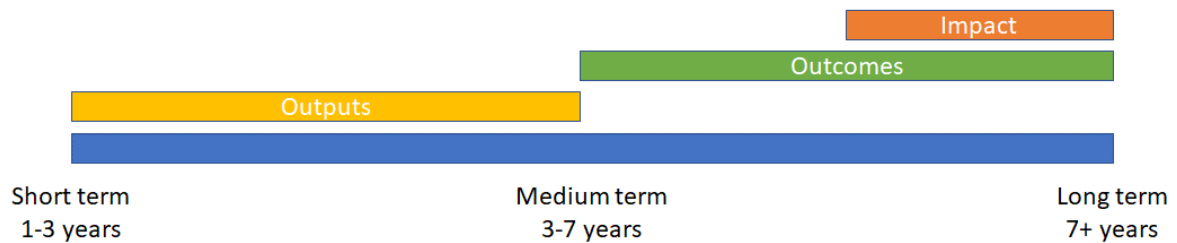
- b. Ideally a set of indicators for each level of the outcome triangle, allowing for progress to be monitored and reviewed throughout the delivery chain.

5. The elements of the results chain defined, and their timeframes determined

- a. **Inputs** – “what we use to do the work” - **everything that we need to accomplish a task**. This could be in terms of finance human resources, infrastructure etc.
- b. **Activities** – “what we do” - a collection of functions (**actions, jobs, tasks**) that consume inputs, and which deliver benefits and impacts. A description of an activity should always contain a verb. For example, provide advice, contract for services, respond to enquiries, etc.
- c. **Outputs** – “what we produce or deliver” – can be immediate and intermediate, and the description of an output always contains nouns. These are the direct products and services generated through processes or activities without specific reference to their ultimate purpose. For example, ‘advice and direction’, ‘service providers obtained’, and ‘work initiated’.
- d. **Outcomes** – “what we wish to achieve” – **the medium- term results** for specific beneficiaries that are a logical consequence of achieving specific outputs. Outcomes are the changed state of being. They describe the effect, benefits or consequences that occur due to the outputs of programs, processes or activities. The realisation of the outcome has a time factor and can be in either the medium or long-term.

- e. **Impacts** – the **long-term developmental results** at a societal level that is the logical consequence of achieving specific outcomes.

Figure 2: Results Chain Timeline



5.2 Guidance

IDP processes plan for the medium-term (5-year political term-of-office). Current operation is at an output level or intermediate outcomes, while strategic practice should be at the outcomes level of the results chain. It should derive the integrated and functional outcomes it plans for from a longer-term *chain of logic* or *theory of change*, drawn from the City’s strategic objectives, growth and development strategy, political manifesto or other long-term City plan or strategy or vision or be linked to other government long term plans including the NDP 2030 and District or Metro One Plan. The diagram below outlines where the IDP and other Metro planning tools fit into the results chain. This offers guidance on how plans should fit together in terms of timeframes that should be tracked.

Figure 3: Integrated (Transformational) BEPP Outcomes in relation to City plans

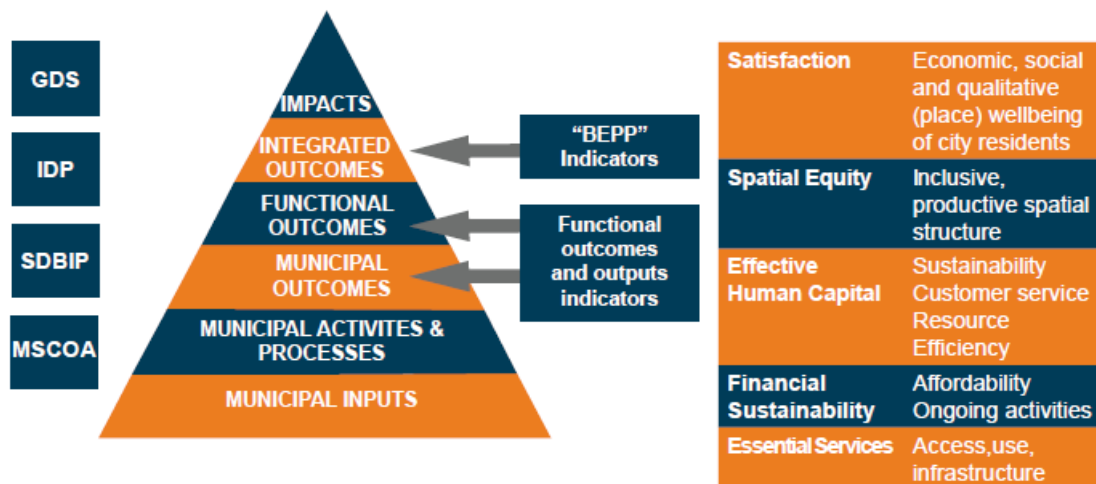
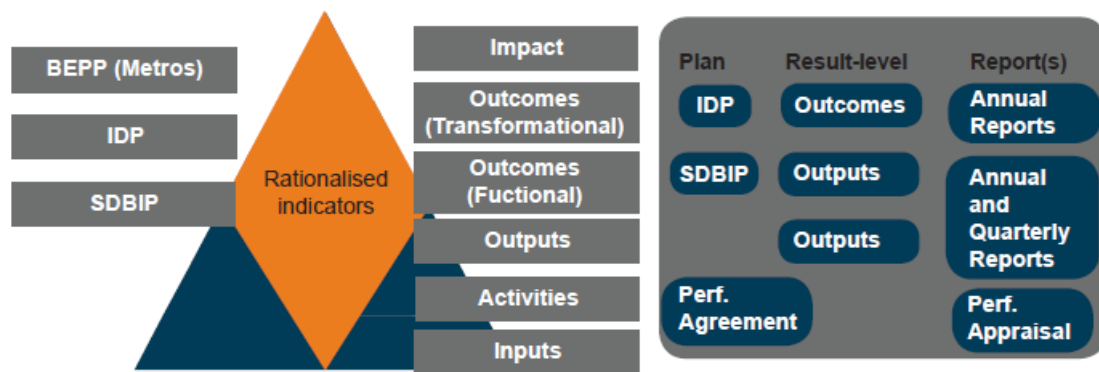


Diagram 2.2: Integrated (Transformational) BEPP Outcomes in relation to city plans



(National Treasury, 2018b)

City-wide outcomes can only be achieved in the medium-term to long-term (3 or more years), as a result of the delivery of outputs. Outcomes in the IDP must be expected to stay fairly stable throughout the IDP period, except where a material change in circumstance demands it. Outputs may change in the period, through the completion of projects, and/or should re-prioritisation occur.

5.3 Role-players

The Mayor

The mayor and executive managers must foster agreement throughout the Metro and with national and provincial sector departments on the outcomes the Metro seeks to achieve in the 5-year term of office period and ensure that all role-players within the Metro are aware of their role in relation to the achievement of the Metro’s outcomes and contributing outputs.

Provincial sector departments

Provincial sector departments must engage with metros on their determined outcomes, work towards incorporating these into their plans and budgets, and commit to delivering the outputs that they are responsible for towards the achievement of the Metro IDP outcomes.

Municipal line departments

Line departments must engage with the outcomes and identify the outputs that they will need to contribute towards the achievement of the outcomes the Metro seeks to achieve through its IDP. The outputs ought to be incorporated into their SDBIPs to facilitate their operationalisation.

The Offices of the Premier and Provincial CoGTA

The Offices of the Premier and provincial CoGTA must ensure that provincial sector departments are incorporating Metro outcomes into their plans and budgets.

Council and Councillors

Councillors must become familiar with the outcomes approach to integrated development planning and respect the outcomes in the IDP as the medium-term plan for the Metro once the IDP has been approved in the first year of the term. Councillors are to take a leading role in engaging the public about the outcomes approach and developing a shared vision for the Metro.

5.4 Where to go for further guidance

For more on the outcomes approach

Cities Support Programme, Outcomes-Led Planning, 2018 - [https://csp.treasury.gov.za/Resource%20 Centre/Conferences/Documents/CSP%20Tools/Core%20City%20Governance/Planning%20Reforms/5.%20Outcomes%20Led%20Planning.pdf](https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/CSP%20Tools/Core%20City%20Governance/Planning%20Reforms/5.%20Outcomes%20Led%20Planning.pdf)

The Guide to the Outcomes Approach, DPME Outcomes Approach, 2010 <https://www.dpme.gov.za/publications/Guides%20Manuals%20and%20Templates/Guideline%20to%20outcome%20approach.pdf>

The Guidance Note: Framework for the formulation of BEPPs, 2017 [https://csp.treasury.gov.za/Resource%20 Centre/Conferences/Documents/Guidelines%20for%20BEPPs%20for%20the%20201819%20MTREF/BEPP%20Core%20Guidance%20v5.5.pdf](https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/Guidelines%20for%20BEPPs%20for%20the%20201819%20MTREF/BEPP%20Core%20Guidance%20v5.5.pdf)

Evaluation Guideline No 2.2.11, DPME <https://www.dpme.gov.za/keyfocusareas/evaluationsSite/Evaluations/GL%202%202%2011%20Design%20Evaluation%2014%2003%2020.pdf>

Draft Framework for Strategic and Annual Performance Planning, DPME, 2019

For analytical tools

Draft Guideline for Strategic Planning 2019/20, DPME

6. PRIORITY AREA TWO: Integrated planning across Metro departments



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Relevance and municipal priorities – tension of alignment can be overcome by applying the concept of relevance.</p> <p>Keeping abreast with change – municipalities need to be aware of the different status of requirements, conform to those that are final and incorporate those that arise as significant in the local planning process</p>	<p>Centralised transversal strategic planning, management and monitoring – planning on the basis of a strategic long-term vision.</p> <p>Common data – all strategic planning in the municipality emerge from the basis of common data.</p> <p>Integrating sector plans – strategic outcomes in the IDP need to lead to sector/line strategies, from which SDBIPs are developed.</p> <p>Planning for transversal issues – centrally coordinated through the same management process, and using the same common data mentioned above.</p> <p>IDP and the SDF – both must work from the same long-term strategic vision and must work towards the same strategic outcomes, alongside the long-term infrastructure plan and the long-term financial strategy.</p>

Practitioner experience suggests that one of the first aspects that needs to be addressed in integrated development planning is integrated or cohesive planning across Metro departments (also termed *transversal planning*).

6.1 Legal requirements

While legislation makes little specific requirement of how planning across municipal departments should occur, it does deal with what integrated, cohesive planning should cover. This is in part through the Municipal Systems Act 32 of 2000, which details what the IDP must address, and partly through sector legislation indicating requirements for sector plans.

6.1.1 Municipal Systems Act 32 of 2000

Section 25 Adoption of integrated development plans

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.

Section 26 Core components of integrated development plans

An integrated development plan must reflect-

- (a) the *municipal* council's vision⁴ 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.

Integrated planning across Metro departments (intra-municipal), inter-sphere and intersectorally has always been a requirement of the IDP; however, it has been difficult to achieve in practice. The planning of other spheres of government does not factor in a municipal or spatial perspective, and neither does it factor in impacts of their plans on land

⁴ One of the strongest links between the Municipal Systems Act and the Guideline is the idea of a long-term vision in municipal integrated development planning.

use. Within municipalities, working across silos is a challenge. While it is acknowledged that silos have their own merit and will likely continue to exist, where are the opportunities for encouraging integrated intra-municipal planning? A reasonable response is in designing an operational system and processes that emphasize and action the horizontal planning, across the municipality.

(Note that only local municipalities have the land use function in terms of SPLUMA.)

6.1.2 Human Settlements: The Housing Act, Act 107 of 1997

Section 2 General principles applicable to housing development

1. National, provincial and local spheres of government must –
 - (c) Ensure that housing development
 - (iii) Is based on integrated development planning

Section 9 Function of municipalities

1. Every municipality must as part of the municipality's process of integrated development planning take all reasonable and necessary steps with the framework of national and provincial housing and policy to-
 - (a) Ensure that –
 - (i) The inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis;
 - (ii) Condition not conducive to the health and safety of inhabitants of its area of jurisdiction are prevented or removed;
 - (iii) Services in respect of water, sanitation, electricity, roads, stormwater drainage and transport are provided in a manner which it economically efficient;
 - (b) Set housing delivery goals in respect of its area of jurisdiction;
 - (c) Identify and designate land for housing development;
 - (d) Create and maintain a public environment conducive to housing development which is financial and socially viable;
 - (e) Promote the resolution of conflicts arising in the housing development process
 - (f) Initiate plan and co-ordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction;
 - (g) Provide bulk engineering services, and revenue generating services in so far as such services are not provided by specialist utility suppliers; and
 - (h) Plan and manage land use and development.

Housing Chapters

The Housing Chapter in the IDP came about as a means to assist municipalities in undertaking human settlements planning. It is designed to ensure that integrated development planning integrates the legislative and political priorities for housing into IDP processes to ensure that housing finds expression in the activities to the municipality, and get the benefit of integrated planning, namely, meaningful and inclusive public participation, coordination across sectors and spatial prioritisation, with adequate supporting capacity and funding through the Human Settlements Development Grant. It became a required part of the IDP through the National

Housing Code (2009), which provides guidelines on the inclusion of housing planning in integrated development processes, including a suggested approach to Housing Chapters in IDP.

Housing Chapters are formally defined as a summary of the housing planning undertaken by the municipality and should be used together with the IDP (National Department of Human Settlements, 2008). Similar to the IDP, the chapter is a five-year plan which is reviewed annually along with the review of the IDP.

