DISTRICT FRAMEWORK FOR 2015-2016 IDP REVIEW

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INTRODUCTION

The Framework for integrated development planning is the mechanism to ensure alignment and integration between the IDPs of the Amathole District Municipality and local municipalities of Mbhashe, Mquma, Great Kei, Amahlathi, Nkonkobe, Nxuba and Ngqushwa.

According to Section 27(1) of the Municipal Systems Act, No 32 of 2000, “Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole”.

The function of the framework is to ensure that the processes of district IDP and local IDPs are mutually linked and can inform one another. The Amathole District Municipality is responsible for drafting this framework.

On 25 May 2012 Amathole District Municipality adopted a five [5] year Integrated Development Plan (IDP) for the municipality. The IDP was developed in accordance with the requirements as set out in the Municipal Systems Act (32 of 2000), the Municipal Finance Management Act (56 of 2003) and Local Government: Municipal Planning and Performance Management Regulations (2001 and 2006).

The Amathole District Municipality’s vision for the 5 year IDP term is:

Commitment towards selfless, excellent and sustainable service to all our communities

The way in which the IDP process will be undertaken during the 2015 – 2016 financial year will be outlined in the IDP Process Plans which all municipalities must prepare. These Process Plans need to comply with this Framework Plan to ensure alignment and co-ordination between district and local municipalities as stipulated in the Municipal Systems Act no 32 of 2000.

To be able to monitor the implementation of the IDP, it is critical to have a performance management system. Hence the IDP, Budget and PMS processes are linked.

1. BACKGROUND

- Framework is a mechanism to ensure alignment and integration between IDPs of the district and its LMs
- To ensure that processes of district and LMs are mutually linked and can inform one another
- Municipality’s process plans need to comply with the district IDP framework
- Process plan is an organized activity plan that outline the process of developing the IDP and Budget
- IDP & Budget are 2 distinct but integrally linked processes, must be mutually consistent and credible
- Districts are responsible for drafting the IDP Framework
1.1 Legal context

According to Section 153 of The Constitution of the Republic of South Africa, 1996, a municipality must-

a) Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and promote the social and economic development of the community; and

b) Participate in national and provincial development programmes.

This constitutional provision illustrates the need for integrating the planning, budgeting, implementation and reporting processes of all public institutions.

According to Section 27(2) of the Municipal Systems Act, No 32 of 2000 the Framework binds both the district municipality and the local municipalities. The Act states that the framework must at least cover the following issues:

a) Identify 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 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.

The Municipal Finance Management Act, No 56 of 2003 (MFMA) is very clear in respect to time-frames for the IDP and the budget. Sections 21 and 24 of the MFMA requires that the budget and IDP schedule (or the IDP Process Plan) be adopted by Council by the end of August of each financial year, the draft Budget and IDP be tabled before the council in March, and the final Budget and IDP to be adopted by council in May.

1.2 What elements does IDP Review process comprise?

Aside from the statutory imperative, it is necessary to review the IDPs in order to:

- Ensure the IDP’s relevance as the municipality’s strategic plan
- Inform other components of the municipal business processes, including institutional and financial planning and budgeting
- Inform the cyclical inter-governmental planning and budget processes

In the IDP review cycle changes to the IDP may be required from these main sources:

- Comments from the MEC (Province);
- Incorporation of the most recent descriptive data
- Incorporate other spheres of government’s plans and programmes
- Refinement of the objectives and strategies
- Refinement of programs and projects
- Amendments in response to changing circumstances; and
- Improving the IDP process and content.

Improvements to the IDP process and content may be considered from the previous year’s Provincial Assessment report. These can be regarded as inputs into the IDP development process.

The main output is a 5 year strategic document. This strategic document is likely to comprise a number of components, including:

- Institutional Plan
- Financial Plan
- Spatial Development Framework,
- Performance Management Framework
- Various Sector Plans,
- List of programs and projects,
- Service Delivery and Budget Implementation Plan.

1.3 How is the IDP Review Process undertaken (process)?

The process reflected in the diagram below represents a continuous cycle of planning, implementation and review. Implementation commences after the Municipal Council adopts the initial IDP.

Through the year of implementation, performance is monitored, new information becomes available and major unexpected events may occur. Some of this information is used to make immediate changes to planning and implementation. Relevant inputs are then integrated into the annual review of the IDP.

After adoption of the IDP, implementation as well as situational changes will continue to occur; this is again monitored throughout the year and evaluated for consideration during the IDP process (DPLG IDP Guide 6).
Each of these steps is reflected in Annexure B which outlines the time frames and activities within which these steps should take place.

