**CHAPTER 9**

**STRATEGIC PLANNING: INTEGRATED DEVELOPMENT PLANNING**

**9.2 INTEGRATED DEVELOPMENT PLAN FRAMEWORK AND PROCESS PLAN GUIDELINES**

**9.2.1 PURPOSE OF THE FRAMEWORK AND PROCESS PLAN GUIDELINE**

The purpose of the Integrated Development Plan Framework and Process Plan is to clarify the distinction between the two Plans, the purpose each Plan in the formulation of the Integrated Development Plan and provide guideline on the contents of the Framework and Process Plans.

**9.2.2 LEGISLATIVE MANDATE**

Chapter 5 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) requires municipalities to prepare a number of documents. A district municipality is required to adopt three documents, a framework for integrated development planning (section 27(1) of the MSA), a process to guide the planning, drafting, adoption and review of its IDPs (section 28(1) of the MSA) and an IDP (section 25(1) of the MSA).

1. The framework for integrated development planning has a status that is similar to that of a contract. It is binding on a district municipality and all the local municipalities within the district (section 27(2) of the MSA).
2. Once the framework for integrated development planning has been concluded, a district municipality and the local municipalities within the district can proceed to the next step which is to plan how to prepare their IDPs. This is called a process plan to guide the planning, drafting, adoption and review of an IDP in the MSA.

**9.2.3 APPLICATION**

By adopting the Framework and Process Plan Guidelines the Municipality will have clarity on how the actual Framework and Process Plan are drafted to inform the drafting and or annual review of the Integrated Development Plan. The adopted Framework and Process Plan give guidance to stakeholders on the drafting of the Integrated Development Plan, how and when stakeholders should participate in, and align with the Integrated Development Plan.

**INTEGRATED DEVELOPMENT PLAN FRAMEWORK AND PROCESS PLAN GUIDELINES**

**INTEGRATED DEVELOPMENT PLAN FRAMEWORK AND PROCESS PLAN GUIDELINES**

1. **THE DIFFERENCE BETWEEN A DISTRICT FRAMEWORK PLAN AND DISTRICT PROCESS PLAN**
2. The purpose of this document is to explain the difference between a framework for integrated development planning and a district municipality’s process to guide the planning, drafting, adoption and review of its IDP.
3. Chapter 5 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) requires municipalities to prepare a number of documents. A district municipality is required to adopt three documents, a framework for integrated development planning (section 27(1) of the MSA), a process to guide the planning, drafting, adoption and review of its IDPs (section 28(1) of the MSA) and an IDP (section 25(1) of the MSA).
4. Clarity was sought on the difference between a framework for integrated development planning and a district municipality’s process to guide the planning, drafting, adoption and review of its IDP. In the past, the Department did not require district municipalities to prepare a process to guide the planning, drafting, adoption and review of their IDPs because it assumed that the framework for integrated development planning served the same purpose.
5. The term “framework” gives an indication of the purpose of a framework for integrated development planning. Other words for “framework” are a structure, skeleton or chassis. The purpose of a framework for integrated development planning is to create the foundation for the district and local municipality’s IDPs. This is reflected in the contents of a framework for integrated development planning.

“27(2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least—

(a) identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;

(b) identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;

(c) specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and

(d) determine procedures—

(i) for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and

(ii) to effect essential amendments to the framework.”

Items (b), (c) and (d)(ii) deal with the alignment and coordination of the district municipality’s IDP and the local municipalities IDPs and the alignment and coordination of local municipalities’ IDPs. This makes sense given the division of powers between a district municipality and the local municipalities within the district. The district municipality is usually responsible for the supply of potable water, bulk electricity, domestic waste-water and sewage disposal systems, solid waste disposal sites, municipal roads which form an integral part of a road transport system for the district municipality, passenger transport services, municipal health services, firefighting, fresh produce markets, abattoirs and the promotion of local tourism for the district (section 84 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998). There are between 3 and 7 local municipalities in each of the district municipalities in KwaZulu-Natal that competes for the same services and resources of the district municipality. The framework for integrated development planning ensures that each local municipality within a district has just and equitable access to the district municipality’s services and resources. Trade-offs and compromises have to be made in the process. A metropolitan municipality does not have to prepare a framework for integrated development planning because it performs all municipal functions itself and it only has to serve itself. A local municipality does not have to prepare a framework for integrated development planning because it doesn’t have any dependents.

1. The framework for integrated development planning has a status that is similar to that of a contract. It is binding on a district municipality and all the local municipalities within the district (section 27(2) of the MSA).
2. Once the framework for integrated development planning has been concluded, a district municipality and the local municipalities within the district can proceed to the next step which is to plan how to prepare their IDPs. This is called a process plan to guide the planning, drafting, adoption and review of an IDP in the MSA.
3. A framework for integrated development planning and the process that guides the planning, drafting, adoption and review of a district municipality’s IDP cannot be the same thing because the contents are different, the consultation requirements are different and the framework must be in place before the processes can be developed.
4. The contents of a framework for integrated development planning and the process that guides the planning, drafting, adoption and review of a district municipality’s IDP are different. Compare the contents of a framework quoted in paragraph 5 of this document to the contents of a process quoted below.