The Department of Human Settlements has in 2019 completed an evaluation of the Housing Chapter programme, and recommendations have been made, which are likely to impact the scope of Housing Chapters, guidelines for the development of human settlements plans in differing municipal contexts, and the development of intergovernmental human settlements plans and project pipelines (DHS, 2019)

6.1.3 National Land Transport Act, Act 5 of 2009

Section 31 General principles for transport planning and its integration with land use and development planning

Land transport planning must be integrated with the land development and land use planning processes. The integrated transport plans required by this Act are designed to provide structure to the function of municipal planning mentioned in Part B of Schedule 4 to the Constitution and must be accommodated in and form an essential part of integrated development plans. This must be done with due regard to legislation applicable to local government, and its integrated transport plan must form the transport component of the integrated development plan of the municipality.

6.1.4 Water Services Act 108 of 1997

Section 12 Duty to prepare a draft water services development plan

2. Every water services authority must, within one year after the commencement, of this Act—
 - (c) as part of the process of preparing any integrated development plan in terms of the Local Government Transition Act, 1993 (Act No. 209 of 1993); or
 - (d) separately, if no process contemplated in paragraph (a) has been initiated prepare—
 - (iii) a draft water services development plan for its area of jurisdiction: and
 - (iv) a summary of that plan.

Section 15 Adoption of development plan

5. A water services development plan must form part of any integrated development plan contemplated in the Local Government Transition Act, 1993 (Act No. 209 of 1993)

6.1.5 Climate Change Bill, 2018

The Climate Change Bill places responsibility on local government (as organs of state entrusted with the powers and duties aimed at the achievement, promotion and protection of a sustainable environment) to coordinate and harmonise plans for functions that effect or

are affected by climate change to give effect to the national adaptation and mitigation objectives set out in the bill.

Section 2 Objects of the bill

The objects of the bill are to:

- (a) Provide for the coordinated and integrated response to climate change and its impacts by all spheres of government in accordance with the principle of cooperative governance;
- (b) Provide for the effective management of inevitable climate change impacts through enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to building social, economic, and environmental resilience and an adequate national adaptation response in the context of the global climate change response;
- (c) Make a fair contribution to the global effort to stabilize greenhouse gas concentration in the atmosphere at a level that avoids dangerous anthropogenic interference with the climate system within a timeframe and in a manner that enables economic employment, social and environmental development to proceed in a sustainable manner.

Section 9 Climate change response

1. An MEC responsible for the environment or a Mayor of a municipality, as the case may be, must:
 - (b) Within two year of the coming into operation of the Act, develop and implement a climate change need as response assessment and review and public the provincial or municipal climate change response implementation plans, as the case may be, every five years.
5. A provincial or municipal climate change response implementation plan contemplated in subsection 1(b) must be integrated and must inform provincial or municipal development planning processes and instrument.
6. The preparation of a climate change response implementation plan, contemplated in subsection 1(b) may take into consideration any existing provincial or municipal plan, which may require review and an amendment to include climate change responses.

6.1.6 Local Economic Development and Inclusive Economic Development (Integrated Urban Development Framework)

Reflecting the local economic development in the IDP is a requirement of section 26 of the MSA. Inclusive economic development is a key lever of the Integrated Urban Development Framework (IUDF).

The IUDF directed that the Metro's economic development strategy should be a special section of the municipal growth management strategy, and that the medium-term plan towards this strategy expressed in the Integrate Development Plan. It outlines the economic development strategy as follows:

"The economic development strategy should be based on the City's distinctive strengths and weaknesses, and recognise certain imperatives, such as the need to decouple growth and

resource consumption. It should seek to position the City (in relation to key industries, occupations, markets and investment opportunities) relative to other cities and regions within South Africa and internationally.”

The IUDF goes further to suggest how the Metro is guided to reflect its economic development priorities in the IDP and SDF:

“At a local level, economic development requires available serviced land, essential physical and telecommunications infrastructure, labour, skills, and efficient administration of building and environmental regulations. Combined with a conducive and safe social environment, these form the basic platform for attracting investment and enabling growth. However, municipalities do not have responsibility for all of these things and cannot deliver them alone. Therefore, municipalities need to champion a common economic agenda, working with relevant organisations and stakeholders in order to avoid redundant, incoherent or fruitless efforts and initiatives, and to develop joint action plans. Similarly, municipalities need to work closely with key role-players in human capital development (health, education and training), labour market services (job search, advice and work experience) and enterprise support services (business planning, financial assistance and marketing) to develop the local economy. Key development planning documents, such as the IDPs and SDFs, should clearly reflect municipalities’ priorities.” (Department of Cooperative Governance, 2016, pp. 83-90)

6.2 Guidance

Centralised cross departmental strategic planning, management and monitoring

Metropolitan municipalities must plan and develop their IDPs on the basis of a strategic long-term vision. The executive mayor or the executive committee is to ensure that this strategic long-term vision is in place. This should be a centrally (corporately) coordinated process with the Metro administration led by an interdisciplinary strategic planning committee (in some cases this may be the same as the IDP steering committee) led by top management. The form that this vision takes is for the mayor to decide, being responsible for the management of the drafting process. It could be in the form of a long-term City development strategy, it could be in the form of a set of strategic objectives emerging from a manifesto, it could be in the form of a Metro “One-Plan”. It could be expressed as a vision statement in the IDP. However, the vision should be evidence based, based on long-term demographic, economic, social, environmental and fiscal trends and projections. And it should be developed in partnership with City stakeholders.

The long-term vision should be supported by a long-term financial strategy and a long-term capital investment framework.

From this starting point, integrated development planning for the five-year term of office plan can progress, first with the identification of strategic outcomes to be achieved towards the long-term vision. Guidance on this can be found in the Outcomes-led Planning section of this document and the supporting documents identified there.

From the use of an outcomes-led approach the identification of roles-players towards achieving strategic outcomes become clearer. This forms the basis for transversal planning.

- Guidelines that reinforce the need for a transversal approach to strategic planning and subsequent management, monitoring and reporting. In other words, the Metro must have an approach to this.

- Guidelines must encourage positive transversal engagements as a way of bringing in line officials (re: workshops).
- Long-term asset infrastructure management plan.
- It must be made clear that process planning only happens every 5 years, and that the budget time schedule (MFMA) is annual (re: workshops).
- Encourage completion of the SDBIP before the final IDP submission (re: workshops).
- Guidelines to foster joint planning → transversal structures (re: workshops).
- How to link, align and cascade the IDP to all other key strategic documents and processes.

Common data

The mayor and the strategic planning committee are to ensure that all strategic planning in the Metro derives from the basis of common data. This means working off a common set of evidence and assumptions, covering:

- Demographic,
- Economic,
- Fiscal,
- Environmental,
- Social, and
- Growth trends and projections.

The same data is required in a number of City-planning processes, including the DDM Profile. The DDM profiles include and content with these aspects.

The mayor and City manager are to ensure that appropriate institutional arrangements are in place to develop, maintain and provide data to planning processes and departments, and line departments. This should include GIS, performance management and other key data providers in the Metro, and a common data champion in the Metro should be identified.

Integrating sector plans

The strategic outcomes identified and included in the IDP and the long-term strategic visions need to lead sector/ line strategies, from which SDBIPs are developed. Sector strategies should explain the strategy that that sector is going to apply towards achieving the strategic outcomes in the IDP and long-term strategic vision.

Some sector strategies will have a longer-term outlook than the five-year time horizon of the IDP. In these cases, the sector strategy should include a 5-year time horizon of work to be done within the IDP period towards achieving the strategic outcomes of the IDP.

The IDP must make reference to the shared strategic outcomes of the IDP and the sector strategies and should highlight what work in the sector strategy will be prioritised for the period of the IDP. The IDP need not include detailed summaries of the sector strategy, provided that it is clear that the IDP and sector strategy plan progress toward the same strategic outcomes. Key programmes and projects towards the outcome that are identified in the strategy should be highlighted in the IDP.

IDP and the SDF

The IDP and the SDF must work from the same long-term strategic vision, and should work towards the same strategic outcomes, alongside the long-term infrastructure plan and the long-term financial strategy. The SDF must give spatial expression to the growth and development pattern expressed in the long-term strategic vision of a 10 to 20-year time horizon.

The SDF is required by SPLUMA to contain a five-year spatial development plan for the spatial form of the municipality. This should be integrated with the IDP. The processes for developing the IDP and the SDF should be integrated as far as is practical, with overlapping steering committees and overlapping teams to ensure integration. This is particularly the case for developing the *spatial development plan* component, which should shift as the IDP shifts, while the longer-term vision and spatial development framework shifts only when reviewed according to its 10 to 20-year time frame.

Strategic outcomes may change from term to term as political priorities change and if Mayors or Excocos change mid-term. Should these strategic outcomes change, the IDP should be amended to accommodate the changes, and the 5-year spatial development plan within the SDF also changed accordingly. However, these processes have long lead times if done properly, and new Mayors or Excocos should not expect changes to the IDP and 5-year spatial development plans to be a comprehensive overhaul of planning that has gone before, by the time of the next IDP review and should rather take an approach of making manageable changes based on sound analysis.

Planning for cross-departmental issues

Planning for cross-departmental issues (such as: climate resilience, safer cities, gender mainstreaming) should be centrally coordinated through the same strategic management processes, and using the same common data used for developing long-term strategic plans and IDPs. A centrally coordinated planning process should allow for roles players to be brought in from across the spectrum of line departments, both to participate in planning and to implement through line departments.

Cross-departmental plans should be integrated with the IDP in the same way as sector plans, through a focus on achieving one or multiple strategic outcomes. This should be done through the planning process where more role players than those relevant to a sector or line strategy are clearly drawn in.

Disaster management

Municipalities are required to integrate disaster management planning into their integrated development planning processes in terms of the Disaster Management Act of 2003. Integrated development plans should, therefore, reflect on the disaster management plans where they relate to specific strategic outcomes in the integrated development plan. Planning for programmes and project for the IDP term should take cognisance of the risks anticipated in disaster management plans. Both integrated development planning and disaster management planning must also use the same common date, discussed earlier, as their base planning information.

6.3 Role-players

The Mayor

The Mayor and executive management must ensure that there is a long-term vision in place, share by all departments in the City.

The mayor, City manager and CFO

The mayor, City manager and CFO, must make sure that there is an evidence based long term financial strategy in plan on which planners can rely as the financial basis for the IDP.

The mayor and City manager must make sure that the institutional arrangements for a common set of City data are in place and that that this data set is in place and use as the basis for planning work in all City departments.

The City Manager

The City Manager and line managers must make sure that all role-players in the Metro understand their role in relation the achievement of cross-departmental outcomes and their supporting outputs, to which those role-players contribute.

CoGTA and National Treasury

CoGTA and National Treasury should support metros in the establishment of their common data sets and put in place mechanisms for sharing national level data for these.

6.4 Further reading

Transversal issues

Safer cities: SACN Works

<http://www.sacities.net/learning-platforms/reference-groups/urban-safety-reference-group>

Climate Change/Resilience:

<http://www.sacities.net/thematic-areas/sustainable-cities>

Gender mainstreaming:

<https://gcro.ac.za/research/project/detail/network-for-gender-and-urban-research/>

For cross-departmental planning

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

7. PRIORITY AREA THREE: Planning intergovernmentally



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>National sphere – national should provide a framework for sectoral, provincial and municipal planning to ensure coordination</p> <p>Provincial sphere – to provide a provincial development strategy with mid-term objectives and targets for public investment and services within a province and with provincial scale projects</p> <p>Local government sphere – has to elaborate a 5-year IDP as part of an integrated system of planning and delivery, which serves as a frame for all development activities within the municipal area</p>	<p>Role of City leadership – taking responsibility to engage sector departments and SOE's and commit to holding them to account for their commitments</p> <p>Intergovernmental structures – these are required for the implementation of projects</p> <p>Partnering – partnering and co-creating of Metro plans is essential</p> <p>Integrating national and provincial plans into the IDP</p> <p>Integrating sector guidelines</p> <p>Intergovernmental facilitation</p>

Practitioner experience has demonstrated that intergovernmental planning, the sequencing of planning cycles across the spheres of government and implementation have been persistent issues in integrated development planning.

7.1 Legal requirements

7.1.1 Municipal Systems Act, 32 of 2000

The requirement in terms of the Municipal Systems Act for cooperative development of the IDP is that:

- The IDP should be aligned with, and complementary to the development plans and strategies of:
 - Other affected municipalities
 - Other organs of state to give effect to Section 41 of the Constitution, the principal of co-operative government and IGR

However, the Act places a conditional burden on responsible organs of state for municipalities to comply with planning requirements in terms national and provincial legislation. Section 24(3) of the Act says “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 Chapter; and
- b. 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.”

7.1.2 Intergovernmental Relations Framework Act, 13 of 2005

Section 18 Role of Premier’s Intergovernmental Forum (PIF)

A Premier’s Intergovernmental Forum is a consultative forum for the Premier of a province and local governments in the province

- (a) to discuss and consult on matters of mutual interest, including
 - (vii) the co-ordination of provincial and municipal development planning to facilitate coherent planning in the province as a whole

Section 26 Role of district intergovernmental forums (Section 26(1)(f)(g))

The district intergovernmental forum is 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-

- (f) coherent planning and development in the district;
- (g) the co-ordination and alignment of the strategic and performance plans, 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.