2. ORGANISATIONAL ARRANGEMENTS

Six structures will guide the IDP and Budget Review Process within the Amathole area:

- IDP/PMS/Budget Representative Forums
- IDP Steering Committees
- Technical Intergovernmental Forums (IGR)
- District Mayors Forum (DIMAFO)
- District Planning and Coordinating Forum
- Budget Steering Committees

2.1 IDP/PMS/Budget Representative Forums

The IDP/PMS/Budget Representative Forums, formed as part of the IDP process, should continue to function throughout the IDP development. Should circumstances warrant, their terms of reference or representation may be extended to suit changed circumstances or shortcomings identified during the IDP process.

The Representative Forums are comprised of Councillors, Heads of Departments and relevant staff members, representatives from sector departments, parastatal bodies, NGOs, business fraternity, traditional leaders, and other interested organized bodies.
2.2 IDP Steering Committees

The IDP Steering Committees, formed as part of the IDP process, should continue to function throughout the IDP development. Should circumstances warrant, their terms of reference or representation may be extended to suit changed circumstances or shortcomings identified during the IDP process.

These committees will monitor progress of the IDP development. Of critical importance is that they will be the structure that “puts it all together”. This is important because there are a number of sub-activities that form part of the IDP development, each of which will require a specific focus. The danger is that these activities can become un-coordinated which will result in unnecessary duplication.

2.3 Technical IGR Forums

Chapter 3 of the Constitution Act 108 of 1996 provides for the principles that underline the relations between the spheres of government. The technical IGR forums were established in terms of section 27 of the IGR Framework Act No. 13 of 2005 and are chaired by municipal managers of the district and local municipalities. It comprises district and local municipality’s municipal managers and the district managers of sector departments within Amathole area.

Amongst its roles, the technical IGR has a responsibility of ensuring:

- Coherent planning and development in the district;
- Co-ordination and alignment of the strategic and performance plans and priorities; objectives and strategies of the municipalities in the district and
- Any matter of strategic importance which affects the interests of the municipalities in the district.

2.4 DIMAFO

In the development of the IDPs, Mayors and Municipal Managers of all municipalities within the ADM meet quarterly to ensure co-ordination and alignment between local and district municipalities’ IDPs. Government Department representatives will form part of the DIMAFO meetings to ensure that there is an alignment between the District IDP and the Provincial policies and budgets.

2.5 DISTRICT PLANNING AND CO-ORDINATING FORUM

This is a technical team that will ensure district-wide IDP and PMS co-ordination and integration. It is comprised of the District and Local Municipalities IDP and PMS Managers, LMs Technical Cluster Champs, IDP and PMS officials from the Eastern Cape Department of Local Government & Traditional Affairs.

2.6 BUDGET STEERING COMMITTEES

The Budget steering committees have a responsibility of recommending the budget document as well as any other budget related issues such as changes in internally funded projects, before the approval by council.
These committees are chaired by the Mayors or their delegated representatives, with chairpersons of the standing committees and all section 57 employees serving as members.

## 3 MECHANISMS FOR PUBLIC PARTICIPATION

One of the main features of the integrated development planning is the involvement of community and stakeholder organizations in the process of developing the IDPs. Participation of affected and interested parties is very important to ensure that the IDP addresses the real issues that are experienced by the citizens of a municipality.

The District Municipality will, at the start of the IDP review process, place a blanket notice on the local newspapers inviting interested parties to participate in the representative forums of all municipalities within the Amathole district. Municipalities are required to develop a strategy for public participation which outlines when, how and on what issues they are going to engage communities in during the IDP process.

The district will also use the following participation mechanisms are proposed:

- **IDP REPRESENTATIVE FORUM:**
  The Forum will represent all stakeholders and will be as inclusive as possible. Additional organizations will be encouraged to participate in the Forum throughout the process.

- **MEDIA:**
  Amongst other means,
  - The local press will be used to inform the community of the progress with respect to the 2015/2016 IDP Review.
  - Radio broadcasts covering the area of the municipality

- **IZIMBIZO:**
  These will be more broad based and will target members of the community at a greater scale in local municipalities

## 4 MECHANISMS AND PROCEDURES FOR ALIGNMENT

The IDP planning process is a local process, which requires the input and support from other spheres of government at different stages. Alignment is the instrument to synthesize and integrate the top-down and bottom-up planning process between different spheres of government.

Mechanisms and procedures for vertical and horizontal alignment have been discussed under Section 2 (IGR, DIMAFO and District Planning and Coordinating Forum), however, it is important to note that the planning processes need to be coordinated and addressed jointly.