“29.(1)The process followed by a municipality to draft its integrated development plan, including its consideration and adoption of the draft plan, must—

(a) be in accordance with a predetermined programme specifying time-frames for the different steps;

(b) through appropriate mechanisms, processes and procedures established in terms of Chapter 4, allow for—

(i) the local community to be consulted on its development needs and priorities;

(ii) the local community to participate in the drafting of the integrated development plan; and

(iii) organs of state, including traditional authorities, and other role players to be identified and consulted on the drafting of the integrated development plan;

(c) provide for the identification of all plans and planning requirements binding on the municipality in terms of national and provincial legislation; and

(d) be consistent with any other matters that may be prescribed by regulation.

(2) A district municipality must—

(a) plan integrated development for the area of the district municipality as a whole but in close consultation with the local municipalities in that area;

(b) align its integrated development plan with the framework adopted in terms of section 27; and

(c) draft its integrated development plan, taking into account the integrated development processes of, and proposals submitted to it by the local municipalities in that area.

(3) A local municipality must—

(a) align its integrated development plan with the framework adopted in terms of section 27; and

(b) draft its integrated development plan, taking into account the integrated development processes of, and proposals submitted to it by the district municipality.”

The only requirement that appears both in the contents of a framework for integrated development planning and the contents of a process to guide the planning, drafting, adoption and review of an IDP is the identification of plans and planning requirements that are binding on municipalities in terms of legislation (see section 27(2)(a) and 29(2)(c) of the MSA). In the case of the framework, the requirements must only be identified, whereas in the case of the process, the requirements must be identified and the municipalities, including the district municipality, must engage other organs of state in the preparation of their IDPs (section 29(1)(b)(iii) of the MSA).

1. The consultation requirements for the preparation of a framework for integrated development planning and the development of a process to guide the planning, drafting, adoption and review of a district municipality’s IDP are different. A district municipality only has to consult the local municipalities within the district when it prepares the framework whereas it has to consult the local municipalities, other organs of state and the local community when it prepares its process (see section 29(2)(a) and (c), 29(1)(b)(iii) and 29(1)(i) and (ii) of the MSA).
2. A framework for integrated development planning must precede a district municipality’s process to guide the planning, drafting, adoption and review of its IDP. A district municipality must align its IDP with the framework (see section 29(2)(b) of the MSA). A district municipality cannot develop a process to align its IDP with the framework, if the framework does not exist. Likewise, local municipalities must align their IDPs with the framework (see section 29(3)(a) of the MSA). Local municipalities cannot develop processes to align their IDP with the framework, if the framework does not exist.
3. In future, every district municipality will be required to submit both a framework for integrated development planning and a process to guide the planning, drafting, adoption and review its IDP to the Department.

**B DRAFTING AND SUBMISSION OF THE IDP FRAMEWORK AND PROCESS PLANS**

The minimum requirements of the District Municipal Framework Plan and District Process Plan, as well as the Local Municipal Process Plan are attached at **Annexures A**, **B** and **C** respectively.

**ANNEXURE A**

**DISTRICT MUNICIPAL FRAMEWORK PLAN GUIDELINES**

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| **CONTENTS** | |
| **1.** | **Introduction**   1. Legislative requirements for drafting of a Framework Plan (MSA Section 27) (what and aim of FP) 2. Legislative requirements for IDP review ito MSA (e.g. Sections 26, 28 and 34). 3. Key matters in DM and LMs IDPs to be aligned, co-ordinated and integrated as a DM Family:  * New Council priorities (e.g. radical economic transformation); * Outcomes based approach (Cabinet Lekgotla Resolutions, District Lekgotla Resolutions, OPMS, State of the Nation Address, State of the Province Address, Sustainable Development Goals (SDGs), PGDS, PGDP, DGDP, 14 National Outcomes, Back to Basics and Climate Change); * The Sukuma Sakhe/War on Poverty and War Rooms. * Sector Plans; * The SDF, with Capital Investment Framework, to ensure that the IDP and SDF preparation processes are adequately aligned; * SPLUMA implementation requirements. |
| **2.** | **Determine procedures for DM/LM consultation and procedures for amendments to Framework Plan.**   1. Horizontal alignment (within the District family via Framework Plan). 2. Type of alignment mechanisms:   • Planning & Development Forums; and  • Representative Forums |
| **3.** | **District Municipality consultation mechanism with other IDP stakeholders, such as Sector Departments.**   1. Vertical alignment (National, Provincial, Local spheres); 2. Cross border alignment (other Districts & Provinces). 3. Type of alignment mechanisms:  * Representative Forums; * One-on-one Sector Department meetings. |