7.1.3 Municipal Financial Management Act (MFMA)

Section 35 Promotion of co-operative government by national and provincial institutions

Nation and provincial departments and public entities must-

- (c) Provide timely information and assistance to municipalities to enable municipalities-
 - (i) To plan properly, including in developing and revising their integrated development plans; and
 - (ii) To prepare their budgets in accordance with the processes set out in Chapter 4 of the MFMA.

7.2 Guidance

Integration

Integrated development planning is everybody's business and requires the participation of the whole of government and of the residents of the municipality. National government, provincial government, state-owned enterprises and neighbouring municipalities need to participate in the integrated development planning of a Metro. This means planning together towards agreed and shared outcomes. These outcomes therefore must be drawn from national strategies, provincial strategies and the City's long-term development strategy.

Planning the outputs towards these outcomes therefore becomes a joint process and individual outputs should be incorporated in the business plans of the relevant national, provincial or local department, on which they are obliged to report.

Leadership

Political and administrative leadership in metros must take responsibility to engage sector departments and SOEs and commit to holding them to account for their commitments. This includes escalation, which is provided for in legislation.

Leadership in the province, the Office of the Premier and provincial CoGTA must ensure that provincial sector departments are engaging with metros in-

- The sector departments planning processes;
- In the metros IDP processes to ensure plans for the Metro area are mutually coherent; and
- Contribute to the achievement of Metro IDP outcomes.

Leadership also need to make sure that these departments are reporting regularly to metros on progress on implementing their contributory projects.

Leadership at national and provincial state-owned entities must ensure that their entities are engaging with metros to ensure their plans and plans for the Metro area are mutually coherent and contribute to the achievement of Metro IDP outcomes. Leadership need to ensure that these entities are reporting regularly to metros on progress on implementing their contributory projects.

Intergovernmental structures

Cross-departmental intra-municipal and intergovernmental technical structures are required for the implementation of projects. This is also true for integrated development planning which are important for developing and agreeing on shared outcomes and which stakeholders will make what contribution to the outcomes but providing specific outputs. These structures should also be used for progress reporting toward the outputs that contribute to the outcomes.

Intergovernmental relations amongst planners

- 1) Guidelines on how to improve intergovernmental relations between provincial and municipal planners (Source: Workshops)

Metro planning officials should work to establish and maintain relationships with planning officials in critical provincial departments such as Health, Education, Human Settlements and the strategic planning function in the Office of the Premier. This is important alongside formal intergovernmental structures, to help develop a shared vision towards Metro strategic outcomes and make formal intergovernmental processes more deliberate and productive.

Partnering for joint planning and implementation

Socio-economic challenges facing metros are complicated, complex and long-standing, and solutions usually cannot be implemented by the Metro alone. Therefore, partnering and co-creating of Metro plans is essential. Intergovernmental planning requires partnering with other government institutions to achieve common shared outcomes. Successful partnering or collaborating needs a process methodology to identify role-players, start points and roles and responsibilities in interventions. Tested methodologies in the South African Metro context are available, including the methodologies applied in the Western Cape Economic Development Partnership and the Cape Town Partnership.

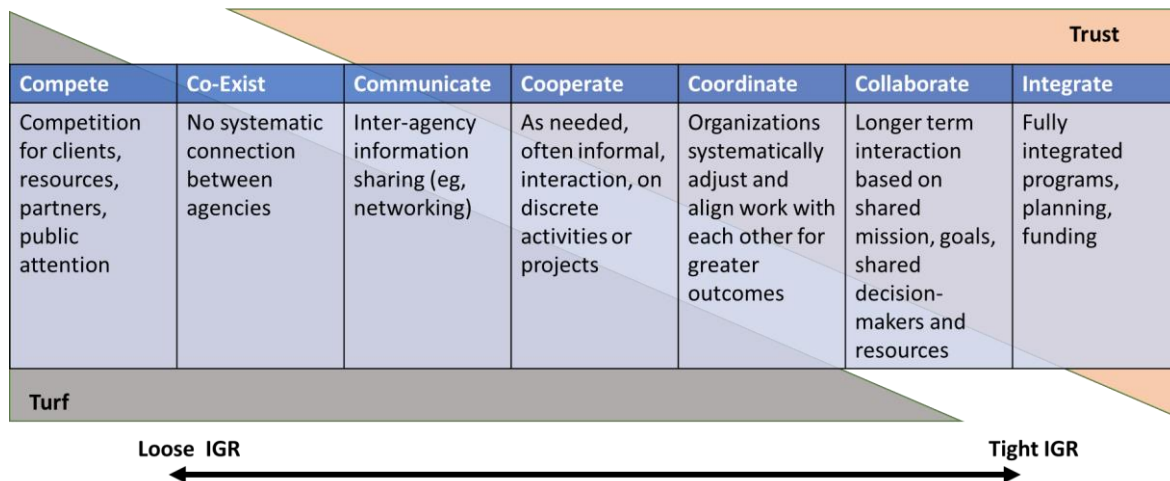
The Western Cape Development Partnership proposes a 6-stage approach to partnering:

1. Analyse the systems
2. Identify partners and stakeholders
3. Engage the stakeholders
4. Enable partners
5. Prioritise interventions
6. Reflect, learn and adapt

Each of these stages has a set of principles, tasks, tools and outcomes associated with it. The approach allows for the agreement on a set of starting conditions for the partners, before the prioritisation of interventions. Partnering effectively may require an intermediary supporting the process between collaborating organisations to facilitate the creation of a common agenda. Metros should approach partnering with intergovernmental stakeholders at the programmatic level toward their strategic outcomes.

Partners need to be aware of each other's business. IDP officials and councillors need to have a good understanding of sectoral and provincial plans, and sectoral and provincial planners need to be aware of Metro plans. This is particularly true when engaging with non-government stakeholders.

Figure 4: The Collaboration Spectrum



Although, it can bring great benefits, working with other organisations is more complex than working alone. It requires a combination of both formal and informal ways of achieving a good working relationship. Successful cooperation relies on clearly defined roles and responsibilities, as well as intent from partners to collaborate meaningfully towards the achievement of one objective. The Collaboration Spectrum is a tool that is useful for gauging the level of participation between organisations during the integrated planning process, and whether or not that level of collaboration is sufficient for successfully achieving the identified objective.

Planning with neighbouring municipalities

Metro’s share residents with neighbouring municipalities. These residents commute in and out of the metros to work and use service and infrastructure in multiple municipalities. It is important, therefore, that neighbouring municipalities integrate planning processes for programmes and projects that affect each other and agree on outputs towards their outcomes that they want to achieve through their IDPs.

Integrating provincial plans into the IDP

Provincial sector departments need to develop their plans for Metro areas as part of IDP processes to ensure that the Metro and provincial plans are mutually complementary the achievement of the integrated development plan outcomes. This means planning well in advance with metros to ensure that plans work towards the same outcomes, and that outputs are coordinated and ordered appropriately to achieve those outcomes. DCoG has developed a draft Intergovernmental Planning Framework (2015), which, in part, is intended to support with the integrating of provincial plans into integrated development planning processes.

Experience has shown that provincial sector departments and cities have been weak at integrating their planning processes and adhering to shared plans. DPME, CoGTA and National Treasury should consider developing an accountability mechanism to ensure that provinces and metros integrated their planning and can be relied upon to deliver their outputs as planned.

7.3 Role-players

The Mayor

The Mayor must ensure that the Metro is engaging national, provincial departments and state-owned enterprises in its integrated development planning.

The Mayor is to encourage external facilitation of intergovernmental engagement where required.

The Premier and the MEC of provincial CoGTA

The Premier and the MEC of provincial CoGTA must ensure that provincial sector departments are engaging with metros on their IDP and developing shared outcomes and are incorporating their outputs towards those outcomes in their plans and reporting on them. They must also ensure that the official participating in intergovernmental structures and attend the meetings of intergovernmental structures.

The Premier and MEC should encourage external facilitation of intergovernmental engagement where required.

Line managers from the Metro and provincial sector departments

Line manager from the Metro and provincial sector departments must ensure that appropriate effort is put into building both formal and informal relationships between officials from the Metro line department and the provincial sector departments. This includes making sure that appropriate intergovernmental technical structures are in place and functioning.

Metro line managers

Metro line managers must ensure that provincial plans are adequately taken into account in Metro line plans and ensure that provincial departments are fully informed of Metro implementation plans that require intergovernmental cooperation.

Provincial sector department managers

Provincial sector department managers must ensure that Metro plans are adequately taken into account in provincial sector plans and ensure that Metro departments are fully informed of provincial implementation plans that require intergovernmental cooperation.

7.4 Further reading

Western Cape Economic Development Partnership (2019) A Partnering Toolkit Developed by the Western Cape Economic Development Partnership <https://wcedp.co.za/partnering-framework/#framework>

Boraine (2009) Public-Private Partnerships and Urban Regeneration in the Cape Town Central City: Lessons from the First Ten Years of the Cape Town Partnership. <https://www.slideshare.net/CTP/publicprivate-partnerships-and-urban-regeneration-in-the-cape-town-central-city-lessons-from-the-first-ten-years-of-the-cape-town-partnership>

Cities Support Programme (2018) Infrastructure-led growth through Spatially Targeted Public Investment

<https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/CSP%20Tools/Care%20City%20Governance/Planning%20Reforms/2.%20Infrastructure-Led%20Growth%20through%20Spatially%20Targeted%20Public%20Investment.pdf>

Budget Council Lekgotla (2018) Introducing an intergovernmental urban spatial perspective in the budgeting process

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

8. PRIORITY AREA FOUR: Planning with the public



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Organisational arrangements – public participation has to be institutionalised to ensure all residents have an equal right to participate</p> <p>Structured participation – structured participation for large municipalities must specify who is to participate, on behalf of whom, on which issues, through which organisational mechanism and to what effect</p> <p>Create appropriate conditions – legislation requires that municipalities create appropriate conditions to enable participation</p> <p>Elected council – the council is the ultimate decision-making forum on IDP’s. The role of participatory democracy is to inform stakeholders and negotiate with them on issues</p>	<p>Visioning – focus on developing a shared vision between the public and the City administration for the outcomes to be pursued over the 5-year term</p> <p>Cross-sectoral public participation – develop ways to ensure that required expertise and direct engagement with the public is key in planning processes</p> <p>Facilitation – invest in facilitation capabilities and partner with organisation that can act as neutral intermediaries as appropriate</p> <p>Feedback – highly essential and should be done through various mechanisms</p> <p>5-year IDP participation – should focus on building the vision and strategic outcomes for the 5-year term of office</p>

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
	<p>Alternative communication methods, strategies and technology – investigate technology options available to you</p> <p>Ward committees and stakeholder forums</p>

Public participation, consultation and feedback have been identified by IDP practitioners as a key area of difficulty in integrated development planning.

8.1 Legal requirements

8.1.1 Municipal Systems Act

IDP Framework

Section 27 Framework for integrated Development Planning

Each municipality, at the start of its elected term and after following a consultative process must adopt a framework for integrated development planning for the area as a whole:

The framework binds the municipality to 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 coordinate the approach to be adopted in respect of those matters;
- (d) Determine procedures –
 - (i) For consultation between the district municipality and the local municipalities during the process of drafting of their respective integrated development plans;
 - (ii) To effect essential amendments to the framework

Section 28 Adoption of Process

1. Each municipal council with 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 term of Chapter 4, consult the local community before adopting the process.
3. A municipality must give notice to the local community of the particulars of the process it intends to follow.

Section 29 Process to be followed

In terms of the process required by legislation, the development of an IDP, Section 29 of the Act requires that the process followed by the 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 timeframes 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.”

Management of the drafting process is a responsibility of the Executive Committee or the Executive Mayor. The executive must:

- Manage the drafting of the municipality’s IDP.
- Assign responsibilities in this regard to the municipal manager.
- Submit the draft plan to the municipal council for adoption

The drafted IDP must be sent to council for adoption and thereafter submitted to the provincial MEC for local government. Notice must be given to the public of the adoption of the plan.

8.2 Guidance

Visioning and outcomes

Public participation for the initial five-year IDP should focus on developing a shared view between the public and the City for the outcomes to be pursued over the 5-year term. This view should be developed based on progress in the previous term towards realising the long-term vision for the City, the manifestos of the parties in the executive committee in council, and the issues raised by the public. Elected councillors have an important role to play in developing the shared view in their wards for the 5-year term and buy-in to the long-term vision.

Cross-sectoral public participation

An issue persistently raised by members of the public, ward committees, and public participation officials is that public participation is conducted by public participation officials who do not have the expertise to explain programmes and projects, or to explain prioritisation of programmes, projects and space in the planning process. This is particularly the case with infrastructure underpinning investment in the built environment. Metros should consider ways in which to ensure this expertise and engage directly with the public in planning processes.

Facilitation

Facilitation of public participation has been identified as a key element of public engagement. Facilitation is key in ensuring that the purposes of public meetings are achieved, particularly when negotiating the basic needs of the public, their complex solutions and limited resources. Metros should invest in facilitation capabilities and partner with organisations that can act as neutral intermediaries between the public and the City, as appropriate, particularly when engaging where there are low levels of trust.

