

REVISED INTEGRATED DEVELOPMENT PLANNING GUIDELINES 2020

FOR ALL CATEGORIES OF MUNICIPALITIES



cooperative
governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

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SECTION 1: INTRODUCTION AND BACKGROUND

1.1 Introduction

Section 25 of the Municipal Systems Act requires all municipalities to produce a “single, inclusive and strategic plan” or Integrated Development Plan (IDP).

The Act specifies that the IDP must do the following:

- Link, coordinate and integrate plans
- Align resources and capacity
- Form the policy and budgeting framework for the municipality
- Comply with national and provincial development plans.

These guidelines provide guidance to municipalities for the development of IDPs. It also provides other spheres of government and organs of state with information on how they should inform and support the development and implementation of municipal IDPs. This guide is therefore aimed at all spheres of government and other relevant stakeholders. In addition to responding to a changed policy environment, these guidelines are aimed at reminding all spheres of government of the importance of IDPs to local development.

This guideline responds to Section 37 of the Municipal Systems Act, which allows the Minister to issue guidelines on integrated development plans, which takes into account the requirements of other applicable national legislation; criteria municipalities must take into account when planning, drafting, adopting or reviewing their integrated development plans; and detail on the process for the planning, drafting, adoption and review of integrated development plans.

1.2 Background

The concept and practice of Integrated Development Planning (IDP) was introduced in South Africa in the 1990s and was subsequently formalised in both policy (White Paper on Local Government, 1998) and legislation (Municipal Systems Act, 2000). The White Paper on Local Government introduced the IDP as one of the critical tools

that municipalities could employ to drive the realisation of a ‘Developmental Local Government’.

Thus, since 2001, as required by the Municipal Systems Act, Act 32 of 2000 (MSA), all municipalities have been developing and implementing IDPs with the aim of providing household infrastructure and services; creating liveable and integrated cities, towns and rural areas; building vibrant and inclusive local economies; and facilitating community empowerment.

The first and second generation of IDPs (2001–2006 and 2006–2011) focused on laying a foundation for the systematic eradication of service delivery backlogs. The annual assessment of IDPs conducted during this period noted that national and provincial departments were not actively involved in the process of developing IDPs and as a result IDPs were unable to “link, integrate and coordinate plans” as envisaged by Section 25 of the MSA.

Consequently, Cabinet took a decision that IDPs should become a ‘plan of all government in a municipal space’, thus encouraging active involvement of other spheres of government and other development agents in the development and implementation of IDPs. This approach would have enabled municipalities to aggressively respond to socio-economic challenges and address spatial disparities of development.

During the third generation of IDPs numerous challenges were experienced as noted in the State of Local Government Report (2009). Of critical importance, the report identified the following weaknesses in municipal IDPs:

- The poor alignment of municipal priorities, programmes and plans with that of national and provincial governments;
- Poor integration of municipal sector plans into IDPs;
- Weak alignment between IDPs, municipal budgets and Service Delivery and Budget Implementation Plans;
- The inability of many municipalities to plan for services for which they are not directly responsible (e.g. safety and security, health and education);

- The lack of meaningful public participation in the development of service delivery master (sector) plans; and
- The absence of long-range planning in most municipalities outside metros and secondary cities.

The fourth generation of IDPs (2016 -2021) focused mainly on responding to new and emerging policy imperatives.

Other performance review processes have highlighted a number of challenges that are experienced by municipalities regarding integrated development planning and service delivery at municipal level. These challenges include:

- The poor integration of national and provincial sector plans in the IDPs;
- Poor alignment between planning, budgeting, implementation, monitoring and reporting processes;
- Lack of appreciation for the importance of IDPs as intergovernmental planning instruments;
- Current planning platforms do not provide an opportunity for municipalities to engage timeously with sector departmental plans to be able to adequately incorporate them into their IDPs.
- The NDP identifies the lack of an effective system for IDPs to gain the national and provincial support they require to be meaningful.

It is against this background that these guidelines aim to provide guidance on how to address the weaknesses highlighted above. Therefore, this guideline document represents an update of the 2001 IDP guidelines as well as the 2012 IDP framework, both provide useful information on the development of IDPs.

1.3 Policy and Legislative Context

Since the release of the 2001 IDP guidelines, there have been significant policy and legislative changes guiding development in South Africa. The primary policy developments include the following:

- The National Development Plan (2012)

- The Back to Basics Programme for municipalities (2014).
- The Integrated Urban Development Framework (2016).
- The Development of Built Environment Performance Plans by metropolitan municipalities.
- The District Development Model (2019).

Some of the important legislative developments include:

- Spatial Planning Land Use Management Act No. 16 of 2013, (SPLUMA)
- National Land Transport Act No. 5 of 2009.
- Department of Planning Monitoring and Evaluation (DPME)'s Draft Planning Framework Bill.

On the international front, important developments include the following:

- The African Union launched Africa 2063 in 2014;
- The Sustainable Development Goals replaced the Millennium Development Goals
- National Urban Agenda; and
- The Paris Accord Addressing Climate Change.

This document, therefore, provides a concise set of guidelines premised on the following:

- That all municipalities are expected to develop and implement IDPs in the context of the National Development Plan (NDP), Integrated Urban Development Framework (IUDF) and other policy imperatives.
- That for municipalities to develop credible IDPs, national and provincial departments must meaningfully engage with the local development planning process.
- That other development agents in municipal spaces such as government entities, traditional leadership, mining companies and others should participate and enrich the local development planning process.

1.3.1 Constitutional Context

Section 40(1) of the Constitution states that government is constituted as national, provincial and local spheres of government, which are distinct from each other and

yet interdependent and interrelated. The Constitution further enjoins the other spheres of government and all organs of state within each sphere to respect the constitutional status, institutions, powers and functions of government in the other spheres; and must “*not assume any power or function except those conferred on them in terms of the Constitution*”.¹ In recent times, courts have played a very important role in clarifying the powers of municipal governance in a number of cases, such as liquor², housing³ and planning⁴. There has been a variety of judgements that have clarified the planning powers and functions of municipalities in various contexts.⁵ Overall, these judgements confirmed that the basis for all land development and land-use planning in South Africa is the municipal planning process. Thus, the development and implementation of IDPs becomes central in giving effect to the constitutional principle of cooperative government.

1.3.2 Municipal Systems Act, Act No.32 of 2000 (MSA)

The Municipal Systems Act (MSA) establishes an enabling framework for core local government processes such as planning, performance management, resource mobilisation and organisational change. In terms of this act, all categories of municipalities are expected to undertake developmentally oriented planning to achieve objects of local government set out in Section 152 of the Constitution.

Section 25(1) of the MSA specifically require a municipal council to within a prescribed period after the start of the electoral term adopt a single, inclusive, and strategic plan for the development of the municipality. Furthermore, the Act requires IDPs to “link,

¹ Section 41(1)(e) and (f) of the Constitution

² Ex Parte President of the Republic of South Africa: In Re Constitutionality of the Liquor Bill 2000

³ Western Cape Provincial Government and Others In Re: DVB Behuising(Pty) Limited v North West Provincial Government and Another 2001 (1) SA 500 (CC)

⁴ Johannesburg Metropolitan Municipality v Gauteng Development Tribunal and Others 2010 (2) SA 554 (SCA)

⁵ Johannesburg Metropolitan Municipality v Gauteng Development Tribunal and Others 2010 (6) SA 182 (CC); Maccsand v City of Cape Town 2011 (6) SA 663 (SCA); Intercape Ferreira Mainliner (Pty) Ltd and Others v Minister of Home Affairs and Others 2010 (5) SA 367 (CC); Shelfplett 47 (Pty) Ltd v MEC for Environmental Affairs and Development Planning 2012 (3) SA 441 (CC); Lagoonbay Lifestyle Estate (Pty) Ltd v Minister for Local Government, Environmental

Affairs and Development Planning of the Western Cape and Others (320/12); Minister of Local Government, -/+Environmental Affairs and Development Planning of the Western Cape v Lagoonbay Lifestyle Estate (Pty) Ltd and Others (CCT 41/13) [2013] ZACC

integrate and coordinate plans”, as well as “take into account proposals for the development of the municipality”.

The centrality of municipal IDPs is articulated in section 35 which describes IDPs as *“the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality.”*

1.3.3 Spatial Planning Land Use Management Act, Act 16 of 2013 (SPLUMA)

The Municipal Systems Act requires municipalities to adopt IDPs that contain Spatial Development Frameworks (SDFs) as a core component. These SDFs must include basic guidelines for a land use management system for the municipality. The SDFs as contemplated in the Municipal Systems Act, are further elaborated in the Spatial Planning and Land Use Management Act.

Section 21 (b) and (c) of SPLUMA requires municipal spatial development frameworks to include statements that demonstrate the short term (5 year) plan for the spatial form of a municipality as well as more strategically show a longer-term vision statement for the desired spatial growth and development pattern of the municipality for the next 10 to 20 years.

The principles set out in SPLUMA inform the goals within which land use should be shaped and call on all three spheres of government to redress spatial imbalances and improve access to land.