**ANNEXURE B**

**DISRICT MUNICIPAL PROCESS PLAN GUIDELINES**

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| **CONTENTS**  ***Only information applicable to the District Municipality should be included in the District Process Plan.*** | |
| **1.** | **Introduction**   1. What is a District Process Plan and the function thereof? (See DPLG IDP manual) 2. Legislative requirements for IDP review ito MSA (e.g. Sections 26, 28 and 34). 3. Key elements to be addressed during review process :    * Information convey during Draft IDP assessments;    * MEC Panel comments;    * Self-assessment;    * New Council priorities;    * Outcomes based approach (Cabinet Lekgotla Resolutions, District Lekgotla Resolutions, OPMS, State of the Nation Address, State of the Province Address, Sustainable Development Goals (SDGs), PGDS, PGDP, DGDP, 14 National Outcomes, Back to Basics and Climate Change);    * The Sukuma Sakhe/War on Poverty and War Rooms.    * The SDF, with Capital Investment Framework, to ensure that the IDP and SDF preparation processes are adequately aligned; and    * SPLUMA implementation requirements. |
| **2.** | **Organisational / Institutional Arrangements**  Internal IDP Structures and their roles and responsibilities. |
| **3.** | **External role players**  Identify external role players, including communities, and their roles and responsibilities. |
| **4.** | **Mechanisms for Public Participation**  Identify suitable public participation mechanisms :   * by using existing structures such as Representative Forums; and * by using methods such as public notices, roadshows, advertisements (newspapers, radio, etc.). |
| **5.** | **Alignment of the IDP, Budget and Municipal Performance Management processes (in table format)**   1. Link the IDP process with the related activities of OPMS and Budget (as per the MFMA). 2. Show monthly activities, milestones/dates and responsibilities. |
| **6.** | **Alignment Mechanisms**  a) Alignment with all stakeholders :   * + Vertical alignment (National, Provincial, Local Spheres);   + Horizontal alignment (within the District family via Framework Plan); and   + Cross border alignment (other Districts & Provinces).   b) Type of alignment mechanisms :   * Representative Forums; * Planning & Development Forums; and * One-on-one Sector Department meetings. |
| **7.** | **Cost Estimates**  a) Estimated cost breakdown for each IDP phase.  b) IDP and SDF prepared in-house or by a Service Provider. |

**ANNEXURE C**

**LOCAL MUNICIPAL PROCESS PLAN GUIDELINES**

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| **CONTENTS** | |
| **1.** | **Introduction**   1. What is a process plan and the function thereof? (See DPLG IDP manual) 2. Legislative requirements for IDP review ito MSA (e.g. Sections 26, 28 and 34). 3. Key elements to be addressed during review process:    1. Information convey during Draft IDP assessments;    2. MEC Panel comments;    3. Self-assessment;    4. New Council priorities;    5. Outcomes based approach (Cabinet Lekgotla Resolutions, District Lekgotla Resolutions, OPMS, State of the Nation Address, State of the Province Address, Sustainable Development Goals (SDGs), PGDS, PGDP, DGDP, 14 National Outcomes, Back to Basics and Climate Change);    6. The Sukuma Sakhe/War on Poverty and War Rooms.    7. The SDF, with Capital Investment Framework, to ensure that the IDP and SDF preparation processes are adequately aligned;    8. SPLUMA implementation requirements; and    9. Alignment of Ward Based Plans (WBPs) to the IDP. |
| **2.** | **Organisational / Institutional Arrangements**  Internal IDP Structures and their roles and responsibilities. |
| **3.** | **External role players**  Identify external role players, including communities, and their roles and responsibilities. |
| **4.** | **Mechanisms for Public Participation**  Identify suitable public participation mechanisms:   * by using existing structures such as Representative Forums, CDWs, Ward Committees and Traditional Structures; and * by using methods such as public notices, roadshows, advertisements (newspapers, radio, etc.). |
| **5.** | **Alignment of the IDP, Budget and Municipal Performance Management processes (in table format)**  a) Link the IDP process with the related activities of OPMS and Budget (as per the MFMA).  b) Show monthly activities, milestones/dates and responsibilities. |
| **6.** | **Alignment Mechanisms**  a) Alignment with all stakeholders:   * 1. Vertical alignment (National, Provincial, Local spheres);   2. Horizontal alignment (within the District family via Framework Plan); and   3. Cross border alignment (other Districts & Provinces).   b) Type of alignment mechanisms:   * Representative Forums; * Planning & Development Forums; and * One-on-one Sector Department Meetings. |
| **7.** | **Cost Estimates**  a) Estimated cost breakdown for each IDP phase.  b) IDP and SDF prepared in-house or by a Service Provider. |