Facilitators can design sessions that bring excitement and engagement to communities and stakeholders to activate interest and participation. Participation does not have to equate to long drawn-out meetings and can be tailored towards engaging and responding to community interest. It can also be done at different scales - ward, region, City - and can be tailored to suit scale, location and what the process hopes to achieve. Officials have identified that it is already a challenge engaging the public on their needs. It will prove impractical and challenging to discuss the City's vision with communities, typical public meeting formats do little to address this. Mechanisms that add value to the public participation processes need to be explored by metros in order to get valuable inputs

Ward committees and stakeholder forums

Ward committees and stakeholder forums offer sensible platforms for some of the public participations processes in integrated development planning but cannot be the sole mechanism for public engagement. This is because ward committees are often politicised, and stakeholder forums have high barriers to access.

Ward committees and stakeholder forums do offer good opportunities to experiment with and pilot participatory methodologies and facilitated process. Ward committee experience and local knowledge can also offer insight into what will be the most effective participatory approaches in those wards.

Ward committees and stakeholder forums also present a sound bases for offering feedback on progress toward the achievement of IDP outcomes and outputs.

Community empowerment and capacitation

The Metro needs to support ongoing empowerment and capacitation of communities to engage in public participation processes. These must be separate to the actual public participation processes. The purpose of this capacitation process should be to help communities engage with the substance of City planning responsibilities, such as understanding budgeting and budgeting processes, outcomes and outputs, prioritisation, infrastructure requirements and the relationship between the different elements of government in the implementation of Metro plans. This will help to improve the quality of

engagement in actual public participation processes, in the chosen format for that engagement.

Feedback

Feedback mechanisms are essential for maintaining public buy-in into planning. This means that the public should receive feedback on suggestions made by them; why their suggestions are included or not; and whether or not their suggestions already feature in the planning process. They also require feedback on prioritisation processes, that is, why certain programmes and projects are implemented ahead of others, as well as feedback on progress towards outcomes.

Feedback should be done through a number of different mechanisms, including public meetings, direct responses to inputs via the same communication channel the input was received, and through the mediums for information dissemination, newsletters, social media, and advertising in the traditional media.

5-year IDP participation

The initial 5-year public participation process should be focussed on building the vision and strategic outcomes for the five-year term of office. This then, must be the vision and outcomes on which progress, the achievement of outputs gets reported on in the IDP review process participation in subsequent years.

IDP review participation

Annual public participation processes should be focussed on feedback on progress towards the strategic outcomes, changes in circumstances and subsequent amendments to the IDP. Feedback should be on the progress towards outputs that are ultimately expected to contribute to the achievement of outcomes.

Alternative communication methods, strategies and technology

Technology provides options for engaging the public on issues and creating space for debate on planning issues. It also provides the ability to process large volumes of inputs and give consistent feedback. Cities should investigate technology options available to them. However, they should focus on finding ways to leverage existing popular platforms, rather than investing in bespoke and proprietary software. Using social media platforms, for instance, is a much more cost-effective way to share information with a far wider audience than a bespoke application. The purpose of bespoke technology should be to harness the engagements and intelligence that these existing platforms create. This means analysing inputs received, at scale, developing the ability to respond individually, and using data received from the public. The Metro should ensure that it demonstrate to the public how it is using this technology and track and give feedback on participation and its scale.

Metros should also look to build on existing City experience. Cities around the world and in South Africa have experimented with alternative engagement technologies. These work best when they stick to a number of basic principles:

1. Connectivity to use these systems should be freely available, reliable and easy to use. Data and time should not be limited.
2. The benefit of technology is to be able to generate and analyse data inputs in large quantities quickly and efficiently, this means:

- (a) Principles need to be in place for how the institution will respond to certain type of public inputs (i.e., in determining the feedback on and IDP proposal a system can automatically give feedback, on if it within the local government's powers, whether it is within the governing coalition's mandate, whether it is financially possible, or whether is a viable proposal and will be carried forward.
- (b) A technological system cannot replace engagement, officials will still need to engage the public, however the interface may change.
- (c) Technology can act as a barrier, in two ways:
 - (i) Inability to access the technology could prevent user from engaging with the City;
 - (ii) Inability to use the technology, or a poor experience using the technology may discourage residents from engaging with the technology and the City;Therefore, the City needs background systems that support the technology they choose to use that is reliable and support easy access. And the City needs to use intermediaries to assist residents seeking to engage with the technology.
- (d) As far as possible, systems for engaging the public should be open source. This will allow cities to learn and build on work other cities have been doing on open-source platforms, saving time and money from investing in building their own. It also allows other cities to learn and build on the work that a Metro will have done. An open-source system allows the users of a system to improve it themselves based on their experience with it.

CoGTA has developed GovChat, which links into communication platforms that are already widely used by the public, such as WhatsApp, Facebook Messenger and mobile USSD interfaces. Cities should explore how they could use GovChat as a means to improve public participation.

Assessing the depth of public participation

The public participation spectrum shown in GovChat offers a means of gauging the depth of public participation being undertaken by the Metro. The spectrum was developed to help clarify the role of the public in planning and decision-making. It is important to note that these are levels and not steps. Each level articulates the public participation goal and promise to the public. The further to the right on the spectrum, the more influence the community has over decisions, and each level can be appropriate depending on context.

Figure 5: Public Participation Spectrum

		INCREASING IMPACT ON THE DECISION				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal		To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions	To obtain public feedback on analysis, alternatives and/or decisions	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	To place final decision making in the hands of the public
		We will keep you informed	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide
Promise to the Public						

8.3 Role-players

The IDP manager and public participation unit

The IDP manager and public participation unit must ensure that appropriate mechanisms for public participation in integrated development planning are in place. This includes visioning, programme developing and progress reporting. Each of these is likely to require different techniques for public participation and different types of facilitation.

Line department managers and provincial sector department managers

Line department manager and provincial sector department managers must ensure that appropriate information about projects is available to the public about programmes and project is available for public participation processes, and available at times to participate in processes to explain programmes and projects or elements of them that public participation officials may not be able to explain.

Ward councillors

Ward councillors must assist IDP managers and the public participation unit in engaging the public in their wards in IDP processes and advise on appropriate facilitation techniques for various types of processes in their wards.

Mayors

Mayoral roadshows have been found to be less productive, effective events for collecting meaningful public input, but are useful for promoting the shared vision, outcomes and outputs planned for the IDP term. They should therefore be used prudently to support the wider public participation process, rather than forming the backbone of a public participation process.

8.4 Further reading

Jordan, L and Kola, N (2018) Making Participation Meaningful. SACN Urban Governance Paper Series

http://www.sacities.net/wp-content/uploads/2019/12/Urban%20Governance%20Papers_Volume%201_FINAL2.pdf

Budget Council Lekgotla (2018) Introducing an intergovernmental urban spatial perspective in the budgeting process

Pena-Lopez I. 2016. Technopolitics, ICT-based participation in municipalities and the makings of a network of open cities. ICTlogy Working Paper Series #3. Barcelona. https://ictlogy.net/articles/20161029_ismael_pena-lopez_techopolitics_ict-based_participation_decidim-barcelona.pdf

Western Cape Economic Development Partnership (2019) A Partnering Toolkit Developed by the Western Cape Economic Development Partnership <https://wcedp.co.za/partnering-framework/#framework>

Cooperative Governance and Traditional Affairs (former DPLG), and GTZ. (2005) *Ward Committee Resource Book*. South Africa; Cooperative Governance and Traditional Affairs (former DPLG). 2005. *The Ward Committee Handbook*. South Africa

https://www.westerncape.gov.za/sites/www.westerncape.gov.za/files/documents/2006/2/ward_committee_resource_book.pdf

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

IAP2, Public Participation Spectrum

[https://iap2canada.ca/Resources/Documents/0702-Foundations-Spectrum-MW-rev2%20\(1\).pdf?hstc=&hssc=&hsCtaTracking=fe26c53d-2dca-4fe7-ac8a-5ffd86b9ffc4%7C05e33fdd-10ed-45ac-bc11-0019045978a5](https://iap2canada.ca/Resources/Documents/0702-Foundations-Spectrum-MW-rev2%20(1).pdf?hstc=&hssc=&hsCtaTracking=fe26c53d-2dca-4fe7-ac8a-5ffd86b9ffc4%7C05e33fdd-10ed-45ac-bc11-0019045978a5)

9. PRIORITY AREA FIVE: Planning and strategy-led budgeting



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Link between IDP and municipal budget – the two are compiled in two separate processes that are closely linked, interacting together and informing each other.</p> <p>Timing – the timing of the IDP phases is structured determined by the budgeting process</p>	<p>The IDP, MSDF and budgeting – the capital expenditure framework should link the vision and plan in the SDF with the budget</p> <p>Sector planning and strategy-led budgeting – strategy needs to be prepared and aligned with programs and packaged projects, which the budget can then fund through prioritisation</p> <p>Long-term development and financial strategies – strategy-led budgeting needs a long-term coherent vision as a starting point, with a development path mapped out</p> <p>Planning with short-term annual budgets – anticipating and mitigating for short-term factors that affect the annual budget</p> <p>Strategy-led budgeting as interdisciplinary work – this is important as it helps understand the nature of support required in the medium-term budget, beyond the budget office and the CFO.</p>

The intention that local government budget formulation is strategy-led is clear in the process set out by the MFMA for preparing and approving the budget. The Mayor is the centre of the policy development process and guides the preparation of the budget and must “determine how the integrated development plan is to be taken into account or revised for the purpose of the budget” (MFMA s.53(1)(b)). The Municipal Systems Act 32 of 2000 (MSA) reiterates this through requiring the council to “align resources and capacity of the municipality with the implementation of the plan” (MSA s25(1)(b)) and that the IDP must “form the policy framework and general basis on which annual budgets must be based” (MSA s.25(1)(c)).

9.1 Legal requirements

9.1.1 Municipal Systems Act

Section 25 Adoption of integrated development plans

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) forms the policy framework and general basis on which annual budgets must be based;

Section 26 Core components of integrated development plans

An integrated development plan must reflect-

(h) a financial plan, which must include a budget projection for at least the next three years;

9.1.2 Municipal Finance Management Act 56 of 2003

Section 21:

1. The mayor of a municipality must -
 - (a) Co-ordinate the process for preparing the annual budget and for reviewing the municipality's integrated development plan and budget-related policies to ensure that the budget tabled, and any revision of the integrated development plan and budget related polices are mutually consistent and credible.
 - (b) At least 10 months before the start of the budget year, table in the municipal council a time schedule outlining key deadlines for-
 - (ii) The annual review of –
 - (aa) The integrated development plan in terms of sections 34 of the Municipal Systems Act; and
 - (iii) The tabling and adoption of any amendments to the integrated development plan and the budget related process; and
 - (iv) Any consultative processes forming part of the processes referred to in subparagraphs (i), (ii), and (iii)
2. When preparing the annual budget, the mayor of a municipality must-
 - (a) Take into account the municipality's integrated development plan
 - (b) Take all reasonable steps to ensure that the municipality revises the integrated development plan in terms of section 34 of the Municipal Systems Act, taking into account realistic revenue and expenditure projections for future years

Section 24 Approval of annual budget

1. The municipal council must at least 30 days before the start of the budget year consider the approval of the annual budget.
2. An annual budget-
 - (c) Must be approved together with the adoption of resolutions as may be necessary-
 - (iv) Approving any changes to the municipality's integrated development plan

Section 53 Budget processes and related matters

1. The mayor of a municipality must-
 - (b) Coordinate the annual revision of the integrated development plan in terms of section 34 of the Municipal Systems Act and the preparation of the annual budget and determine how the integrated development plan is to be taken into account or revised for the purposes of the budget.

Section 87 Budgets

5. The budget of a municipal entity must-

- (d) Include a multi-year business plan for the entity that-
 - (ii) Is consistent with the budget and integrated development plan of the entity's parent municipality

9.2 Guidance

Strategy-led budgeting relies on long term planning

The long-term planning discussed earlier in this document as the basis for the IDP is essential for strategy led budgeting. This includes both the long-term growth and development strategy and long-term financial strategy. The long-term growth and development strategy identifies the scale of investment required and the supporting operations required for that investment, and the long-term financial strategy creates the means for financing that investment. The IDP identifies the medium-term outcomes towards that strategy, which must be financed through the budget, drawing on the finance developed through the long-term financial strategy. It is not uncommon for IDP programmes and sometimes operations to fail, because a financing strategy has not been put in place ahead of time to generate sufficient funding for programmes and its supporting operations.