Essentially, SPLUMA provides a framework for spatial planning and land use management in South Africa.

On the question of municipal planning, SPLUMA provides clarity and specificity on the relationship between spatial planning and the land use management system and other kinds of planning, and aims to create inclusive, developmental, equitable and efficient spatial planning within different spheres of government. SPLUMA is therefore an important legislative component in the development of IDPs and the implementation of the NDP, IUDF and other critical policies.

1.4 Purpose of the guidelines

This guideline document is developed in terms of Section 37 of the Municipal Systems Act, which empowers the Minister responsible for local government to issue guidelines on drafting, adoption, or reviewing on integrated development plans. In this regard, the purpose of the revised IDP guidelines is to:

- Assist municipalities to develop IDPs that are legally compliant, reassert the strategic nature of IDPs, and ensure that they respond to key national and provincial policy imperatives.
- Provide guidance on the adoption of IDPs during an election year.
- Describe the process for transversal planning for municipal departments.
- Clarify the roles and responsibilities of stakeholders in the development, review and implementation of IDPs.
- Clarify the relationship between IDPs and One Plans.

These IDP guidelines are targeted at:

- All categories of municipalities for the development and implementation of IDPs in the context of the National Development Plan (NDP), Integrated Urban Development Framework (IUDF) and other policy imperatives. Whilst these guidelines are relevant to all types of municipalities, they are specifically geared towards the needs of non-metropolitan municipalities.
- National and provincial departments with regards to their roles and responsibilities in the development and implementation of IDPs.
- Government entities, traditional leadership, private enterprises (including mining companies) and other stakeholders with regards to their role in the development and implementation of IDPs.

SECTION 2: DEVELOPMENT OF LEGALLY COMPLIANT IDPS

The preceding section elaborated on the policy and legislative regime that inform the development of integrated development plans. The Municipal Systems Act enjoins all municipalities to develop these plans in a manner that comply with the procedural and substantive requirements as set out in law. In this regard, the objective of this section is to map the required process for the development of IDPs and outline the substantive matters which must be elaborated upon in the IDPs.

It should be noted that the process and content requirements form the basis for audit by the Auditor General when establishing whether the adopted IDP is legally compliant or not.

2.1 Process and content framework

The Municipal Systems Act and the Municipal Planning and Performance Management Regulations (2001) elaborate on the process requirements for the development and review of an IDP. While the development of an IDP generally requires phases outlined below, it is also important to recognise that new municipal councils can adopt the IDP, in part or in whole, of the preceding council. This, however, still requires the municipality to follow the required process outlined in Section 29 detailed below.

The 5 year IDP development process involves the following key steps, summarised in figure 1: the development of a district framework (in case of category C municipalities), the development of process plans (applies to all categories of municipalities), drafting of the IDP document, adoption of the draft document for public consultation, adoption of the final IDP document, submission of the IDP to the MEC for local government and publication, implementation and review of the IDP.



Figure 1: Key Steps in the Development of the IDP

In line with the Municipal Finance Management Act, municipalities are required to table a proposed budget together with the Draft IDP in council at least 90 days before the start of the financial year (by 31 March). Thereafter, the municipality is required to publish the draft IDP for public comments for at least 21 days.

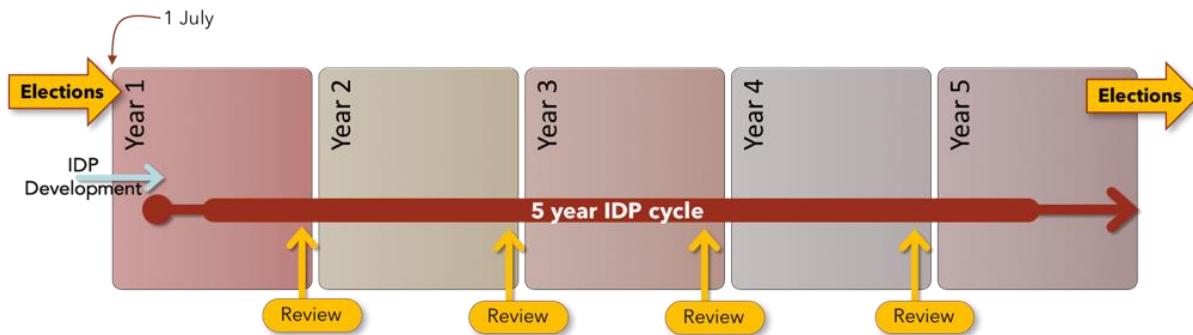


Figure 2: Five-Year IDP Development and Review Cycle

2.1.1 Development of the District Development Framework

Section 27 of the Municipal Systems Act requires that each district municipality, after following a consultative process with the local municipalities within its area, adopt a framework for integrated development planning that binds both the district municipality and the local municipalities.

The district IDP development framework is critical to both district and its local municipalities as it gives the direction that the municipalities' IDPs should follow and drives integrated development planning within the district area of jurisdiction.

The district IDP development framework serves as a coordination tool to ensure that priorities, programmes and projects of local municipalities and the district are aligned with national priorities and programmes in order to facilitate integrated development. This framework is developed for a five-year period and is aligned to the IDP cycle and electoral mandate and should be reviewed annually. It should provide direction to the local municipalities on development priorities to be addressed. A well-formulated district IDP development framework can be used as a high-level scorecard to monitor and measure the performance of the district, and its contribution to the provincial and national development agenda.

The district development framework must do the following:

- Identify all legally binding plans and planning requirements relevant to the district or local municipalities;
- Identify all matters in the IDPs of the district or its local municipalities which require alignment;
- Specify the principles to be applied and approach to be used in these matters; and
- Determine the procedures for consultation between the district and local municipalities.

Timing

The development of the District Development framework usually begins on 1 July and is completed by mid-August, when it is adopted by the District Municipality. Local municipalities adopt the framework by the end of August

Consultation and Participation

The district development framework sets the framework and procedures for consultation between district and local municipalities.

2.1.2 Process Plan

Section 28 of the MSA requires all municipal councils to adopt a written process to guide how it will plan, draft, adopt and review its IDP. Municipalities need to inform and consult with the local community before this is adopted.

The process plan is a “timetable” of activities and events to be undertaken in the process of developing and reviewing IDPs by all categories of municipalities.

In some instances, districts do not separate between the district IDP development framework and district process plan as contemplated in Section 28 of the MSA. These documents are usually seen as one thing. The process plan for the district municipality can include the development of a district IDP framework as one of the activities.

Essentially, the IDP Process Plan articulates the programme of action that will be followed in the development of the IDP. Essentially, it covers the following:

- The distribution of roles and responsibilities in the IDP development process;
- Institutional arrangements for the process;
- Mechanisms and procedures for public participation;
- Specific activities to be undertaken with timeframes and resources requirements;
- Mechanisms and procedures for alignment with external stakeholders;
- Relevant and binding planning and policies requirements at national and provincial sphere; and
- Cost estimates for the planning process.

Timing

In order to ensure proper alignment, district municipalities are expected to adopt the IDP development framework by 15 August each year to allow the local municipalities to adopt the district framework and process plans by the end of August.

Consultation and Participation

The process plan builds on the District development framework and sets out the process and mechanisms for consultation during the IDP development. The municipal community must be given notice of the development of the process plan.

2.2 Drafting of an IDP

The drafting of the IDP involves five (5) critical phases, namely; Phase 1: Research, Information Collection and Analysis; Phase 2: Vision, Objectives and Strategies; Phase 3: Development of Programmes and Projects; Phase 4: Integration and Consolidation; and Phase 5: Approval, Adoption and Publication.

Phase 1: Research, Information Collection and Analysis

During this phase the current situation in the municipality is analysed. Problematic issues impacting on the lives of people are identified and prioritised.

In identifying the problems, the municipality should consider people's perceptions of their problems, but should also use facts and figures to quantify these.

It is important during this phase that the municipality understands not only the symptoms, but also the causes of the problems in order to make informed decisions on appropriate solutions (as shown in figure 3). Stakeholder and community participation are very critical during this phase. The municipality must not make assumptions on what the problems are in its area. The people affected should be involved in determining the problems and the extent of the problems.

