

DDM, IDP AND BUDGET FRAMEWORK PLAN



Joe Gqabi District Municipality

2023/24 Financial Year

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1. Legislative BACKGROUND

1.1 Background

Cabinet approved the DDM as an All of Government and Society Approach providing a method by which all three spheres of government and state entities work in unison in an impact-oriented way, where there is higher performance and accountability for coherent and effective service delivery and development outcomes. The DDM aims to improve integrated planning and delivery across the three spheres of government in a spatially targeted way focused on the district and metropolitan spaces as convergence points for all of government and private sector investment. The envisaged integrated planning and delivery in relation to district and metropolitan spaces will be enabled by joint planning, budgeting and implementation processes.

The IDP is the principal strategic planning instrument, which guides and informs all planning and development, and all decisions with regard to planning, management and development in a municipal area, in terms of Section 35 of the Local Government: Municipal Systems Act 32 of 2000 (MSA).

As stipulated in Section 25 of the MSA, an IDP adopted by a municipal Council must:

- Link, integrate and coordinate plans and take into account proposals for the development of the municipality.
- Align the resources and capacity of the municipality with the implementation plan;
- Form the policy framework and general basis on which annual budget must be based;
- Complies with the provisions of the MSA, with the particular reference to Chapter 5; and
- Be compatible with national and provincial plans and planning requirements binding on the municipality in terms of legislation.

1.2 Adoption of a District Framework Plan

In terms of Section 27 of the Local Government: Municipal Systems Act (Act 32 of 2000), the MSA, each District municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole. The framework must at least:

- identify the plans and planning requirements binding in terms of national and provincial legislation on the District municipality and the local municipalities;
- identify the matters to be included in the Integrated Development Plans (IDP) of the District municipality and the local municipalities that require alignment;
- specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and
- determine procedures for consultation between the District municipality and the local municipalities during the process of drafting their respective IDPs.

2. Sector plans and binding plans to be included in IDPs

Various Local Government legislation and regulations provide, *inter alia*, for the key sector plans that must be developed, approved implemented by municipalities.

2.1 Key Sector Plans

As stated above the Framework Plan must identify key plans and planning requirements that must be taken into account in reviewing municipal IDPs. Below is a summary of the plans required and the list is not exhaustive. Municipalities that have not yet developed their municipal sector specific plans or strategies may opt to adopt the relevant District plan or strategy through a municipal Council's Resolution for its own use:

- Agricultural Plan
- Anti-Fraud and Anti-Corruption Strategy
- Area Based Plan
- Communication Strategy
- Comprehensive Infrastructure Plan
- Drakensberg High Altitude Plan
- Employment Equity Plan
- Environmental Management Plan
- Forestry Plan
- Gender Mainstreaming Strategy
- HIV And AIDS Plan
- Human Resources And Institutional Development Plan
- Integrated Transport Plan
- Integrated Waste Management Plan
- LED Strategy
- Occupational Health And Safety Plan
- Pavement Plan
- Performance Management Framework and Policy
- Public Participation Strategy
- Recruitment and Selection Strategy
- Scarce Skills and Retention Strategy
- Southern Drakensburg Sustainable Plan
- Spatial Development Framework
- Succession Plan
- Tourism Plan
- Tourism Strategy
- Water Services Development Plan
- Women's Development Plan
- Workplace Skills Development Plan

2.2 Other plans and issues to be considered

In terms of Section 153 of the Constitution municipalities must participate in national and provincial development programmes. Moreover, Section 25 of the MSA states that an IDP adopted by the Municipality must be compatible with national and provincial development plans and planning

requirements binding on the municipality. Thus the following plans and issues must also be considered:

- The National Development Plan
- National Spatial Development Perspective
- Medium Term Strategic Framework and the Provincial Strategic Framework
- Provincial Growth and Development Plan
- Mandate of Local Government
- UN Sustainable Development Goals
- Municipal Turn Around Strategies
- Comments and inputs emanating from IDP processes and stakeholder engagements
- Comments emanating from IDP engagement sessions
- Amendments due to changing circumstances
- Need for general improvements of current processes and systems.
- Resource re-allocation and prioritization
- Organizational development and its intricacies
- Review of the previous years' plans and lessons learnt
- Reviewed sector plans;
- Council's strategic planning sessions
- National Key Performance Indicators
- Credible IDP Framework

The table 1 below summarises some other matters that must be considered during the review of the IDPs.