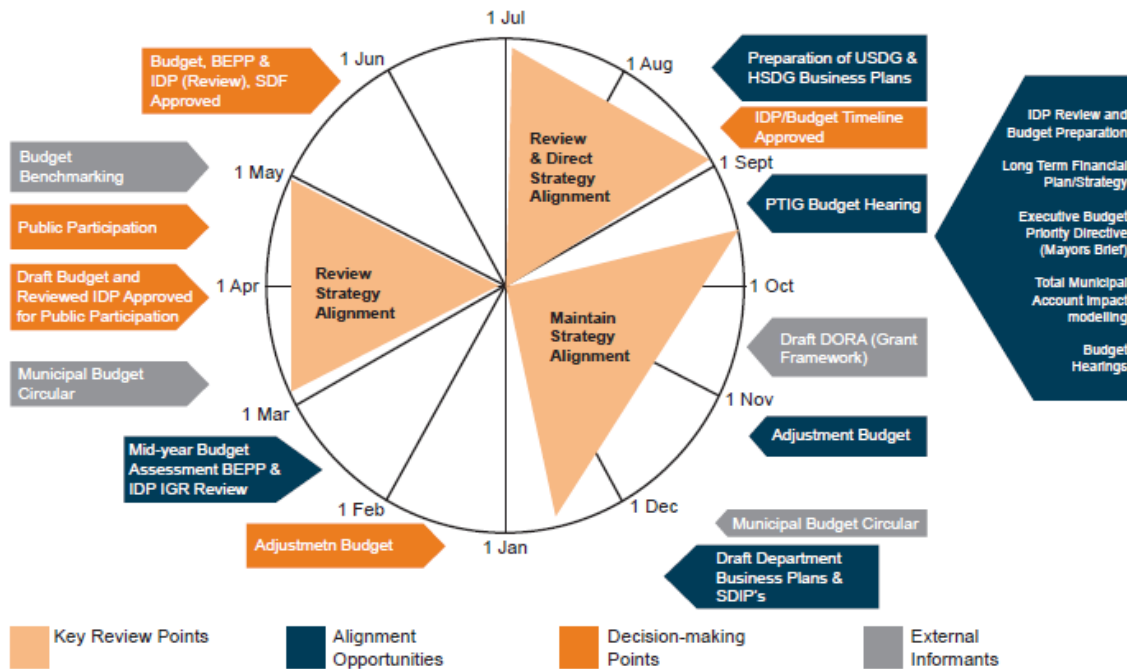
The IDP, MSDF and budgeting

The IDP has a long-term strategic vision, but functions as a term of office plan. The SDF, a core component of the IDP, must also include a long-term spatial development vision for the City looking ahead 10 to 20 years, reinforced by a five-year spatial development plan, which and a capital expenditure (investment) framework. The capital expenditure framework should link the vision and plan in the SDF with the budget.

Sector planning and strategy-led budgeting

For strategy to lead budgeting, the strategy needs to be prepared, with approved sector plans aligned with programmes and projects packaged and ready to spend affordably. The budget can then prioritise and fund a selection of these programmes and projects, considering both the outcomes the IDP seeks to achieve and the knock-on effects of choosing to fund one programme now and another programme later. All requests on the table should be integrated in the IDP and sector strategy.

Figure 6: Annual budget cycle and strategy alignment opportunities, adapted from (City of Cape Town, 2017) and (Cities Support Program, National Treasury, 2014)



(National Treasury, 2018c)

Long-term development and financial strategies

Strategy-led budgeting needs a long-term coherent vision as a starting point, with a development path mapped out. This needs to be robust and supported by a long-term financial strategy that can fund long term capital investment in projects with extended lead times to finance this strategy in the annual budget and three-year medium-term expenditure framework (MTREF). At times, this can be hampered by short term considerations, both political and technical.

Long term financial strategies should also aim to develop additional revenue streams for the City and identify appropriate types of partners for this.

Planning with short-term annual budgets

The annual budget is a short-term process and can be affected by short-term factors. Programmes and projects integrated into the IDP should anticipate and mitigate for the following short-term factors as far as possible and use the long-term financial strategy to prepare for implementation rather than rely on the annual budget and MTREF:

- Spend readiness
- Whether the budget is funded or not
- Politically acceptable rates and tariff adjustments
- Political or crisis projects
- Getting the basics right
- Whether there is operational funding to support the capital investment

Integrated development planning processes plan for a five-year time horizon, with only minor changes anticipated annually, whereas budgeting happens over a one- and three-year time

horizon. The budget therefore needs to follow the five-year planning process. The planning process, however, needs to anticipate the necessity for plans to be adaptable to changes in the availability of funds, and understand the consequences of their plans, and changes to the ability to implement them, which is why a sound prioritisation process (dealt with in the next section) is necessary.

Strategy-led budgeting is interdisciplinary work

Investment programme and projects identified by a coherent, integrated long-term spatial transformation plan need to be assessed in terms of the financial impact, costs and revenues, and matched to funding or financing instruments, that do not compromise but support the financial sustainability of the metros. This is interdisciplinary work, to understand the nature of support required in the medium-term budget, beyond just the budget office and CFO.

Uncertain politics and budgets

Increasing political instability, with mid-term changes of mayors and/or mayoral committees and coalitions makes plans vulnerable. Similarly, weak economic performance means that budget have been curtailed in recent years. The most effective way to protect plans from political and budgetary uncertainty, is to ensure that they are budgeted for and that programmes and projects in plans commence on schedule. Plans should also be politically adaptable; the majority of plans can be adapted for changing political programmes with some amendment.

9.3 Role-players

The Mayor, City Manager and CFO

The Mayor, City Manager and CFO must ensure that a long-term financial strategy is in place.

The City Manager, the CFO and the IDP Manager

The City Manager, the CFO and the IDP Manager must ensure that budgeting is an interdisciplinary process and is led by the strategic outcomes in the IDP.

Line department managers

Line department managers must ensure that line or sector plans are in place to deliver outputs contributing to the IDP outcomes to lead budgeting, with an understanding of possible scenarios based on budget availability.

National Treasury and Provincial Treasuries

National Treasury should assist Metros in developing their long-term financial strategies, including the development of additional revenues stream to government transfers and trading service income.

Provincial Treasuries should provide technical support to municipalities, including Metros, in relation to their needs and capabilities. While the type of planning and intergovernmental financial management support needed has varied, there is consensus in the view that there is a relevance and need for ongoing tailored support.

9.4 Further reading

National Treasury (2018), Strategic Planning Led Budgeting

<https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/CSP%20Tools/Case%20Study%20City%20Governance/Planning%20Reforms/1.%20Strategic%20Planning%20Led%20Budgeting.pdf>

The Budget Prioritisation Framework

<https://www.dpme.gov.za/publications/Reports%20and%20Other%20Information%20Products/DPME%20Mandate%20Paper%20final%20for%20public%20release.pdf>

Cities Support Programme (2017) Project to assist the City of Tshwane Metropolitan Municipality to develop a long-term City strategic plan in a single coordinated process which also generates the BEPP, IDP, and Budget for 2018/19

Cities Support Programme (2018) Metro Long Term Financial Strategy Project: Presentation to the World Bank Group

SACN (2019) Political Administrative Interface in the Built Environment

<http://www.sacities.net/political-administrative-interface-in-the-built-environment>

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

10. PRIORITY AREA SIX: Prioritising programmes and projects in integrated development planning



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Prioritisation of programmes and budgets between sectors and spheres in line with the national framework</p>	<p>Sound basis for prioritisation - Cities undertaking work to develop a contextually sound approach to prioritisation</p> <p>Credible and common data – identify key data that is necessary for prioritisation and have institutional arrangements in place to collect said data</p>

Built environment value chain (BEVC) – intergovernmental process with activities that are linked together in a logical sequence

Spatial targeting – use of tools developed by SACN and NT CSP

Communicating prioritisation

Community asset profiling

Wards – ward-based projects should not feature in the main body of the IDP, unless there is a specific and unique contribution to the Metro-wide outcomes in the IDP

IDP practitioners have identified a critical need for credible and objective ways to prioritise programmes and projects in integrated development planning to ensure intended outcomes are achieved. A sound approach to prioritisation is also required for the implementation of strategic planning-led budgeting.

10.1 Legal requirements

There are no legal requirements for prioritisation in integrated development planning other than the Municipal Systems Act requiring that for the IDP to reflect “the council’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs (Section 26c) and “the local community to be consulted on its development needs and priorities” (Section 29(1)a(i)).

10.2 Guidance

An approach for the prioritisation of projects is necessary to make planning and implementation decisions. It is important because it allows a shared basis upon which to make implementation decisions according to the cities’ needs and resources. A sound prioritisation approach allows cities to make informed decisions about how to allocate their resources in the short- to medium-term, with a reasonable understanding of the consequences of the trade-off of choosing to implement one project over another. A sound prioritisation framework also offers a basis to explain planning, budgeting and implementation decisions to role players in the planning process (important for shared ownership), and officials and beneficiaries of programmes and project(s) including communities.

No prescribed prioritisation approach

This guideline does not prescribe an approach to prioritisation, but rather emphasizes the importance of cities undertaking work to develop a sound approach to prioritisation that works for that City’s local and institutional context.

Credible and common data

Cities that have made strides towards developing prioritisation processes have emphasised that it is not possible to put in place a credible prioritisation process without credible data to

underpin it. Cities should therefore identify the key data that they will need for prioritisation and put in place the institutional arrangement to ensure that data is collect and updated as appropriate. This should also form part of the centrally managed common data mentioned elsewhere in this guideline.

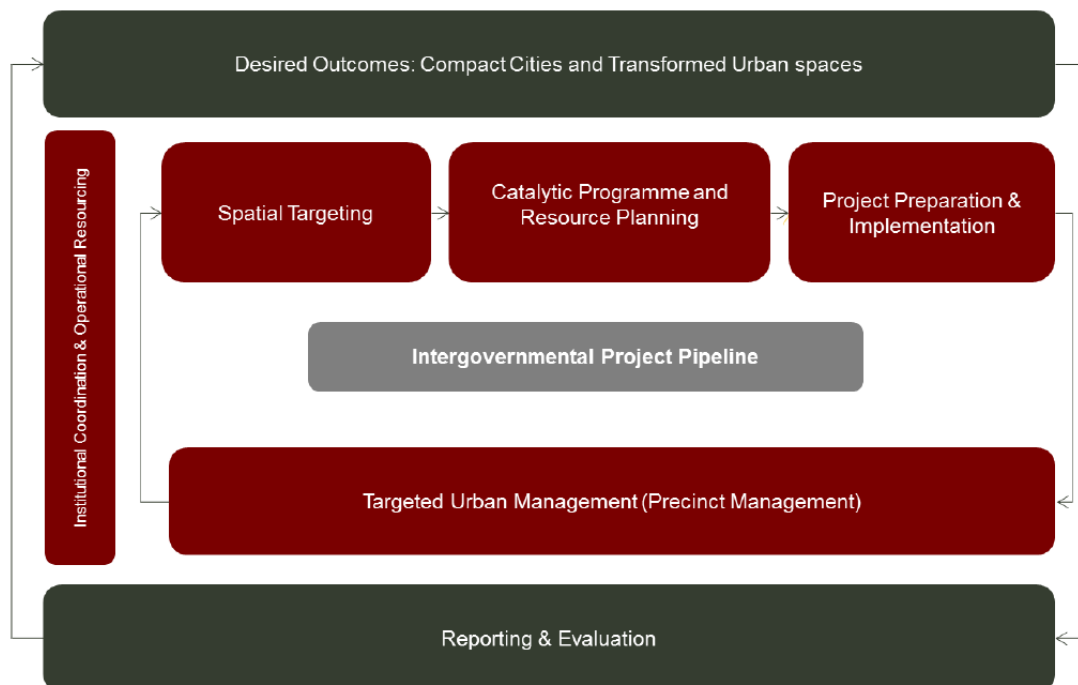
Built Environment Value Chain (BEVC)

The BEVC is an intergovernmental process aimed at achieving the identified set of built environment outcomes in cities. BEVC activities are linked together in a logical sequence and form part of an iterative, rather than linear, process. Spatial targeting in areas that are optimal locations for integrated development. The prioritisation of particular areas provides a hierarchy of space where the cumulative effect of public, private and household investment will contribute to spatial transformation.

Priority precincts within these areas are identified which are the focus of catalytic urban development programmes which need to follow rigorous portfolio management and a programme preparation approach. These projects need feasible and documented concepts, viable project funding structures, effective implementation and operational modalities and to collectively contribute to outcomes and thus impacts.

The BEVC planning approach should influence the allocation of resources where spatially targeted areas become the focus for planning, coordination and sequencing of public investment. A pipeline of intergovernmental urban development projects can be identified and tracked within these programmes. The allocation of funding to these capital project should sit in the long-term financial strategy.

Figure 7: The iterative Built Environment Value Chain



(National Treasury, 2017)

Communicating prioritisation

Using a transparent approach to prioritisation process will assist with communicating prioritisation. Explaining the method of prioritisation, and why or why not programmes have been included in an IDP term in terms of the method of prioritisation is key. This should be done through the media, in public and stakeholder meetings.

Spatial Targeting

The South African Cities Network and the National Treasury having initiated the process of developing tools for Metros to make informed choices - on development applications based on their impact. To this end they have developed the Fiscal Impact Tool (FIT), and subsequently, along with the City of Cape Town, developed a simplified version called the Spatial Costing Tool (SCOT). Metros can draw on this experience and these tools through engaging with the Cities Support Programme, to build their capability towards sound prioritisation approaches that can target space.

Wards

The integrated developing planning process focusses on the outcome level, which primarily deals with the Metro-scale rather than wards. This means that ward-based projects should not feature in the main body of the IDP, unless there is a specific and unique contribution to the Metro-wide outcomes in the IDP. Ward-based planning remains an important tool for planning in cities and can feature as part of the integrated development planning process, in particular through helping to understand the outcomes that cities want to achieve. An aspect for consideration is that the outputs delivered at ward-level is a direct contributor to the achievement of desired City-outcomes. Outputs should be planned for in the appropriate documents, such as the service delivery budget implementation plan (SDBIP), or specific ward plans, rather than the City-wide IDP. It could find high-level expression in the IDP but should be articulated in operational planning instruments.