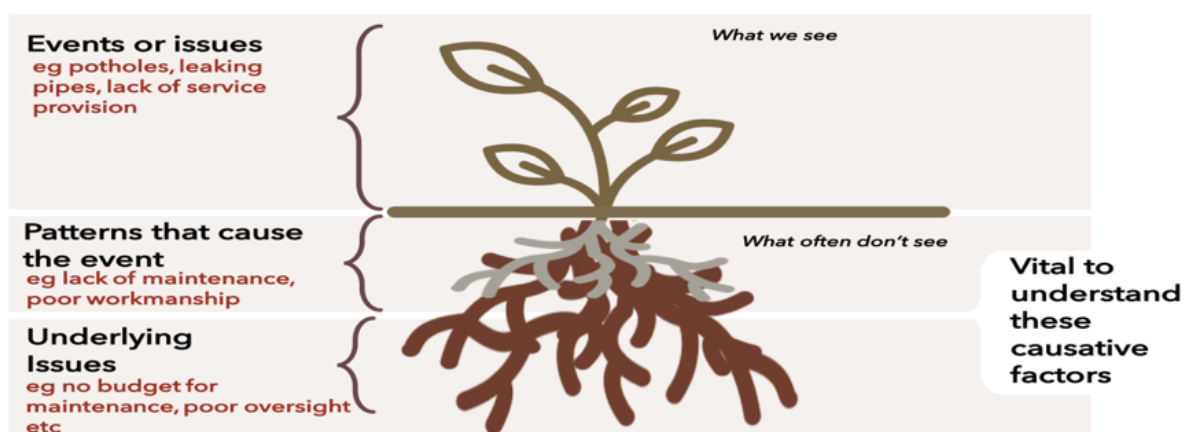


Figure 3: Identification of Issues and Underlying Factors

During this phase, current data is compared to available data of previous years in order to understand different trends. Furthermore, this phase allows for the application of gender planning, which stems from the recognition that different groups of women and men have different needs, different levels of access and control over resources, and different opportunities and constraints.

It is also important to determine the priority issues because the municipality will not have sufficient resources to address all the issues identified by different segments of

the community. Prioritisation assists the municipality in allocating the scarce resources to those issues highlighted as more important and /or urgent.

The municipality should also use this phase to identify the positive aspects about the municipality, its unique features, areas of potential and opportunity. These are vital in developing strategies to use these for greatest benefit of the municipality and country.

The key outputs of Phase 1 are:

- An assessment of existing levels of development within a municipality, including service backlogs, problem areas, opportunities and strengths as well as key risk areas.
- An identification of the priority problem areas to be addressed. This should include information on the causes of priority issues/problems.
- Identification of the key projects and programmes of other spheres of government, state entities and the private sector which are currently underway or are planned for the municipality.
- Information on available resources.

Timing

The research phase kicks off the process of drafting the IDP. It formally begins in September. However, the collection of data and information should be an ongoing process in a municipality,

Consultation and Participation

Stakeholder and community participation is very critical in this phase and will provide vital information on the main problems faced within the municipality. Consultation should begin at a neighbourhood or ward level and in addition, can also be done on a more focussed basis around sectors or specific interest groups.

Phase 2: Vision, Objectives and Strategies

Once the municipality understands the problems affecting the people of the area and their causes, as well as opportunities and unique aspects, it must then formulate the solutions to address the problems and gain benefit from the opportunities.

It is important to ensure that the key requirements of the NDP, IUDF and DDM are factored in. NDP: Key priorities should be to address poverty, inequality

and unemployment. IUDF: Spatial integration, inclusion and access, growth and governance

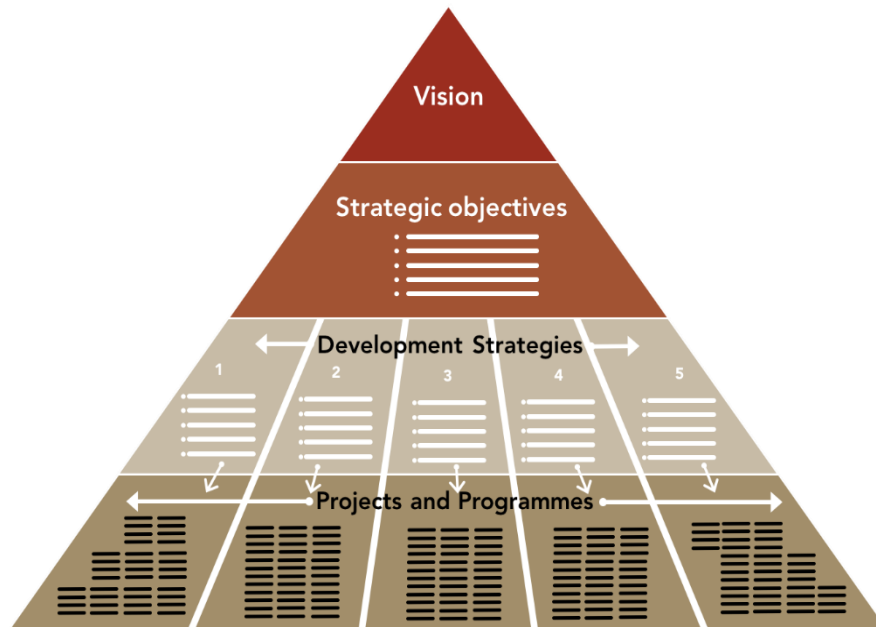


Figure 4: Municipal vision, strategic objectives, development strategies, projects and programmes

This phase includes the formulation of:

- (i) **Vision** – This is a statement which indicates the long-term view of what the municipality wants to become. It should guide municipalities transformational initiatives and become the foundation for broader strategies. Ideally vision statements should be short, concise, forward looking and inspirational. It should avoid jargon or over-idealistic statements.
- (ii) **Strategic objectives** – The development objectives provide a practical statement of what the municipality wishes to achieve to work towards the vision. The objectives should bridge the gap between the current reality and the vision. These should take into account the objectives outlined in the NDP, IUDF and DDM.
- (iii) **Development Strategies** – Once the municipality knows where it wants to go (vision) and what it needs to achieve to realise the vision (objectives), it must then develop strategies. These provide answers to the question of how the municipality will reach its objectives. They are strategic decisions about the most appropriate ways and means to achieve the objectives.

This must provide an integrated approach which brings together the various functions of the municipality – transversal planning, a subject discussed in section 3 of the guidelines.

Timing

The development of the vision, objectives and strategies form part of the IDP drafting process, which occurs largely between September and March.

**Consultation
and
Participation**

Public participation in this phase occurs in the form of a public debate on the appropriate ways and means of solving problems, including also as much input as possible on the strategic choices being made by the municipality.

Phase 3: Development of Programmes and Projects

Closely linked to phase 2 above, this phase involves the identification of programmes and projects that the municipality intends to undertake in this five-year period. These should be developed with a constant reference to the requirements of the NDP, IUDF, DDM as well as other sectoral policies. During this phase, the municipality should strive to get the input of other spheres of government, state entities, as well as key private sector players, on what their development programmes, projects or intentions are, within the municipality.

Once the broad programmes and projects have been identified, they should be articulated into detail such as: the nature of the programme/ project, its location, duration, its cost and from the source of funding. In addition, this should provide targets and indicators which can be used to measure the impact of the programme or project.

Timing

Between September and March

**Consultation
and Participation**

The development of projects should respond to priority issues raised in consultations. They should also take into consideration the projects and initiatives by other organs of state.

Phase 4: Integration and Consolidation

Once the programmes and projects have been articulated, there is a need to step back and assess the relevance and interdependence of the programmes and projects. This is done to ensure the following:

- That the programmes and projects support the vision and objectives of the municipality.
- That the programmes and projects respond or address the priority problems outlined in the analysis phase.
- That the programmes and projects comply with the applicable policy and legislative framework.

This phase is an opportunity for the municipality to harmonise the programmes and projects in terms of content, location and timing in order to arrive at consolidated and integrated strategy. Here it is vital for the municipality to ensure that the programmes and projects being implemented by 'external' non-municipal role players are harmonised with the municipality's own programmes, and to ensure that they gain maximum benefit from each other.

Once the consolidation process has been concluded, the following components of the IDP should be developed:

- A financial plan.
- An indication of how, over the five-year period, the municipality and other external parties, including the SOEs and the private sector, will invest capital in the municipality.
- An indication of the spatial pattern of development in the municipality – this should provide a spatial summary of the problems, opportunities, strategies and programmes and must reflect the SDF.
- Integrated sectoral programs (LED, HIV, poverty alleviation, gender equity, disaster management etc.).
- A Performance Management System.
- A high-level institutional plan that outlines how the municipality is geared to undertake the programs and projects required.
- Reference to sector plans.

Timing

Between September and March

**Consultation
and
Participation**

During this phase, intensive consultations should take place, this includes engaging with communities and organized civil societies through works, meetings and other available methods.

Phase 5: Approval, adoption and publication

Once the IDP has been compiled, a draft must be submitted to the municipal council for consideration and approval. The Municipal Finance Management Act requires municipalities to table both a draft IDP and budget at least 90 days before the start of the financial year (by the end of March).

The council should consider whether the IDP correctly identifies the issues (problems) that affect the municipality and the extent to which the strategies and projects will contribute to addressing the problems. The council must also ensure that the IDP complies with the legal requirements before it is approved.

The draft IDP is then published for public comment for at least 21 days. Relevant comments should be incorporated. Once the IDP is amended with this input, the council can consider it for approval.

The IDP must then be adopted by the full council. The act also notes that the media and members of the public may not be excluded from such a council meeting. Once adopted, municipalities must then give notice to the public within 14 days of adoption of the IDP and publish a summary of the IDP.

Timing

The IDP must be adopted by end of June

Consultation and Participation

Before the approval of the IDP, the municipality must give an opportunity to the public to comment on the draft. The municipality is required to publish the draft IDP for public comments for at least 21 days

This period provides an opportunity for the municipality to engage key stakeholders including sector departments, traditional leaders and the business sector to solicit inputs on the draft IDP together with the draft budget. Municipalities are expected to consider all comments and inputs received and to revise the IDP where necessary.