The District Municipality must ensure that alignment between local municipalities takes place, and the Corporative Governance and Traditional Affairs should play a coordinating role in ensuring that all other spheres and especially sector departments understand the need for alignment and their role within the local IDP process.
The district will develop a district-wide year planner that outlines all the IDP activities that will take place in each local municipality and district. The year planner will be informed all district and local municipalities’ IDP Process Plans.

4.1 Sector plans

Municipalities have identified and developed a number of strategies and plans as reflected in their various IDPs. New sector plans may be developed and/or existing ones reviewed during the IDP process.

It important to note that all ADM Sector Plan studies were conducted on the local space and as such covers the entire Amathole district-wide area. Municipalities when developing their own sector plans can be able to extract information pertaining to their local areas and use it as a point of departure.

4.2 Role of consultants

Consultants play a particularly important role in ensuring that the various technical requirements of the IDP process are adequately undertaken and coordinated. However, when appointing a service provider, it is suggested that a service provider with general planning and project management skills be employed to assist within the parameters of this Framework Plan.

The role of each service provider would need to be spelt out in more detail in the IDP Process Plans as well as the contractual arrangements entered into.

5 ACTION PROGRAMME

The action programme is detailed in Annexure B. Each Municipality’s Process Plan would need to comply with this. It should be noted, that in terms of the attached action plan, the legislative timeframes as per the Municipal Finance Management Act No 56 of 2003 and Municipal Systems Act No 32 of 2000 have been considered. Therefore, adherence to such timeframes is of utmost importance.

The action programme is aligned to the IDP Phases as follows:

<table>
<thead>
<tr>
<th>DISTRICT IDP FRAMEWORK: ACTION PROGRAMME</th>
<th>Phase 0: Pre-Planning Phase</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Develop District IDP Framework with LMs</td>
<td>July-August</td>
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<tr>
<td>- District-wide consultation on IDP Framework</td>
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<tr>
<td>- Adopt Framework and IDP &amp; Budget Process Plan</td>
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<td>- Advertise the process calling for interested parties</td>
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<tr>
<td>- Resuscitate IDP and Budget Steering Committees, Rep Forum, IGR and DIMAFO</td>
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<td>- Discuss rollovers, savings declarations and new applications</td>
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<tr>
<td>- Define financial position and capacity of the District</td>
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<tr>
<td>- Assess accuracy of staff allocation versus current budget</td>
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<tr>
<td>- Launch the IDP process</td>
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</tbody>
</table>
### Phase 1: Analysis Phase
- Analyze the current situation on service standards/ gaps/ backlogs/ resources

**September - November**

### Phase 2: Strategies Phase
- Formulate solutions to address the problems
- Revisit the 5 Year Strategic Plan:
  - confirm vision, mission and values
  - refine objectives, strategies and KPI
  - set targets for year 1 + 2 outer years
  - solicit inputs from Sector Implementation Plans

**December - February**

### Phase 3: Projects Phase
- Transformation of strategies into concrete localized projects that will inform the budget and development of business plans

**February – March**

### Phase 4: Integration Phase
- Harmonize projects in order to arrive at consolidated and integrated programs
- Consideration of sector plan requirements and guidelines

**March**

### Phase 5: Approval Phase
- Draft IDP, Budget and SDBIP to be adopted by Council before end of March
- Submission to MEC DLGTA within 10 days of approval / Provincial & National Treasury
- Advertise and allow 21 days for public comment
- IDP/Budget Road-shows: April / May
- Council Open day: May
- Incorporate relevant inputs
- Adoption of final IDP, Budget and SDBIP before end of May
- Submission to MEC DLGTA / PT and NT
- Publish IDP and Budget within 14 days

**March - May**

### 6 Monitoring and Amending

Actual practice might result in certain scenarios that were not anticipated. It is thus critical that the monitoring and review mechanisms be catered for in the planning process. The following with regards to monitoring and amendment of the Framework Plan is recommended:

- The Municipal Manager and/or delegated official co-ordinate and monitor the whole process;
- Progress to be reported to the Executive Mayor. Any deviations from the municipalities’ Process Plans that might affect district wide activities must be highlighted;
- The Executive Mayor may be advised to make amendments to the Framework Plan should these be required. An example of this would be revisiting time frames in the event of unforeseen delays.
7 FUNDS AVAILABLE

The Department of Local Government & Traditional Affairs has not advised the district of any budget allocations set aside for Municipalities. It is therefore, the responsibility of each municipality to ensure that the IDP development process is budgeted for internally.