10.3 Principles for prioritisation in integrated development planning

1. Prioritisation should be transparent, and understandable with explanation, to the public.
2. Prioritisation should be based on sound planning data.
3. Prioritisation should demonstrate firm commitment to the long-term development vision and priorities for the Metro and the strategy to advance that vision and they performance targets along the way.
4. Prioritisation should be integrated with the long-term financial strategy and the Budget process. Programmes must be fundable, in terms of the long-term financial strategy and available finance.
5. Prioritisation should recognise and assess the trade-offs between projects being selected for implementation and that these trade-offs should be informed by the specific socio-economic context.
6. Programmes should be prepared for prioritisation using the same shared planning data.

7. Prioritisation should be responsive to the public's need and vision for the City, developed during public participation processes. Programmes contributing to Metro outcomes should be prioritised over programmes contributing to localised outcomes.
8. Prioritisation should enhance the transformative impact of spending.
9. Prioritisation should elevate catalytic programmes and projects.

10.4 Role players

CoGTA, DPME and National Treasury

CoGTA, DPME and National Treasury should assist Metro's in developing sound prioritisation models for use in integrated development planning.

Mayor and municipal managers

Mayors and municipal managers must make sure that sound, transparent prioritisation models are in place in their Metros, and that these models are adhered in planning and implementing integrated development.

Ward councillors

Ward councillors must familiarise themselves with their Metro's prioritisation model, so that they can explain it to their constituents and why and why not programmes are being undertaking.

IDP Managers

IDP managers must ensure that integrated development planning processes use the prioritization model that the Metro has developed.

10.5 Further reading

Cities Support Programme (2017) Guidance Note: Framework for the formulation of Built Environment Performance Plans

<https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/BEPP%20Guidelines%20CSP2/BEPP%20Core%20Guidance%20v5.5.pdf>

Cities Support Programme (2018) Aligning Planning and Capital Budgeting

<https://csp.treasury.gov.za/Resource%20Centre/Conferences/Documents/CSP%20Tools/Core%20City%20Governance/Planning%20Reforms/4.%20Aligning%20Planning%20and%20Capital%20Budgeting.pdf>

The Budget Prioritisation Mandate Paper

<https://www.dpme.gov.za/publications/Reports%20and%20Other%20Information%20Products/DPME%20Mandate%20Paper%20final%20for%20public%20release.pdf>

Cities Support Programme (2018) The Fiscal Impact Tool – Metro Experience

<https://csp.treasury.gov.za/Projectdocuments/3.%20The%20Fiscal%20Impact%20Tool.pdf>

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

11. PRIORITY AREA SEVEN: Monitoring and reporting on implementation



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Key information – all key project information such as inputs, timing of delivery and outputs, to be collated into a single information system that allows for it to be used in different forms</p> <p>Organise – all available information on levels of implementation for different projects to be organised, linked to the requirements of the indicators, refined and filtered and then incorporate all other relevant baseline information that becomes available during implementation</p> <p>Provincial government – responsible for monitoring the progress of the IDP processes</p>	<p>MFMA Circular 88 – makes clear that the reporting of the IDP should focus on functional outcomes</p> <p>Back to Basics compliance reporting – reporting on the 17 B2B indicators as well as answering 4 questions prescribed by CoGTA is essential</p> <p>Own indicators – cities should continue to innovate cost-effective and dynamic data collection systems, methods and indicators</p> <p>Setting targets – outcome targets should be set for the 3-year MTREF period and 5-year IDP period</p> <p>Monitoring data – data for indicators should form part of the common data that is used for all planning functions</p> <p>Transversal performance management – this should be monitored through the monitoring of integrated or transversal outcomes</p>

IDP practitioners have identified the need for clarification and guidance on reporting and accounting on the IDP in relation to the requirements of the Municipal Systems Act and Municipal Finance Management Act (MFMA) Circular No. 88.

11.1 Legal requirements

11.1.1 Municipal Systems Act

Section 38 Establishment of performance management system

A municipality must-

- (a) establish a performance management system that is-
 - (i) commensurate with its resources;
 - (ii) best suited to its circumstances; and
 - (iii) in line with the priorities, objectives, indicators and targets contained in its integrated development plan;

Section 41 Core components

1. A municipality must in terms of its performance management system and in accordance with any regulations and guidelines that may be prescribed-
 - (a) set appropriate key performance indicators as a yardstick for measuring performance, including outcomes and impact, with regard to the municipality's development priorities and objectives set out in its integrated development plan

11.1.2 Municipal Finance Management Act (MFMA)

The MFMA is a consolidated legal framework implemented in 2004 with the objective to “secure sound and sustainable management of the fiscal and financial affairs of municipalities and municipal entities by establishing norms and standards” (MFMA, 2003). Support for the implementation of the MFMA is provided through the issuance of MFMA circulars and guidelines (amongst other things) from National Treasury in order to assist National Treasury in achieving its responsibilities in terms of section 5 and 6 of the MFMA.

The circulars are an essential form of communication aimed at facilitating transparency and consistency with the implementation of the MFMA. Each circular deals with issues of importance and provides guidance to municipalities on various aspects of the implementation of the MFMA and establishing reporting requirements. The following circulars for instance have served as key guiding documents on monitoring and reporting:

- Circular No.13 on the Service Delivery Budget Implementation Plan (SDBIP);
- Circular No. 63 on Annual reports;
- Circular No. 71 on Financial Ratios; and
- Circular 88 on Indicators.

11.2 Guidance

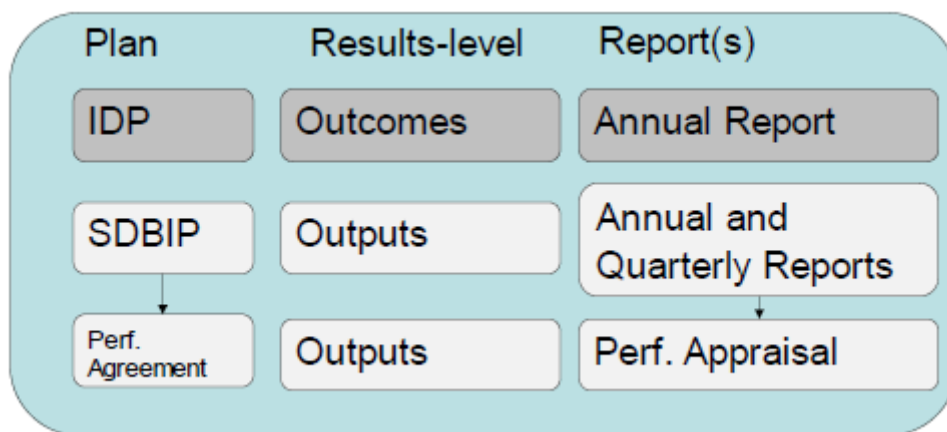
MFMA Circular 88

MFMA Circular 88 on Rationalisation Planning and Reporting Requirements provides guidance and assistance to metropolitan municipalities on the preparation of statutory planning and reporting document for the medium-term expenditure framework. The Circular is jointly issued by NT, DPME and CoGTA and is unique in its history as an intergovernmentally produced MFMA Circular. It introduced a series of indicators at the level of outcomes and

outputs for inclusion within IDPs. Following the experience of rollout in 2018/19, Circular 88 has been refined in an addendum issued in December 2019 and further refinements are anticipated in 2020 as part of an incremental reform process intended to culminate in the introduction of new Planning and Performance Management Regulations in terms of the MSA. The circular makes clear that in terms of reporting on plans, reporting of the IDP should focus on reporting on functional outcomes.

The Figure below is intended to provide conceptual clarity with regards to planning and reporting instruments at a results-chain level and further illustrates the important relationship between the functional outcomes in the IDP and the functional outputs reflected in the SDBIP.

Figure 8: Planning and Reporting instruments and their results-level



The circular further provides a set of indicators for cities to report on towards the achievement of generally applicable functional outcomes. The functions covered are:

- Water and sanitation;
- Electricity and energy;
- Housing and community facilities;
- Roads and transport;
- Environment and waste management;
- Fire and emergency services; and
- Governance

These take the form of outcome indicators, which show progress towards achieving outcomes, and output indicators, which according to the outcomes led planning logic, contribute to the achievement of the outcomes. The indicators are graded according to four tiers:

Tier 1	Indicator conceptually clear, established methodology and standards available and data regularly produced.
Tier 2	Indicator conceptually clear, established methodologies and some standards but there is variability in interpretation and systems available to support. Data are not yet regularly produced across all stakeholders.
Tier 3	Indicator for which there is agreed conceptual value, but not yet a common established methodology and standards for data to be produced.
Tier 4	Indicator for which there is an identified need, but not yet conceptual agreement between stakeholders and this is a placeholder for a future indicator.

The output-level indicators are for planning and reporting on through the SDBIP reporting process, not IDP reporting processes.

The outcome-level indicators should be used for functional outcome planning and reporting and for monitoring and reporting on progress towards IDP outcomes over the medium term. The 2019 addendum to Circular 88 identifies 41 tier 1 and tier 2 outcome indicators and 37 output indicators to report on.

<p>Outcome indicators should:</p> <ul style="list-style-type: none"> • Be included in the IDP with baseline data for the most recent year for which data is available. • Include a medium-term target for both the end of the electoral term (5th year) and the outer year of the MTREF (3rd year shifting out). • Be reported upon for the latest year for which data is available in the Annual Report. <p>Outcome indicators should not:</p> <ul style="list-style-type: none"> • Form the basis of an annual performance appraisal of the municipality. • Have public annual or quarterly targets. • Be expressed in the SDBIP. • Be included in annual performance agreements of municipal managers or senior management. <p>Output indicators should:</p> <ul style="list-style-type: none"> • Be included in the SDBIP with baseline data for the preceding financial year. • Include annual targets and be split into quarterly projections as appropriate. • Be reported on an annual basis and quarterly as appropriate. • Be reflected in the annual performance agreements of municipal managers or senior management.
--

(National Treasury, 2017)

Back to Basics compliance reporting

In addition to the Circular 88 indicators, the cities are required to report on 17 Back to Basics indicators as well as answer 4 questions prescribed by the Department of Cooperative Governance and Traditional affairs.

Own indicators

Other than the introduction of these functional indicators, cities should continue to innovate cost-effective and dynamic data collections systems, methods and indicators. Cities have the discretion to set or select indicators in additions to the prescribed indicators, and they should do so, in particular in relation to strategic outcomes that are not covered by the Circular 88 indicators. These could include the transformational indicators identified in Circular 88 (no longer prescribed), the UN SDG indicators that are not covered by Circular 88, or other transversal indicators the City identifies.

Setting targets

Outcome targets should be set for the medium-term horizon the 3-year MTREF period and 5-year IDP period. Indicators should be tracked annually to monitor trends, but accountability should rest with the achievement of the target set for the medium term-horizon in the IDP. Practically, this means outcome indicators will not have annualised targets, although annual performance should still be monitored and reported. In tracking outcome indicators annually, it should not be assumed that progress toward the medium-term target will be linear nor that the output indicators are in isolation a sufficient indication of the likely achievement of an intended outcome.

Monitoring data

The Framework for Managing Programme Performance Information (FMPPI) provides a conceptual framework for performance reporting across the three spheres of government and supplies the conceptual foundation for the current results-based approach (National Treasury, 2007). The framework makes provisions monitoring and state reporting across all three spheres of government by providing a conceptual basis for the design and implementation of management systems to define, collect, report and use performance information in the public sector, with the intention to provide common understanding and consistency across the three spheres.

Circular 88 introduces a standardised indicator description format for performance indicators. It further requires cities to develop a set of standard operating procedures for the sourcing, collection, collation, storing and managing of data consistent with these Technical Indicator Descriptions. This recognises that cities have their own systems and methodologies in place for their indicators. While the indicators are commonly defined the protocols for the sourcing and collection of the data for each may vary between cities.

Data for indicators should form part of the common data that is used for all planning functions, discussed earlier in this document.

Cross departmental (transversal) performance management

Cross departmental performance should be monitored through the monitoring of integrated or transversal outcomes. Therefore, while progress should be tracked, it should only be monitored for accountability at medium term intervals.

Through identifying the outputs that contribute to each transversal outcome, output indicators should be tracked through the SDBIPs to ensure that departmental role-players are fulfilling the service delivery commitments within their immediate control. This can be monitored annually.

Separately, the Metros in conjunction with CoGTA, National Treasury and DPME should develop indicators to monitor the quality of cross departmental performance within Metros and well as indicators to monitor the quality of intergovernmental performance.

Provincial Sector Department reporting

Provincial sector department need to ensure that they are reporting to metros on progress towards the outputs that they have included in their performance plans that contribute towards Metro outcomes. While Metros do not have to report on provincial outputs, they

should report holistically to the public on progress towards outcomes, which includes reporting to the public on provincial outputs towards Metro outcomes.

Reporting on process

Metros and CoGTA must develop indicators for reporting on the integrated development planning process in metros, beyond compliance oriented Back to Basics indicators. These indicators must seek to measure the quality of the process, rather than whether or not the process has been followed. They must cover issues like the nature of public participation, the credibility of prioritisation, and the credibility of a need's analysis.

11.3 Role Players

CoGTA, National Treasury, DPME and Metros

CoGTA, National Treasury, DPME and Metros must develop indicators to monitor the quality of integrated development planning processes, beyond compliance reporting.

These stakeholders must also develop indicators to monitor cross-departmental performance towards the achievement of IDP outcomes, and intergovernmental performance towards the achievement of IDP outcomes.