The table below provides an overview of the entire process of developing an IDP for the term of office.

Activity	Timeframe and responsibility
1. District Framework	Districts
a) The district must develop a District IDP Framework	Process starts from 1 July
b) The district must consult local municipalities within its jurisdiction	
c) Adopt District IDP Framework	By 15 August
2. Process Plan	All categories
a) Develop process plan	
b) IDP process plan should be aligned to the District IDP Framework	
c) Give notice to the community on the process plan	
d) Adoption of process plan by council	By end of August
3. IDP development	All categories
a) Consult communities on developmental needs and priorities	Begin in September
b) Communities to participate in the drafting of the IDP	
c) Consult organs of state including traditional leaders and other role-players	
d) Publish draft for public comments on draft IDP for at least 21 days	By end of March
e) Council adopts IDP together with the budget	By end of June
4. Adopted IDP	All categories
a) Give notice to the public within 14 days of adoption of the IDP	By 14 June
b) Publicise a summary of the IDP	
c) Submit a copy of the IDP as adopted by the council to the MEC for Local Government within 10 days of the adoption or amendment of the plan together with the process plan, statement of compliance and a copy of district framework	By 10 June
5. Provincial Assessment and MEC Comments	MEC
a) MEC may comment on the adopted IDP within 30 days	By 30 July
b) Municipality – consider MEC comments and respond within 30 days (accept or object)	By 30 August
c) MEC refers to ad hoc committee within 21 days	
d) Ad hoc committee informs municipality of the decision with 30 days of deciding	

Table 1: Process for the development of a 5-year IDP

2.3 Provincial assessment and MEC comments

Municipalities must submit a copy of the approved IDP to the MEC for local government in the province within 10 days of the adoption of the plan. The copy of the IDP must be accompanied by a summary of the process (together with a statement that the process has been complied with) and a copy of the district framework adopted (for Districts).

The Municipal Systems Act does not require the MEC to approve the IDP, only to assess whether it complies with the requirements of the Act and that it is not in conflict with the IDPs and strategies of other municipalities and organs of state.

Within 30 days of receiving the IDP, the MEC may request the municipal council to adjust the plan. If such a request is made, within 30 days a municipal council must adjust its IDP or object to the MEC in writing.

If the municipality objects to the MEC's request, objections are reviewed by an ad hoc committee made up of local, provincial and national government representatives. A matter before an ad hoc committee is decided if at least two spheres of government agree on it. If the ad hoc committee rejects the municipality's objection, the municipality must comply with the MEC's request within 30 days.

2.4 Annual IDP review and amendment process

Section 34 of the Municipal Systems Act states the following about the annual review and amendment of the IDP:

A municipal council 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 may amend its integrated development plan in accordance with a prescribed process.*

2.4.1 Review

On an annual basis, municipalities are required to review how they have performed against the pre-determined objectives outlined in the IDP. This is a form of institutional

performance review and will inform how the municipality adjusts its focus and operations in order to meet the targets.

If these are minor adjustments, there is no need to formally amend the IDP. However, where significant changes are required with budgetary implications (allocations or projections), this should warrant amendment of the IDP as outlined below.

Ideally a report to Council should be provided each year when the Annual Report is tabled, which should indicate areas in which the IDP needs to be amended to cater for changes in strategy, policy or where unforeseen circumstances have meant that the IDP needs material change. The annual review should not be a major one, but just an update of relevant information.

The following are some of the key questions that should be asked when reviewing the IDP:

- Are there any significant changes in budget availability?
- Are there any significant changes in the spatial layout of the area?
- Are there any significant changes within the specific municipal area that has a reasonable impact on projects, programmes or livelihood of the community?

2.4.2 Amendments

Within the term of office, a municipal IDP may need to be amended when there have been significant unexpected changes within the municipality that require a reorganisation of the municipal priorities and budgets. IDP amendments should only be required under exceptional circumstances and should not be done without significant justification. The process for amending a municipal IDP is laid out in section 3 of the regulations and is similar to that of adopting a new IDP.

Review	
Council to review the IDP based on: <ul style="list-style-type: none"> • assessment of performance measures • demand based on changing circumstances 	Annually
Amendment (if required)	
a) A council member or committee introduces a proposal to amend the IDP	If / when required
b) A memo detailing the reasons to amend	
c) Give reasonable notice to members of council	
d) Publish proposed amendment for 21 days	
e) Consultations between the district and locals	
f) Council adopt the IDP	

Table 2: Process to amend IDP

SECTION 3: ADOPTION OF AN IDP DURING AN ELECTION YEAR

In order to ensure that the development of IDPs during an election year continue smoothly, it becomes imperative that the process is managed carefully to ensure compliance with legislation. All stakeholders should work together to ensure that municipalities continue to perform their functions efficiently and effectively.

Even though the IDP is a 5-year plan linked to the council term of office, the norm has been that the first year of such a new council is primarily confined to implementing the last year of the previous Council's IDP. The new council will then start the process to develop their 5-year IDP with the start of implementation in the second year. This process mostly leads to an overlap of the last year of outgoing council into the new council.

3.1 Legal Requirements

According to Section 25 (1) of the Municipal Systems Act, each municipal council must adopt an IDP after the start of its elected term within a prescribed period. An election represents the start of a 5-year IDP development process. Section 25 (3) does allow the municipal council to adopt the IDP of the preceding council. However, this needs to be done in accordance with the process prescribed.

Section 24 (2) of the Municipal Structures Act (117 of 1998), indicates that the Minister after consultation with the Electoral Commission, by notice in the Government Gazette, should call and set a date for an election of all municipal councils within 90 days of the date of the expiry of the term of municipal council. Based on the trend from the past elections, the date of the elections straddles two municipal financial years. This poses a latent challenge for adherence to legislated timeframes for the adoption of IDPs. Two scenarios (with options) are recommended to guide the IDP process:

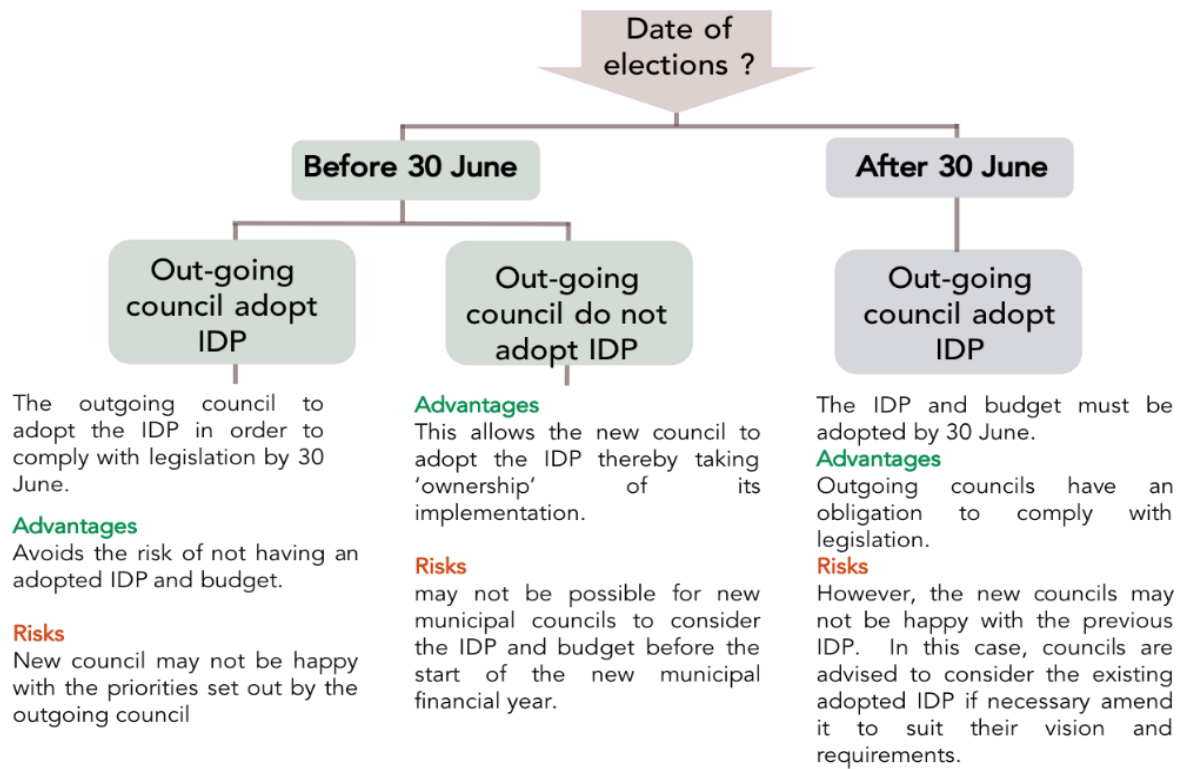


Figure 5: Scenario's for when to adopt IDP responding to election dates

SECTION 4: TRANSVERSAL PLANNING

In the first section of this guideline document, the difficulty relating to the attainment of integrated development in municipalities was highlighted. This challenge persists even though Section 25(1) of the MSA specifically require a municipal council to adopt a single, inclusive, and strategic plan for the development of the municipality which must link, integrate and co-ordinate plans for the development of the municipality.