8. BINDING PLANS AND LEGISLATION

National legislation can be distinguished between those that deal specifically with municipalities arising from the Local Government White Paper on the one hand and sector planning legislation on the other.

The Municipal Structures Act, No 117 of 1998, Municipal Systems Acts, No 32 of 2000, and Municipal Finance Management Act, No 56 of 2003 are specific to local government. The Municipal Systems Act has a specific chapter dedicated to IDPs and is the driving piece of legislation for the development and review of IDPs. Arising from the Municipal Systems Act, the IDP and PMS Regulations need to be complied with.

National sector legislation contains various kinds of requirements for municipalities to undertake planning. Sector requirements vary in nature in the following way:

- Legal requirements for the formulation of a discrete sector plans (e.g. a water services development plan).
- A requirement that planning be undertaken as a component of, or part of, the IDP (like a housing strategy and targets).
- Links between the IDP and budget process as outlined in the Municipal Finance Management Act.
- Legal compliance requirement (such as principles required in the Development Facilitation Act – DFA – and the National Environmental Management Act – NEMA).
- More a recommendation than a requirement, which is deemed to add value to the municipal planning process and product (in this case, Local Agenda 21).

These are highlighted in the table below:

<table>
<thead>
<tr>
<th>Category of requirement</th>
<th>Sector requirement</th>
<th>National department</th>
<th>Legislation/policy</th>
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</thead>
<tbody>
<tr>
<td>Legal requirement for a district/local plan</td>
<td>Water Services Development Plan</td>
<td>Department of Water</td>
<td>Water Services Act, No 30 of 2004</td>
</tr>
<tr>
<td>Integrated Transport Plan</td>
<td>Department of Transport</td>
<td>National Land Transport Act, No 5 of 2009</td>
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<tr>
<td>Spatial planning requirements</td>
<td>Department of Rural Development and Land Reform</td>
<td>Development Facilitation Act, No 67 of 1995</td>
<td></td>
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<tr>
<td>Category of requirement</td>
<td>Sector requirement</td>
<td>National department</td>
<td>Legislation/policy</td>
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<tr>
<td>Requirement for sector planning to be incorporated into IDP</td>
<td>Housing strategy and targets</td>
<td>Department of Human Settlements</td>
<td>Housing Act, No 107 of 1997</td>
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<td></td>
<td>Coastal management issues</td>
<td>Department of Environmental Affairs</td>
<td>National Environmental Laws Amendment Act, No 14 of 2009</td>
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<td></td>
<td>Local Economic Development</td>
<td>Department of Cooperative Governance and Traditional Affairs</td>
<td>Municipal Systems Act, No 32 of 2000</td>
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<td></td>
<td>Integrated Infrastructure Planning</td>
<td>Department of Cooperative Governance and Traditional Affairs</td>
<td>Integrated Planning Act of 1997</td>
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<tr>
<td></td>
<td>Spatial framework</td>
<td>Department of Cooperative Governance and Traditional Affairs</td>
<td>Municipal Systems Act, No 32 of 2000</td>
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<tr>
<td>Requirement that IDP complies with</td>
<td>National Environmental Management Act (NEMA) Principles</td>
<td>Department of Environmental Affairs</td>
<td>National Environment Management Act, No 107 of 1998</td>
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<tr>
<td></td>
<td>Environmental Implementation Plans (EIPs)</td>
<td>Department of Environmental Affairs</td>
<td>National Environment Management Act, No 107 of 1998</td>
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<tr>
<td></td>
<td>Environmental Management Plans (EMPs)</td>
<td>Department of Environmental Affairs</td>
<td>National Environment Management Act, No 107 of 1998</td>
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<td></td>
<td>IDB/Budget link</td>
<td>Department of Finance</td>
<td>Municipal Finance Management Act, No 56 of 2003</td>
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<tr>
<td>Value adding contribution</td>
<td>Sustainable Development and Environmental Awareness</td>
<td>Department of Environmental Affairs</td>
<td>Local Agenda 21</td>
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<td></td>
<td>Global Partnership responding to</td>
<td>Department of Social</td>
<td>Millenium Development</td>
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<tr>
<td>Category of requirement</td>
<td>Sector requirement</td>
<td>National department</td>
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<td></td>
<td>worlds main development challenges</td>
<td>Development</td>
<td>Goals</td>
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In terms of provincial legislation, the Provincial Spatial Development Plan and the Provincial Growth and Development Strategy should be used as guiding policy documents and therefore need to be considered during the IDP process.

Each local municipality and the district municipality must include all the planning documents that have been approved by Council or other strategies that might be relevant to the IDP process, as accompanying documents to the IDP.