The Premier and MEC of provincial CoGTA

The premier and MEC of provincial CoGTA must ensure that provincial sector departments are reporting progress to metros on outputs that contribute to the achievement of Metro outcomes.

The Mayor, municipal manager and IDP manger

The Mayor, municipal manager and IDP manger must ensure that appropriate indicators are in place to monitor progress towards them and report on them at appropriate intervals. It is likely in the case of outcome indicators that this will not be every year.

The municipal manager

The municipal manager must ensure that the Metro has systems in place to monitor performance and progress according to CoGTA indicators, Circular 88 indicators as well as the Metro's own outcome indicators. These systems should feed into the Metros common data system, to allow all departments to track progress towards outcomes and outputs and plan accordingly.

11.4 Documents for further guidance

National Treasury MFMA Circular 88

<http://mfma.treasury.gov.za/Circulars/Documents/MFMA%20Circular%20No%2088>

Circular 88 December 2019 Addendum

<http://mfma.treasury.gov.za/Circulars/Documents/Forms/AllItems.aspx?RootFolder=%2FCirculars%2FDocuments%2FMFMA%20Circular%2088%20Addendum&FolderCTID=0x012000E772703726E2A8479752CF24A134692B&View={06AB24E7-1C64-4A80-A0FA-273E6A829094}>

DPME 2010 Guide to the outcomes approach

<https://www.dpme.gov.za/publications/Guides%20Manuals%20and%20Templates/Guideline%20to%20outcome%20approach.pdf>

Framework for Managing Programme Performance Information

<https://www.dpme.gov.za/publications/Policy%20Framework/Framework%20for%20Managing%20Programme%20Performance%20Information.pdf>

UN SDG Indicators

<https://unstats.un.org/sdgs/metadata/>

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

12. PRIORITY AREA EIGHT: Annual reviews of integrated development planning



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Implementation management information – this is information that measures project implementation progress, such as completion timelines</p> <p>Achievement of IDP objectives – this information has to be measured overtime using the indicators that have been set</p> <p>New information – information generated either internally or externally, reflecting changes that have happened in and around the municipal area that impacts the appropriateness of the IDP.</p> <p>Comments from the MEC – should a municipality start the review process shortly after receiving comments from the MEC, they may choose to address them as part of the review process</p>	<p>Assessment of performance measures – it is useful to check the appropriateness of the indicator, and if it needs amending, consider the timing</p> <p>Changing circumstances – only if a change is expected at the outcome level should the IDP be significantly amended</p> <p>Steps – definition of the steps for a Metro to follow in the annual review of the IDP.</p>

IDP practitioners have identified that there is a lack of consistency in how the requirements for reviewing an IDP annually are understood, both internally in the City and by MECs for local government.

12.1 Legal requirements

Section 34 Annual review and amendment of integrated development plan

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.

12.2 Guidance

Review

The Municipal Systems Act require that the IDP be reviewed each year, by assessing its performance measure and changing circumstances. The IDP may be amended as a result of the review but this is not necessarily required. When should a Metro expect to amend its IDP?

Assessment of performance measures

Most performance measures in the IDP of a Metro should be at an outcome-level. The compliance indicators required by CoGTA are understood to be output-level measures. While tracked annually these measures and target are set for the medium term of 3 to 5 years. Two questions should be asked when considering amending performance measures:

1. Is this measure still appropriate? i.e., is there evidence that this measure or indicator is still fit for purpose to measure performance against its outcome?
2. Is this an appropriate time to consider revising targets set on a 3-5-year timeframe?

Changing circumstances

The review is required to assess whether or not there are changing circumstances in the municipality that would require a change to the IDP. Given that the IDP is focussed on the outcome level, this review should irrespective of whether or not there needs to be a change to the strategic outcomes laid out in the IDP and whether the changing circumstances affect the programme and projects that provide progress towards those outcomes. However, only if a change is expected at the outcome level should the IDP be significantly amended in substance. The kinds of changes that might lead to this are:

1. Significant changes in budget availability
2. Changes in political regimes

Steps

This Guideline begins the process of defining the steps for Metros to follow in the annual review of the IDP through the principles outlined in the following section and in the assessment framework for this Guideline.

12.3 Principles for reviewing and amending the Metro IDP

The following values or key attributes should be considered when reviewing and amending the Metro IDP on an annual basis:

1. The review of the IDP should respond to the performance of the municipality towards its outcomes. It should be understood that progress towards outcome is likely only to be seen in the medium term and so performance related reviews for the IDP should only occur in the later years of the IDP term
2. There should only be an amendment to IDP if there is a change in circumstances that demands it.
3. Changes to the IDP mid-term should be kept to a minimum.
4. Public participation in the process of reviewing the IDP should focus on progress reporting. This is both reporting on progress toward outcome as well as outputs, drawing on the SDBIP reporting of line departments and their contribution to achieving the outcomes in the IDP. Provincial sector department and state-owned enterprises should also report on progress towards their contributions to the achievement of the Metro's outcomes.

12.4 Role-players

The Mayor and Speaker

The Mayor and the Speaker must ensure that changes to the IDP mid-term are kept to a minimum and based on the principles outlined above.

The Mayor and Ward Councillors

The Mayor and Ward Councillors must ensure that reporting back to the public on progress towards IDP outcomes and outputs happens and is supported by line departments working towards those outputs.

The MEC of CoGTA

The MEC of CoGTA should encourage Metro's to keep mid-term changes in the IDP to a minimum.

The Premier

The Premier must ensure that provincial sector departments are feeding back into Metro public participation progress reporting.

The IDP Manager

The IDP manager must prepare an appropriate public participation process for report back on progress towards IDP outcomes and associate line SDBIP outputs.

12.5 Further reading

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

13. PRIORITY AREA NINE: Assessing the integrated development planning process



The 2001 IDP Guide Pack in relation to the Revised Metro-Specific IDP Guideline ...

<i>Emphasis of 2001 IDP Guide Pack</i>	<i>Emphasis of Revised Metro-specific IDP Guideline</i>
<p>Comments from the MEC – if the MEC comments on the council-adopted IDP, the comments might involve consideration of amendments to the IDP.</p>	<p>Role of the MEC – as envisioned in the Municipal Systems Act</p>
<p>Compliance – compliance with legal requirements</p>	<p>Process – determined by the municipality, in line with the legislation, and the MEC’s role is to verify if that process was followed</p>
<p>Quality - Professional quality of planning process and usefulness</p>	<p>Alignment or integration – MEC has the power to request changes to the IDP within 30 days of receiving a copy, and should not only consider if the document is aligned to provincial and national plans but also whether provincial plans are aligned to the IDP</p>
<p>Feasibility – of proposed projects</p>	
<p>Harmonisation – of plans of provincial local and national government</p>	

IDP practitioners have identified that the submission of the IDP to MECs needs clarification in terms of how the MEC assesses the IDP. Metro practitioners find that their IDPs are assessed in terms of outdated templates, in comparison to small local municipalities, and in a compliance-oriented way, none of which is appropriate to their contexts. It should be noted that the IDP is a whole-of-government tool- and the assessments also then need to assess all parts of governments performance in the development of the IDP not only metros.

13.1 Legal requirements

- Interpreting the legislative and regulatory requirements of integrated development planning
- What is the MEC's role?

Section 32 Copy of integrated development plan to be submitted to MEC for local government

1.
 - (a) 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.
 - (b) The copy of the integrated development plan to be submitted in terms of paragraph (a) must be accompanied by-
 - (ii) a summary of the process referred to in section 29 (1);
 - (iii) a statement that the process has been complied with, together with any explanations that may be necessary to amplify the statement; and
 - (iv) in the case of a district and a local municipality, a copy of the framework adopted in terms of section 27.
2. 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-
 - (ii) does not comply with a requirement of this Act; or
 - (iii) 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.
3. 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) (b) if it disagrees with the proposals, object to the MEC's request and furnish the MEC with reasons in writing why it disagrees.
4. On receipt of an objection in terms of subsection 3 (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.

In addition to its role outlined in Section 32 of the of the MSA (outlined above), the province may, in terms of Section 31:

- Monitor the IDP process followed by the municipality
- Assist municipalities in planning, drafting, adoption and review of IDPs
- Facilitate coordination and alignment of:
 - IDPs of different municipalities;
 - IDPs with the plans, strategies and programmes of national and provincial organs of state.
- Take appropriate steps to resolve disputes between the municipality and the local community and between different municipalities.

13.2 Guidance

Role of the MEC

The primary role of the MEC envisioned in the Municipal Systems Act is twofold:

1. To ensure that process is followed in the development of the IDP, and
2. To ensure alignment of IDPs with the plans, strategies and programmes of other organs of state.

Process

The process is determined by the municipality, in line with legislation, and the MEC's role to verify whether that process was followed. While the legislation currently does not explicitly require it, the MEC should also consider the quality of the process when appraising the compliance of the process. This should be within a prescribed assessment framework specific to metropolitan municipalities. This guideline provides the basis for that assessment framework.

The assessment framework should consider the integrated development planning process:

1. The institutional arrangements in the Metro for the provision of common, standardised information for planning purpose
2. The institutional arrangements of the IDP steering committee with appropriate management levels involved in the integrated development planning process.

3. The extent and credibility of intergovernmental planning processes, i.e., have metros planned with provincial and national departments and SOEs in a way that can credibly expect results to be delivered, considering the institutions involved.
4. The extent of public participation in the planning process at the outcomes level, i.e., have the public played a material role in the development of the strategic outcomes for the 5-year period.
5. Have strategic and integrated development planning processes led the budgeting process?
6. Has the City undertaken a sound approach to prioritising programmes and projects, in the IDP, with appropriate mechanisms in place?
7. Have appropriate indicators been chosen to monitor progress towards the strategic outcomes in the IDP in the medium term?
8. For annual review: Has there been a significant change in circumstances to merit amending the IDP?

Alignment or integration

In terms of ensuring alignment between the IDP and the plans of provincial and nation government the MEC has the power to request changes to the IDP within 30 days of receiving a copy. The Metro has the right to refuse requests by the MEC, submitting reasons, and if the MEC is not persuaded by the Metro that their requests should be refused, the MEC may refer the decision to in ad hoc intergovernmental committee.

The MEC however, should not only consider whether the IDP is aligned to provincial and national plans, but also whether provincial plans are aligned to the IDP, particularly in relation to spatial development which must be led by the City, but supported by provincial sector departments.

13.3 Principles for assessing the integrated development planning

This guideline outlines the key principles for the MEC to assess the Metro IDP. The understanding is that there are two levels or stages of assessment, i.e., the assessment of the 5-year IDP and the annual review or appraisal.

Assessing the IDP in the 1st year of the planning cycle

The assessment of the IDP in the first year of the planning cycle should follow the following principles:

1. The assessment should focus on assessing the planning process
2. The assessment should assess the role played by all stakeholders in the development of the plan, including the Metro, provincial sector departments, provincial centre of government departments (Office of the Premier, Provincial CoGTA), State Owned Enterprises, and relevant national departments and the public.

The assessment should consider how these role-players have contributed to the integrated development planning process, how they incorporated the Metro's outcomes into their planning processes, how they have kept to planning timelines and

whether they have planned outputs to support the Metro's achievement of its outcomes.

3. The assessment should assess the supporting arrangements for a successful IDP, such as, whether the long-term plans, i.e., the long-term growth and development strategy and long-term financial strategy, are in place and credible.
4. The assessment should consider whether the IDP's outcomes are drawn from the vision in the long-term growth and development strategy.
5. The assessment should consider how the IDP process has prioritised its programmes according to a transparent set of prioritisation principles.
6. The assessment should consider the quality of the public participation process followed by the Metro.
7. The assessment should consider how the Metro has provided feedback to communities on their inputs into public participation processes.
8. The assessment should consider how has the Metro developed their monitoring and reporting framework alongside citizens.

13.4 Principles for assessing the annual reviews to the IDP

1. The assessment should take cognisance of the requirements that the review of the IDP should respond to the performance of the municipality towards its outcomes. It should be understood that progress towards outcome is likely only to be seen in the medium-term and so performance related reviews for the IDP should only occur in the later years of the IDP term.
2. The assessment should consider that there should only be an amendment to the IDP if there is a change in circumstances that demands it.
3. The assessment should consider whether other amendments to the IDP meet the principles outlined in the section on the review of the 5-year IDP.

13.5 Role-players

Premier

The Premier must ensure that provincial sector departments incorporate the Metro's outcomes into their plans, including their performance plans and budget to ensure progress towards the Metro's outcomes

Premier and MEC of CoGTA

The Premier and MEC of COGTA must ensure that provincial sector departments give timeous feedback to metros on their planning processes and share plans with metros early in the planning cycle.

MEC of CoGTA

The MEC must assess the Metro differently from other categories of municipalities according to the principles outlined in this guideline. The MEC must development the assessment framework by which they will assess the Metro with the Metro.

IDP Manager

The IDP manager must engage with the provincial CoGTA on the development of an assessment framework for the Metro.

13.6 Further reading

2001 Integrate Development Planning Guide Pack

<https://www.westerncape.gov.za/general-publication/integrated-development-planning-idp-guide-pack>

14. Full roles of each stakeholder

The consolidated roles per stakeholder are outlined below.

14.1 The Mayor

Outcomes-led Planning

- The mayor and executive managers must build agreement throughout the Metro and with provincial sector departments on the outcomes the Metro will seek to achieve in the 5-year period and ensure that all role-players within the Metro know their role in relation to the achievement of the Metro's outcomes and supporting outputs.