In trying to understand the reasons for absence of integrated planning and development in municipalities, municipal planning practitioners were engaged to garner their experience and solicit proposals on how to address this challenge. The engagements with planning officials across municipalities pointed to absence of transversal planning in municipalities as the contributing factor for the weak integration of municipal plans, a prerequisite for integrated development.

Therefore, drawing from municipal planning officials, the objective of this section is to highlight the importance of transversal planning in municipalities towards achieving integrated service delivery. The section also provides guidance on how to facilitate transversal planning across municipal departments, a process which eludes most municipalities. The sectors that need to be seamlessly integrated include housing delivery, transport, water services, electricity, waste management, disaster management, climate change, economic development, etc.

4.1 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, which details what the IDP must address, and partly through sector legislation indicating requirements for sector plans.

4.1.1 Municipal Systems Act, Act 32 of 2000

The essence of integrated planning is captured in Section 25 of the MSA. This section of the Act enjoins municipalities through the IDP to link, integrate and co-ordinate plans

for the development of the municipality and align the resources and capacity of the municipality with the implementation of the plan. Secondly, the MSA through Section 26 identifies the core components that must be harmonised in the integrated development plan such as development strategies, spatial development framework, operational strategies, disaster management plans, financial plan and key performance indicators, including targets.

Integrated planning across departments (intra-municipal), inter-sphere and inter-sectoral 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 into a municipal or spatial perspective, and neither does it factor in impacts of their plans on land use. Within municipalities, working across silos is a challenge.

A reasonable response is in designing an operational system and processes that emphasize and action the horizontal planning, across the municipality.

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

The Housing Act through Section 2 enjoins national, provincial and local spheres of government to ensure that housing development is based on integrated development planning. Section 9 of the Act requires that municipalities, as part of its of integrated development planning process take all reasonable and necessary steps with the framework of national and provincial housing policy to ensure that -

- The inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis;
- Condition not conducive to the health and safety of inhabitants of its area of jurisdiction are prevented or removed;
- Services in respect of water, sanitation, electricity, roads, stormwater drainage and transport are provided in a manner which is economically efficient;
- Housing delivery goals in respect of its area of jurisdiction are set;
- Land for housing development is identified and designated;
- A public environment conducive to housing development which is financial and socially viable is created and maintained;

- Bulk engineering services are provided; and
- Land use and development are planned for and managed.

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. 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.

4.1.3 National Land Transport Act, Act 5 of 2009

Section 31 of the National Transport Act requires that 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 of the Constitution and must be accommodated in and form an essential part of integrated development plans.

4.1.4 Water Services Act 108 of 1997

Sections 12 and 15 of the Water Services Act requires municipalities that are water service authorities to prepare and adopt a water services development plan for their areas of jurisdiction. This water services development plan must be part of the integrated development plan.

4.1.5 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.

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

Reflecting on the local economic development and attendant strategies to promote 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 directs that municipalities' economic development strategy should be a special section of the municipal growth management strategy, and that the medium-term plan towards this strategy should be expressed in the Integrate Development Plan. It outlines the economic development strategy as follows: "The economic development strategy should be based on 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 municipality should 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 are not responsible 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."

4.2 Guidance

(i) Centralised cross departmental strategic planning, management and monitoring

Municipalities must plan and develop their IDPs on the basis of a strategic long-term vision. The executive mayor or the executive committee should ensure that this strategic long-term vision is in place. This should be a centrally (corporately) coordinated process within the administration led by an interdisciplinary strategic planning committee (in some cases this may be the same as the IDP steering committee) consisting of 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 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 district or 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. In addition, it should be developed in partnership with the stakeholders of the municipality.

The long-term vision should be supported by a long-term financial strategy and a long-term capital investment framework. From this 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. Secondly, role-players towards achieving strategic outcomes should be identified. The following should be 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

(ii) Common data

Municipalities must ensure that all strategic planning in the municipality should work 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.

Municipalities should also 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 municipality, and a common data champion in the municipality should be identified.

(iii) 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. 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 refer to the shared strategic outcomes of the long-term plan 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 it is clear that the IDP and sector strategy 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.

(iv) IDP and the SDF

The IDP and the SDF must depart from the same long-term strategic vision, and must contribute 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 change as the IDP changes, while the longer-term vision and spatial development framework change only when reviewed.

Strategic outcomes may change from term to term as political priorities change and if Mayors or ExcOs 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 change accordingly.

(v) 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.

The adoption of a gender perspective in the planning process ensures that inequalities will be taken in account and therefore contributes to preventing bottlenecks in the implementation process. This also enhances the relevance of the programmes or projects, by acknowledging the diversity of community members affected by the IDP.

This logic applies as well for any identity related feature (ascribed or assumed, such as age group, disability, religion, sexual orientation, migratory status, income, etc.) that might lead to individual or shared challenges and contribute to the creation or perpetuation of inequalities along the municipality's development.

Cross-departmental plans should therefore be integrated in 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 that involves additional role players.

(vi) 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 processes must also use the same data as the base planning information.

4.3 Key Role-players within the municipality

4.3.1 The Mayor

The Mayor and Executive Management must ensure that there is a long-term vision in place, share by all departments in the municipality.

4.3.2 The Mayor, Municipal Manager and Chief Financial Officer

The Mayor, Municipal Manager and Chief Financial Officer, 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 Municipal Manager must make sure that the institutional arrangements for a common set of data are in place and that that this data set is in place and is used as the basis for planning by all the departments in the municipality.

4.3.3 The Municipal Manager

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

SECTION 5: ROLES AND RESPONSIBILITIES

One of the long-standing problems confronting municipal development planning process is the weak alignment of municipal priorities, programmes and plans with that of national and provincial governments. This challenge is often attributed to lack of meaningful participation of national and provincial sector department in municipal development planning processes.

The Municipal Systems Act envisages municipalities producing IDPs that integrate the planning and implementation of programmes and projects initiated by other spheres of government in a manner that promotes integrated development and spatial transformation.

However, the alignment and coherence of multi-sphere policy, plans and programmes has been identified as one of the major weaknesses in the municipal development planning processes. Most IDPs fail to show how municipal programmes and plans are aligned to other spheres of government and entities and do not reflect the plans of other organs of state.

The purpose of this section is to emphasise the importance of sector participation by articulating roles and responsibilities of different players, including municipalities, provincial and national government, and organs of state in the development of IDPs.

5.1 National and Provincial Sector Participation

Section 154 of Constitution mandates national and provincial government to support municipalities. The participation of sector departments in the development and implementation of a municipal IDP is critically important in ensuring that they are aligned to national and provincial priorities and programmes and reflect all of government in a municipal space.

5.1.1 Why is sector participation in municipal integrated development planning important?

Integrated planning requires the participation of all relevant role-players. This contributes towards a more effective and efficient use of scarce resources. The value that national and provincial sector departments bring to municipal development planning cannot be over emphasised. A significant amount of the financial resources for the implementation of projects lie with sector departments. The IDPs are supposed to guide where sector departments allocate their resources at local government level.

At the same time, municipalities should take into consideration the sectors' policies and programmes when developing their IDPs. It is therefore in the interest of the sector departments to participate in the IDP process to ensure that there is integration of their programmes with that of municipalities.

While the responsibility to prepare an IDP lies with the municipality, integrated development planning is an intergovernmental system of planning that requires involvement of all spheres of government.

Municipal plans should complement and be complemented by those of national and provincial government to ensure that services are delivered in an integrated manner. This ensures that IDPs become seamless government plans implemented in a municipal space.

5.1.2 Recognition of different roles and responsibilities of sector departments

Different national and provincial sector departments can play different roles in their interactions with municipalities. The diagram below outlines three of the main roles played, and the types of support that they can provide in each role.

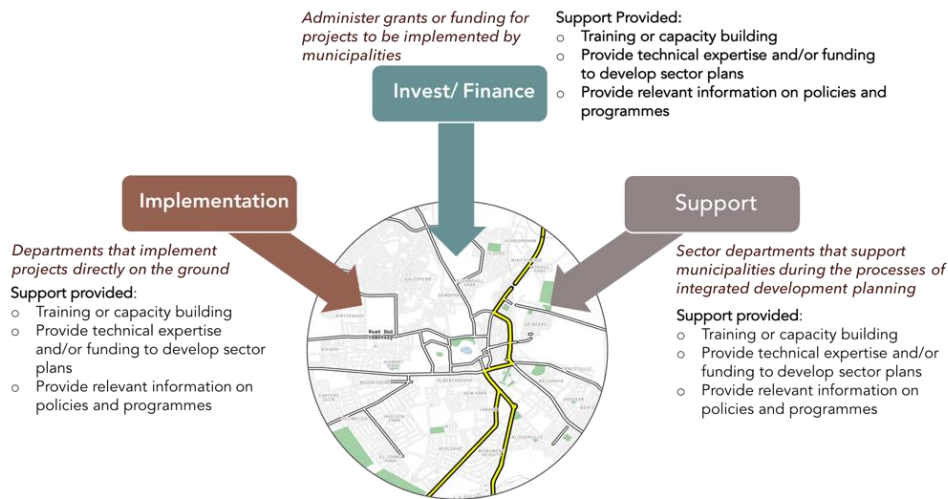


Figure 6: Types of roles played by sector departments in municipal planning

5.1.3 Sector participation guiding principles

The following principles should guide the participation of all stakeholders (national and provincial sector departments and entities) in municipal planning. These principles will assist in creating a common understanding amongst sector departments as they engage with each other and with municipalities during the different stages of planning.