Integrated planning across Metro departments

- The Mayor and executive management must ensure that there is a long-term vision in place, shared by all departments in the City.
- The mayor, City manager and CFO, must make sure that there is an evidence based long term financial strategy in place on which planners can rely as the financial basis for the IDP.
- The mayor and City manager must make sure that the institutional arrangements for a common set of City data are in place and that this data set is in place and used as the basis for planning work in all City departments.

Planning intergovernmentally

- The Mayor must ensure that the Metro is engaging national, provincial departments and state-owned enterprises in its integrated development planning.
- The Mayor should encourage external facilitation of intergovernmental engagement where required.

Planning with the public

- Mayoral roadshows should be avoided until the publication of the IDP. They are not a productive event for collecting meaningful public input, but are useful for promoting the shared vision, outcomes and outputs planned for the IDP term.

Planning and strategy-led budgeting

- The Mayor, City Manager and CFO must ensure that a long-term financial strategy is in place.

Prioritising in integrated development planning

- Mayors and municipal managers must make sure that sound, transparent prioritisation models are in place in their Metros, and that these models are adhered in planning and implementing integrated development.

Monitoring and reporting on implementation

- These stakeholders must also develop indicators to monitor cross-departmental performance towards the achievement of IDP outcomes, and intergovernmental performance towards the achievement of IDP outcomes.
- The Mayor, City Manager and IDP Manager must ensure that appropriate indicators are in place to monitor progress towards them and report on them at appropriate intervals. It is likely in the case of outcome indicators that this will not be every year.

Annual reviews of integrated development planning

- The Mayor and the Speaker must ensure that changes to the IDP mid-term are kept to a minimum and based on the principles outlined above.
- The Mayor and Ward Councillors must ensure that reporting back to the public on progress towards IDP outcomes and outputs happens and is supported by line departments working towards those outputs.

14.2 The City Manager

Integrated planning across Metro departments

- The City Manager and line managers must make sure that all role-players in the Metro understand their role in relation to the achievement of cross-departmental outcomes and their supporting outputs, to which those role-players contribute.
- The Mayor, City Manager and CFO, must make sure that there is an evidence-based long-term financial strategy in place on which planners can rely as the financial basis for the IDP.
- The Mayor and City Manager must make sure that the institutional arrangements for a common set of City data are in place and that this data set is in place and used as the basis for planning work in all City departments.

Planning and strategy-led budgeting

- The Mayor, City Manager and CFO must ensure that a long-term financial strategy is in place.
- The City Manager, the CFO and the IDP Manager must ensure that budgeting is an interdisciplinary process and is led by the strategic outcomes in the IDP.

Monitoring and reporting on implementation

- CoGTA, National Treasury, DPME and Metros must develop indicators to monitor the quality of integrated development planning processes, beyond compliance reporting.
- The Mayor, City Manager and IDP Manager must ensure that appropriate indicators are in place to monitor progress towards them and report on them at appropriate intervals. It is likely in the case of outcome indicators that this will not be every year.
- The City manager must ensure that the Metro has systems in place to monitor performance and progress according to CoGTA indicators, Circular 88 indicators as well as the Metro's own outcome indicators. These systems should feed into the Metros common data system, to allow all departments to track progress towards outcomes and outputs and plan accordingly.

14.3 IDP Manager

Planning with the public

- The IDP manager and public participation unit must ensure that appropriate mechanisms for public participation in integrated development planning are in place. This includes visioning, programme developing and progress reporting. Each of these is likely to require different techniques for public participation and different types of facilitation.

Prioritising in integrated development planning

- IDP managers must ensure that integrated development planning processes use the prioritization model that the Metro has developed.

Monitoring and reporting on implementation

- The Mayor, City Manager and IDP Manager must ensure that appropriate indicators are in place to monitor progress towards them and report on them at appropriate intervals. It is likely in the case of outcome indicators that this will not be every year.

Annual reviews of integrated development planning

- The IDP manager must prepare an appropriate public participation process for report back on process towards IDP outcomes and associate line SDBIP outputs.

Assessing the integrated development planning process

- The IDP manager must engage with the provincial CoGTA on the development of an assessment framework for the Metro

14.4 Line department managers

Outcomes-led Planning

- Line departments must engage with the outcomes and identify the outputs that they will need to contribute towards the achievement of the outcomes the Metro seek to achieve through the IDP and incorporate these outputs into their SDBIPs.

Planning intergovernmentally

- Line managers from the Metro and provincial sector departments must ensure that appropriate effort is put into building both formal and informal relationships between officials from the Metro line department and the provincial sector departments. This includes making sure that appropriate intergovernmental technical structures are in place and functioning.
- Metro line managers must ensure that provincial plans are adequately taken into account in Metro line plans and ensure that provincial departments are fully informed of Metro implementation plans that require intergovernmental cooperation.

Planning with the public

- Line department manager and provincial sector department managers must ensure that appropriate information about projects is available to the public about programmes and project is available for public participation processes, and available at times to participate in processes to explain programmes and projects or elements of them that public participation officials may not be able to explain.

Planning and strategy-led budgeting

- Line department managers must ensure that line or sector plans are in place to deliver outputs contributing to the IDP outcomes to lead budgeting, with an understanding of possible scenarios based on budget availability.

14.5 City council

Outcomes-led Planning

- Councillors must become familiar with the outcomes approach to integrated development planning and respect the outcomes in the IDP as the medium-term plan for the Metro once the IDP has been approved in the first year of the term. Councillor must take a leading role in engaging the public about the outcomes approach and the developing a shared vision for the Metro.

Planning with the public

- Ward councillors must assist IDP managers and the public participation unit in engaging the public in their wards in IDP processes and advise on appropriate facilitation techniques for various types of processes in their wards.

Prioritising in integrated development planning

- Ward councillors must familiarise themselves with their Metro's prioritisation model, so that they can explain it to their constituents and why and why not programmes are being undertaken.

Annual reviews of integrated development planning

- The Mayor and Ward Councillors must ensure that reporting back to the public on progress towards IDP outcomes and outputs happens and is supported by line departments working towards those outputs.

14.6 The Premier

Outcomes-led Planning

- The Premier and provincial COGTA must ensure that provincial sector departments are incorporating Metro outcomes into their plans and budgets.

Planning intergovernmentally

- The Premier and the MEC of provincial CoGTA must ensure that provincial sector departments are engaging with metros on their IDP and developing shared outcomes and are incorporating their outputs towards those outcomes in their plans and reporting on them. They must also ensure that the official participating in intergovernmental structures and attend the meetings of intergovernmental structures.
- The Premier and MEC should encourage external facilitation of intergovernmental engagement where required.

Monitoring and reporting on implementation

- The Premier and MEC of provincial CoGTA must ensure that provincial sector departments are reporting progress to metros on outputs that contribute to the achievement of Metro outcomes.

Annual reviews of integrated development planning

- The Premier must ensure that provincial sector departments are feeding back into Metro public participation progress reporting.

Assessing the integrated development planning process

- The Premier must ensure that provincial sector departments incorporate the Metro's outcomes into their plans, including their performance plans and budget to ensure progress towards the Metro's outcomes
- The Premier and MEC of COGTA must ensure that provincial sector departments give timeous feedback to metros on their planning processes and share plans with metros early in the planning cycle.

14.7 Provincial COGTA

Outcomes-led Planning

- The Premier and provincial COGTA must ensure that provincial sector departments are incorporating Metro outcomes into their plans and budgets.

Planning intergovernmentally

- The Premier and the MEC of provincial CoGTA must ensure that provincial sector departments are engaging with metros on their IDP and developing shared outcomes and are incorporating their outputs towards those outcomes in their plans and reporting on them. They must also ensure that the official participating in intergovernmental structures and attend the meetings of intergovernmental structures.

- The Premier and MEC should encourage external facilitation of intergovernmental engagement where required.

Monitoring and reporting on implementation

- The Premier and MEC of provincial CoGTA must ensure that provincial sector departments are reporting progress to metros on outputs that contribute to the achievement of Metro outcomes.

Annual reviews of integrated development planning

- The MEC of CoGTA should encourage Metro's to keep mid-term changes in the IDP to minimum.
- The Premier and MEC of COGTA must ensure that provincial sector departments give timeous feedback to metros on their planning processes and share plans with metros early in the planning cycle.
- The MEC must assess the Metro differently from other categories of municipalities according to the principles outlined in this guideline. The MEC must development the assessment framework by which they will assess the Metro with the Metro.

14.8 Provincial Sector Departments

Outcomes-led Planning

- Provincial sector departments must engage with cities on the outcome the metros want to achieve and work towards incorporating these into their plans and budgets and commit to delivering the outputs that they are responsible for towards the Metro IDP outcomes.

Planning intergovernmentally

- Line managers from the Metro and provincial sector departments must ensure that appropriate effort is put into building both formal and informal relationships between official from the Metro line department and the provincial sector departments. This includes making sure that appropriate intergovernmental technical structures are in place and functioning.
- Provincial sector department managers must ensure that Metro plans are adequately taken into account in provincial sector plans and ensure that Metro departments are fully informed of provincial implementation plans that require intergovernmental cooperation.

Planning with the public

- Line department manager and provincial sector department managers must ensure that appropriate information about projects is available to the public about programmes and project is available for public participation processes, and available at times to participate in processes to explain programmes and projects or elements of them that public participation officials may not be able to explain.

14.9 CoGTA

Integrated planning across metro departments

- CoGTA and National Treasury should support metros in the establishment of their common data sets and put in place mechanisms for sharing national level data for these.

Prioritising in integrated development planning

- CoGTA, DPME and National Treasury should assist Metro's in developing sound prioritisation models for use in integrated development planning.

Monitoring and reporting on implementation

- CoGTA, National Treasury, DPME and Metros must develop indicators to monitor the quality of integrated development planning processes, beyond compliance reporting.

14.10 Department of Performance, Monitoring and Evaluation

Prioritising in integrated development planning

- CoGTA, DPME and National Treasury should assist Metro's in developing sound prioritisation models for use in integrated development planning.

Monitoring and reporting on implementation

- CoGTA, National Treasury, DPME and Metros must develop indicators to monitor the quality of integrated development planning processes, beyond compliance reporting.

14.11 National Treasury

Integrated planning across Metro departments

- CoGTA and National Treasury should support metros in the establishment of their common data sets and put in place mechanisms for sharing national level data for these.

Planning and strategy-led budgeting

- National Treasury should assist Metros in developing their long-term financial strategies, including the development of additional revenues stream to government transfers and trading service income.

Prioritising in integrated development planning

- CoGTA, DPME and National Treasury should assist Metro's in developing sound prioritisation models for use in integrated development planning.

Monitoring and reporting on implementation

- CoGTA, National Treasury, DPME and Metros must develop indicators to monitor the quality of integrated development planning processes, beyond compliance reporting.

15. Conclusion

The Metropolitan Municipal IDP Guidelines have been co-crafted with IDP practitioners drawing on and finding a meaningful place for their voice and experience. The Guideline provides a differentiated approach to IDPs that sets priority areas with core principles towards a credible IDP process. The imperative is to enable outcomes-led integrated planning and budgeting that responds to the NDP. This Guideline document forms part of a greater body of knowledge for planning reforms.

References

- Cities Support Programme. (2017). *Guidance Note: Framework for the formulation of Built Environment Performance Plans*. Pretoria: National Treasury.
- Cities Support Programme. (2018). *Aligning Planning and Capital Budgeting*. Pretoria: National Treasury.
- Cities Support Programme. (2018). *Infrastructure-Led Growth through Spatially Targeted Public Investment*. Pretoria: National Treasury.
- Cities Support Programme. (2018). *Outcomes-Led Planning*. Pretoria: National Treasury.
- Cities Support Programme. (2018). *Strategic Planning Led Budgeting* . Pretoria: National Treasury.
- DCoG. (2020). *District Development Model Draft Guidelines*. Pretoria: DCoG
- Department of Human Settlements (2019) *Impact Evaluation of Housing Chapters of the Integrated Development Plan*
- DPME. (2010). *Guide to the Outcomes Approach*. Retrieved from <https://www.dpme.gov.za/publications/Guides%20Manuals%20and%20Templates/Guideline%20to%20outcome%20approach.pdf>
- DPME. (2011). *DPME Evaluation Guideline No 2.2.11*. Retrieved from <https://www.dpme.gov.za/keyfocusareas/evaluationsSite/Evaluations/GL%202%20%2011%20Design%20Evaluation%2014%2003%2020.pdf>
- National Department of Human Settlements. (2008). *Sustainable Human Settlements Planning: A Resource Book on Housing Chapter*.
- National Treasury. (2017). *Guidance Note: Framework for the formulation of Built Environment Performance Plans*. Pretoria: National Treasury.
- National Treasury. (2017). *MFMA Circular No. 88*.
- National Treasury. (2018a). *Aligning Planning and Capital Budgeting*. Pretoria: National Treasury.
- National Treasury. (2018b). *Outcomes-Led Planning*. Pretoria: National Treasury.
- National Treasury. (2018c). *Strategic Planning Led Budgeting*. Pretoria: National Treasury.
- National Treasury. (2018d). *Infrastructure-Led Growth through Spatially Targeted Public Investment*. Pretoria: National Treasury.

The Department of Cooperative Governance

Private Bag X804

Pretoria

0083

Tel: 012 334 0600

Website: www.cogta.gov.za