“One of the problems with IDPs at municipal level is there is no effective system for them to gain the national and provincial support that they require to be meaningful.” NDP ⁶

(i) Clear national and provincial policy to guide IDPs

To ensure that municipalities have a coherent national policy framework to which they can respond in their IDPs, national government should provide strategic policy guidelines and principles. This must be done in a clear and usable format to which municipalities (and other state entities) can respond.

At a national level, there is also a need for a greater degree of central co-ordination and prioritisation of programmes and budgets between sectors and spheres in line with the national policy framework.

⁶ NDP p274

When legislation that requires municipalities to comply in the form of planning requirements or other municipal actions is developed, there must be consultation with municipalities and organised local government on the matter before the legislation is introduced.

Provincial development strategies (or provincial growth and development strategies) are an important reference point for municipal planning. These should outline provincial scale projects and programmes as well as the locations of capital projects.

(ii) Responsiveness and Alignment to Municipal IDPs

Although both the Municipal Systems Act and SPLUMA require other spheres of government to consider municipal plans, this is commonly not done. All organs of state should be guided by municipal IDPs and SDFs in their programmes, plans and allocation of resources at the local level. The lack of participation by national and provincial government in the development of municipal IDPs is an area of concern, with many government departments not participating in a meaningful and sustainable manner.

There is a need to ensure that national and provincial sector departments or SOEs do not implement projects that are not reflected in IDPs and where municipal infrastructure is unable to support them. This would address the challenge of provincial and national sectoral departments not contributing to municipal IDPs.

Ideally, implementation protocols should be developed and signed between the role - players, outlining the intentions and actual plans that national and provincial spheres (including their SOEs) have for the municipality, and include the responsibilities of municipalities.

Despite the IGRFA providing the legislative basis for intergovernmental contracts, there have been very few instances where these have been developed and implemented. Provincial government must also facilitate the coordination and alignment and resolve differences between the IDPs of different municipalities, including between Locals and Districts. Similarly, provincial government should

facilitate the coordination and alignment between municipalities and the plans of other organs of state.

(iii) Consultation and communication

Integrated development is a function of proper alignment and coordination across the spheres of government. For proper alignment and coordination to be realised, constant consultation and communication between sector departments and municipalities must take place. A two-way communication is required between sector departments and municipalities rather than a one-way information flow.

(iv) Integrated approach to support

The IDP is an organising framework meant to coordinate, integrate and facilitate implementation efforts by all three spheres of government. Yet the alignment of plans cannot only happen at a local level and must happen between and within national and provincial departments in the first instance. For example, the plans of the Department of Human Settlement need to align with the plans of the Department of Transport and the Department of Water and Sanitation if we are to realise integrated human settlements.

(v) Accountability

In order for integrated development planning to be achieved, it is important that a system of accountability is designed and implemented in line with the roles and responsibilities of the different sector departments. This will ensure that common objectives are achieved within the required timeframes. IDPs should be monitored as standing items in IGR forums.

(vi) Timeous provision of Information

In order to ensure that municipalities are able to develop truly integrated plans which align the plans of different spheres and sectors of government, they need to have full information on the plans of other spheres of government and government entities, and an understanding of how they will impact on the municipality.

To do this, municipalities must be provided with information on the programmes and plans of sectoral departments, as well as an indication of the development effect these will have. This must include an indication of the spatial form and impact the plans will have.

Sector departments must provide information on policies, programmes and budgets as soon as these have been approved by the sectoral department. These departments must be cognisant of the lead-time required by municipalities if infrastructure connections are required.

(vii) Sectoral and technical expertise

National and provincial sector departments are required to contribute necessary sector expertise and technical knowledge to municipalities.

(viii) Rationalisation of requirements by national and provincial sectors

Where sector departments require information from municipalities or require municipalities to develop sector-specific plans, this should not be in the form of an IDP chapter. Instead issues should be addressed in an integrated manner, together with other sectors, in an IDP.⁷ This does not negate the need for municipalities to develop detailed sectoral plans, but instead requires the IDPs to contain only high level sectoral information which make reference to municipal sectoral plans.

The Systems Act, Section (24) (3) states that if municipalities are required to comply with planning requirements in terms of national or provincial legislation, the responsible organs of state must assist the municipality to meet their IDP time-frame requirements.

5.1.4 Sector participation in the development of the 5-year IDP

The main purpose of national and provincial participation is to ensure that sector priorities are reflected, and development actions are aligned to contribute to the achievement of national development objectives. The diagram below provides an

⁷Todes

overview of the roles of all three spheres, and the mechanisms they use to interact throughout the phases of the IDP's development.

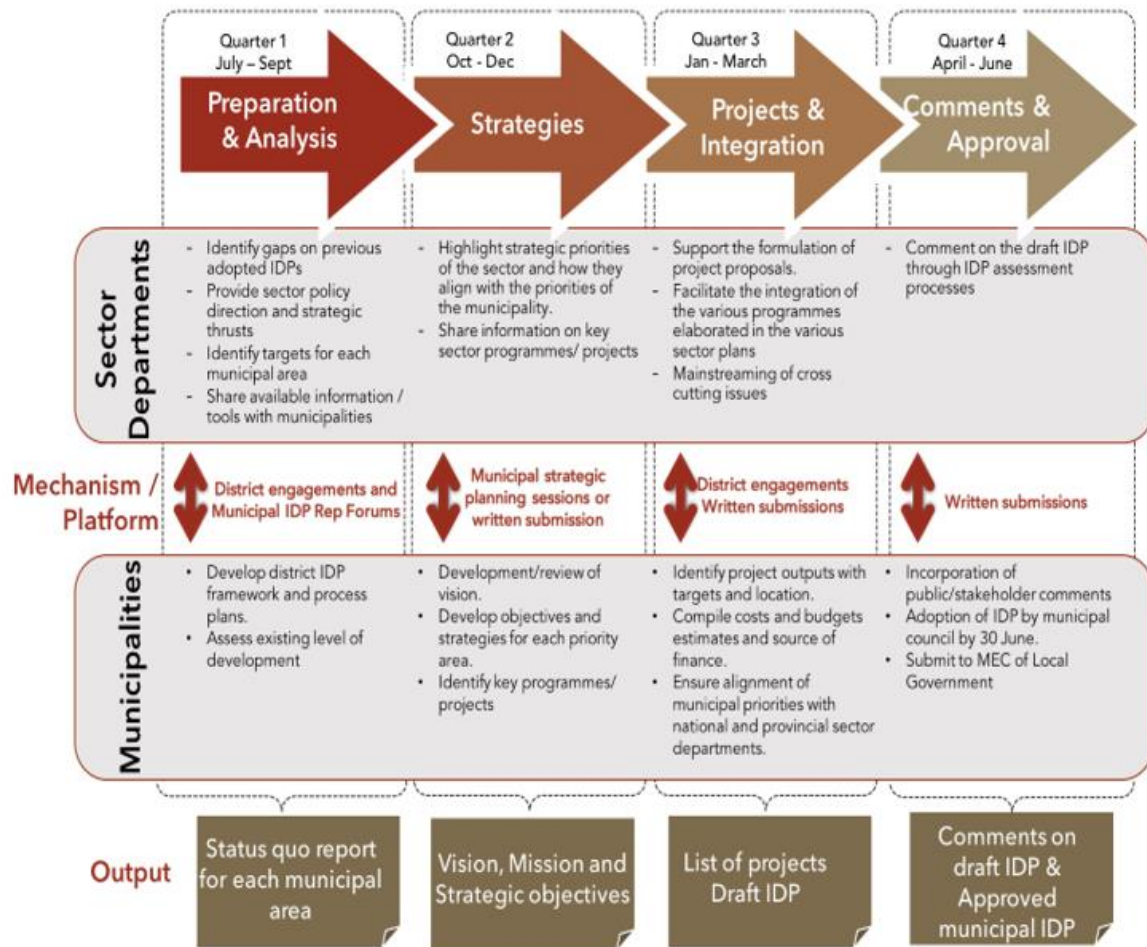


Figure 7: Roles and responsibilities for sector departments and municipalities by phase in the development of IDPs

5.1.5 Sector participation in the annual review of IDPs

In the annual review process, this interaction is far simpler and is focussed mainly on providing project information and budgets for the financial year.

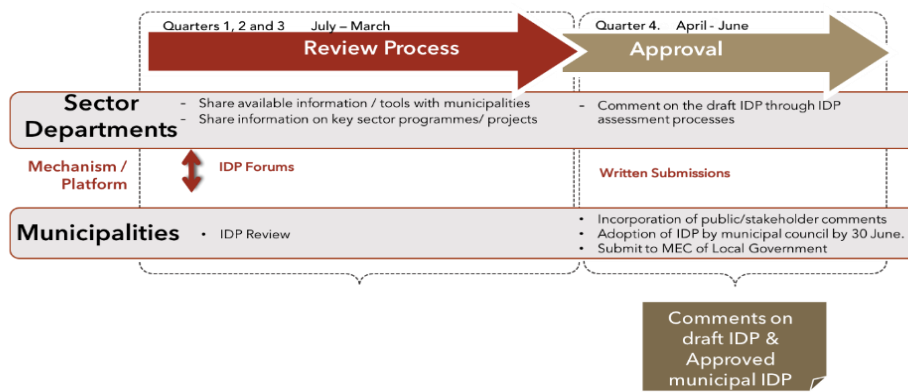


Figure 8: Roles and responsibilities for sector departments and municipalities by phase in the annual review of IDPs

5.1.6 Intergovernmental platforms and structures

There are a number of intergovernmental forums which should be used to ensure integration and alignment between and within spheres of government. Both the Premiers and District Intergovernmental Forums can be used as platforms where IDP priorities and major projects are discussed and debated in order to ensure a coherent and integrated approach.

(i) Premier's Intergovernmental Forum (PIF)

At a provincial level, the Premier's Intergovernmental Forum (or the Premiers Coordinating Forum) are established in terms of S16 of the IGRFA. The aim of the PIFs is to promote and facilitate intergovernmental relations between local and provincial government in the province. In addition to the Premier and some MEC's, the PIF includes district and metro mayors, as well as the mayors of some of the local municipalities. The PIFs can be an important tool to facilitate horizontal and vertical alignment to improve alignment between provincial and municipal plans.

(ii) District IGR forums

District Intergovernmental forums aim to ensure alignment between District plans and those of the Local Municipalities, as well as alignment between the local municipalities.

(iii) Sectoral Forums

Provincial or District sectoral forums should be used to engage around sector specific issues impacting on IDPs.

5.1.7 Provincial monitoring of IDPs

Provincial MECs of Local Government are required to monitor the process undertaken by municipalities in developing their IDPs (S31) and can provide assistance to municipalities in their IDP development. After receiving approved IDPs from municipalities, MECs must evaluate them. Where necessary, MECs can request amendments where they find the IDP is not in line with the requirements of the Systems Act, or where it fails to align to the policies and strategies of other organs of state, including other municipalities.

5.2 Traditional Authorities

Traditional leaders fulfil a variety of functions in rural society in particular. They perform legislative, executive, and judicial functions according to the wish of most of their constituencies. The Constitution recognizes the institute, status, and role of traditional leaders and in S212 (1) states that national legislation may provide for a role of traditional leadership as an institution at local level on matters affecting the local communities. This was further emphasized in section 29 of the Municipal Systems Act. The traditional authorities subsequently play a significant role in the development of rural areas and the developmental planning process of local government and subsequently have a very important role in supporting municipalities to execute their functions.

5.2.1 Legal Requirement

In terms of section 4 of the Traditional Leadership and Governance Framework Act, Traditional Councils have the following functions to support local government planning process:

- Supporting municipalities in the identification of community needs
- Facilitating the involvement of the traditional community in the development or amendment of the integrated development plan of a municipality in whose area the community resides
- Participating in development programmes of municipalities and of the provincial and national spheres of government
- Promoting the ideas of cooperative governance, integrated development planning, sustainable development and service delivery

- Recommending, after consultation with the relevant local and provincial houses of traditional leaders, appropriate interventions to government that will contribute to development and service delivery with the area of jurisdiction of the traditional council.

Furthermore, it is imperative that traditional councils through their leaders, who observes a system of customary law in the municipal area, participate in the proceedings of the council of that municipality, and those traditional leaders must be allowed to attend and participate in any meeting of the council. Municipalities should explore different ways working with the department of traditional affairs in ensuring meaningful participation by traditional leadership in municipal affairs.

Traditional authorities therefore play an integral part of the IDP process as a support function to the municipality. They create the direct link between municipalities and their communities. The Municipal Council is an executive authority of the municipality, whilst the traditional council supports the municipal council in governance. Therefore, the two should work together for a common goal to achieve a better living environment for their community members.

Traditional Councils and their Leaders should provide information regarding service delivery needs of traditional communities and any other key needs within their areas of jurisdiction and should be signed off by their Senior Traditional Leader or Traditional Council representative as provided for in the Guidelines on Participation of Traditional Leadership in municipal IDP processes.

5.3 Mining companies

The mining industry plays a critical role in the social and economic development of the country. Through the implementation of the SLPs as required through the Mineral and Petroleum Resources Development Act, mining companies have a legal obligation to develop and uplift poor communities in areas where they operate. In this regard, the SLPs should focus on addressing the key challenges in the municipal area and align to the overall municipal development strategy as identified in the IDP (the bigger

picture) rather than focusing on individual projects. The SLP provides mining companies with a tool to make a significant contribution towards the implementation of a municipal IDP.

Mining companies should participate in the IDP representative forum in particular to understand the long term development vision of the municipality and then design 5 year programmes to contribute towards that vision. They should also support municipalities with the development of sound economic programmes that will lay the basis for SLPs.

Municipalities must also ensure that the SLPs for mines in their jurisdiction are aligned in intent with their IDPs. Where development projects and infrastructure are proposed as part of SLPs, municipalities must ensure that longer term sustainability plans are in place – for instance, ensuring that provision has been made by either the mining company, the municipality or another sphere of government for the ongoing operation of the infrastructure and its maintenance.

The assessment of draft IDPs by provinces should establish the extent to which SLP programmes and projects have been integrated with other municipal programmes and priorities of provincial and national government.

According to the SLP guidelines, mining companies must consult and co-operate in the formulation and review of the IDPs of the mine communities and they must consult with other economic development frameworks at Provincial and National level.

5.3.1 SLP development process

The municipal IDP process is the key planning mechanism which provides an overarching framework that guides all stakeholders (including mining companies) on how to provide services and infrastructure meant to promote social and economic development in the municipality.

DCOG has embarked on the process to develop guidelines for implementing effective partnerships in Mining Towns (DCOG, 2018). This guideline is aimed at providing a

basic guide for municipalities to develop effective partnerships with the mining companies operating within their localities. The following is a process flow in the development of SLPs as indicated in the Draft Guidelines:

ACTIVITY	DESCRIPTION	RESPONSIBILITY
Stakeholder engagement in the development / review of IDP	<p>The IDP is one of the source documents for the SLP, in terms of the SLP Guidelines, is the IDP document. Mining companies are expected to participate in the development/review of the IDP as part of the broader stakeholder engagement process by the municipality. This participation therefore becomes an important component of the SLP development process.</p> <p>The participation of mining companies in the IDP representative forums in particular will assist mines to develop complementary programmes that assist in improving socio-economic conditions across the whole municipality.</p>	Municipality and Mining companies
Public Participation	<p>Mining companies are also expected to consult and co-operate with surrounding communities. This include consultation with traditional authorities and other community structures and might differ from one municipality to the other in terms of platforms used. The consultation is also critical in ensuring support and buy in towards the implementation of the identified projects. It is therefore critical that the community engagements are conducted together with the municipality as part of the broader IDP process in identifying the needs of the communities.</p>	Mining companies Municipality
Prioritisation and endorsement of the draft SLP by Municipalities	<p>Once mining companies have consulted relevant planning documents (IDP) and local communities, communication with the municipality on the content of the draft SLP is critical. Municipalities need to make inputs as to the prioritisation of the needs. The format of this consultation and concurrence between the mines and municipalities and the contents of the SLP is currently not regulated.</p> <p>In order to strengthen this process, it is proposed that the draft SLP be presented to the municipal council for endorsement before it is approved by DMR.</p>	Municipal council
Submission of the SLP to DMR	<p>The SLP Guidelines are clear that SLP is to be submitted to DMR Regional Manager, who may refer it back to the applicant with proposals for amendments where necessary. Accordingly, this is the last authority to sign-off on the document.</p>	DMR
Reporting on and Monitoring	<p>Mining companies are required to submit to the Director General of DMR an annual report detailing the extent of</p>	DMR Mining companies

<p>implementation of the SLP</p>	<p>compliance with the SLP. It also states that the DMR may request progress report as and when required.</p> <p>While there is no formal role for local government to play in monitoring how mine companies complies with the SLP, they can assist the DMR greatly with this. Because they have local knowledge, municipalities are well placed to monitor if the commitments made in an SLP are being kept and particularly if the mine is working on local economic development projects.</p> <p>Therefore, DMR should work with municipalities and ensure that these reports serve in council of municipalities before they are submitted to the department.</p>	<p>Municipalities</p>
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SECTION 6: RELATIONSHIP BETWEEN THE IDP AND ONE PLAN

In 2019, Cabinet approved the DDM as a government approach to improve integrated planning and delivery across the three spheres of government with district and metro spaces as focal points of government and private sector investment. The envisaged integrated planning and delivery in the district and metro spaces will be enabled by joint planning, budgeting and implementation process. The DDM articulates an approach by which all three spheres of government and state entities work cooperatively in an impact-oriented way to ensure enhanced performance and accountability for coherent service delivery and development outcomes.

The purpose of this section is to outline the relationship between the municipal IDPs and the One Plans of Districts and Metros.

6.1 What is the One Plan?

The DDM is anchored on the development of the One Plan. This plan is an intergovernmental plan that outlines a common vision and desired future outcomes in each district and metro space. It sets out a long-term strategic framework (25-30 years) to guide investment and delivery in each of the 52 district and metropolitan spaces in the country. Furthermore, the One Plan is formulated jointly by all three spheres of government through a series of collaborative intergovernmental planning sessions. This process will facilitate a shared understanding of the district/metro space amongst all spheres of government.

The formulation of a credible One Plan will enable programmatic implementation over multi-term electoral cycles thereby entrenching predictability and stability in the government planning system. This will improve performance and coherent delivery by the State, which is a necessary prerequisite for achieving desired developmental impacts. It is envisaged that the One Plan will be reviewed every 5 years in line with the local government electoral cycle and the development of the 5-year IDPs.

Figure 9 below outlines the key characteristics of the One Plan:

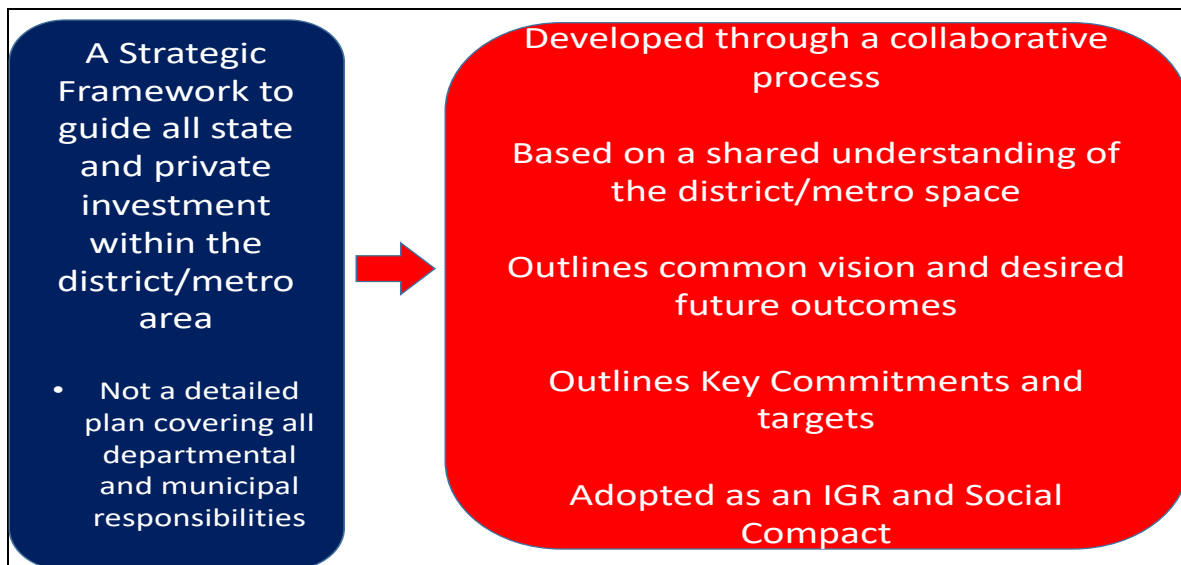


Figure 9: Key characteristics of the One Plan

It is important to note that the One Plan is not a summation of government plans and does not necessarily incorporate all the projects and programmes of government departments and State Entities. The One Plan focuses on key and strategic programmes required to catalyse and advance socio-economic transformation. It is however critical for municipalities (district and local municipalities) to be aware of all key investments and plans of other spheres to be implemented within the district space including those that might fall outside the scope of the One Plan. These will be incorporated in the IDPs and other municipal development plans.

6.2 Relationship between the IDP and One Plan

The DDM introduces a new planning instrument in the form of the One Plan. This process comes into a planning environment where there are existing planning instruments at local, provincial and national levels of government. However, the One Plan was not introduced to replace the IDP or any other existing prescribed development, departmental strategic and annual performance plans that each sphere, department and state entity is responsible for or required to develop. The One Plan is rather informed by these plans and once in place, it will guide the review of these plans and budgets.

Table 3 below outlines a comparative analysis of the IDPs and One Plans:

ONE PLAN (LONG TERM - 30 YEARS)	IDP (MEDIUM TERM - 5 YEARS)
Long-term vision of the district area of impact and common understanding of goals and objectives amongst stakeholders in the district area.	Determine how the long-term vision, goals and objectives contribute towards addressing challenges at a local level by directing actions and interventions towards the vision.
Long term vision expressed in policy and long range plans across all spheres of government, i.e. NDP, PGDS, NSDF, PSDF, DSDF, etc.	Implementation of short to medium term service delivery programmes and projects informed by the MTSF, municipal SDFs, sectoral/master plans and long term financial strategies.
Determines government-wide key development strategies and priorities to be addressed.	Address municipal strategies, Council development priorities/objectives and community needs.
Conceptualisation of the desired future and results (outcomes and impact) to be achieved by the district area in the long term.	Plans implemented by municipalities and departments respond directly to the desired outcomes and impact.
Spatially referenced plans and budgets at district and metro level with emphasis on long-term catalytic programmes and interventions to unlock development potential.	Focus on implementation of immediate service delivery interventions and priority projects in the One Plan.

Table 3: Comparative analysis of IDPs and One Plans

The One Plan is expected to strengthen and enhance the IDPs and other plans of municipalities and provide greater certainty and direction for the IDPs. During the development of the One Plans, the IDPs will inform the One Plans. However, once the One Plans are approved, IDPs are to be directed by the priorities and commitments outlined in the One Plans. In this regard, IDPs are the vehicle through which implementation of the One Plans happen at local government level. This relationship is outlined in the figure below.

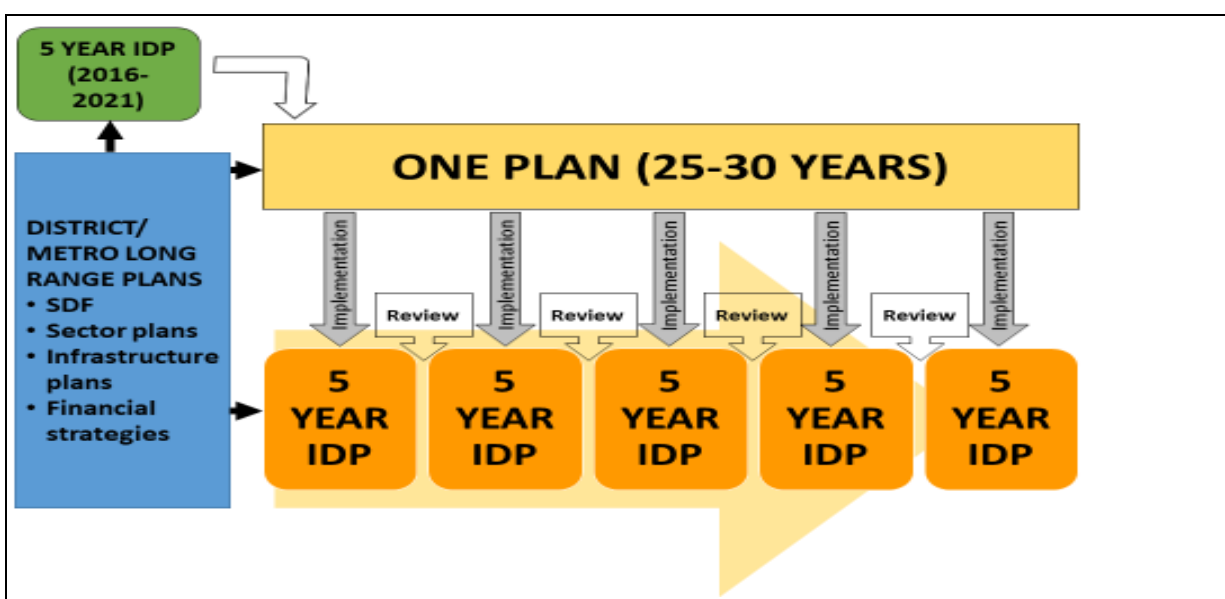


Figure 10: Relationship between the IDP and One Plan

SECTION 7: CONCLUSION

These Revised Guidelines have been developed for all categories of municipalities however; they have been geared specifically for non-metro municipalities, though the principle applies to all municipalities. In the main, these guidelines respond to new policy and legislation imperatives including the NDP, IUDF, SPLUMA and the DDM. The guidelines further emphasize the roles of the various role players in development planning and highlight the significance of transversal planning in development planning.

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