Table 1: Framework Guide for IDP delivery areas

Focus Area	Delivery Focus Area	Performance Description
1. Service Delivery	Sanitation	Plan to achieve the national targets on sanitation and needs of the area.
	Water	Plan to achieve the national targets on water provision and management needs of the area.
	Electricity (LMs)	Plan to achieve the national targets on electricity provision and needs of the area.
	Refuse Removal (LMs)	Plan to achieve the national targets on waste removal and management needs of the area.
	Municipal Roads (LMs)	Plans to address quality of access roads as well as existing roads maintenance.
	Infrastructure plans	Other bulk infrastructure plans
	EPWP	Projects to be undertaken and number of job opportunities to be created.
2. Institutional Development and Transformation	Human Resource Strategy	Gaps in human resource planning and appropriateness of the institutional arrangements
	Skills Development Plan	Skills development and attraction strategy to address the delivery needs experienced by the municipality.
	Performance Management Framework and Policy	Alignment to the IDP delivery targets and plans to monitor the implementation of the SDBIP. Implementation of PMS
	Operations and Maintenance	Plan of maintaining existing infrastructure (i.e. buildings)
3. Local Economic Development	Alignment (NSDP; NSDP; PGDS)	Elements of alignment to the NDP, NSDP, PGDS, ASGI-SA projects (where relevant).
	DM / LM interface	District plan contribution to the local LED and vice-versa
	Special groups	LED and empowerment plans to empower the local economy with women, youth and the disabled to participate in the economy.
	1 st and 2 nd Economies	Ensure economic linkages and benefit between the local first and second economies. Specific second economy plans and possible number of beneficiary households.
4. Financial Management and Corporate Governance (Compliance with MFMA and MSA)	Submission of FS	Financial statements to be timeously (two months after end of financial year) submitted to the Office of the Auditor-General?
	Audits	Observations of the AG to be acted upon in terms of corrective governance procedures and approaches on: a) the financial audit b) the performance audit
	Financial Plan (MSA s 26h)	Financial plan that includes a budget projection for at least three to five years
	Budget	Compilation and management of the budget to comply with the provisions of the MFMA: sections 16 – 26. Develop measurable performance objectives for each vote in the budget, taking into account the IDP
	Duties of office bearers re budget (Mayor: MFMA, sections 21-23 and 52 and 54) (Municipal Manager, sections 68-72)	Mayor to perform his or her budget duties: coordinated the processes, tabled a schedule 10 months before start of financial year and consulted with relevant stakeholders. MM to undertake his or her reporting and administrative duties re the Act. Adhere to budget timetable adhered (July to June)
	Service Delivery and Budget Implementation Plan (SDBIP) (MFMA: Section 53)	The SDBIP is a tool approved by the Mayor to manage, implement and continuously monitor delivery of services, spending of budget allocations, performance of senior management and achievement of the strategic objectives set by the Council.
	Division of Revenue DORA Equitable Share: Schedules 2 and 3 MIG	Demonstrate financial planning aligned to DORA (ES; MIG; Transfers for capacity-building) and have plans to both manage revenue shortfalls and enhance revenue collection.
	Revenue Management	Check that the accounting officer is taking all reasonable steps to comply with legal requirements.

Focus Area	Delivery Focus Area	Performance Description
	MFMA: s 61; MSA: s 95)	
	Project Consolidate interventions	The role of CDW's to be articulated and incorporated into the IDP Check budget for skills and capacity development projects.
	Community participation – budget (MFMA Section 22 – 23)	Draft budget to be made public and a meeting held with the community to ascertain development priorities and incorporate them into the IDP.
	Anti-corruption	Convey a discernible commitment to clean and accountable governance and evidence of investigative action in cases of malpractice
	Revenue collection	
5. Governance	Public Participation	Check compliance with MSA: Appropriate mechanisms, processes and procedures to be put in place to enable the community to participate in the affairs of the municipality. Community to be involved in setting of appropriate key performance indicators and targets for the municipality. Initiatives to be reflected in the IDP
	Code of Conduct for Councillors and municipal staff members (Sections 1 and 2, MSA)	All staff and members signed the Code of Conduct. Provisions of these sections to be adhered to re general conduct, duties disclosures? Community to have access to the Codes of Conduct?
	Ward Committees and war rooms	Total number of Ward Committees established as per the number of demarcated municipal wards; Ward Committees to be functional; they need to comply with Terms of Reference of establishment Report on their contribution to development in the municipality
	Communication	Comply with MSA (S21) directives regarding communication to the local community Website or public place must contain documents to be made public in terms of the MFMA and MSA. Indications of a positive interface between Council, ward committee and community to be reflected Demonstrate a commitment to communication?
6. Intergovernmental relations	Cooperative governance	MSA S3 defines how local government must develop cooperative approaches to governing, resource share and solve disputes and problems within context of IGR. These principles to be discernible in the IDP
	Establishment of IGR Forums:	The IGRF Act requires that there are provincial and district intergovernmental forum to promote and facilitate IGR between a) provinces and local government, and b) district and local municipalities. Planning to benefit from intergovernmental dialogue
	Role of IGR Forums to promote service delivery	The forum must meet at least four times a year with service providers and other role players concerned with development in the district, to coordinate effective provision of services and planning in the district. Reflect engagement with forums
	Reporting and sector involvement in planning	The Premier of a province must report to PCC on the implementation of national policy and legislation within the province. The role of sectors in local delivery must be clearly articulated. Is the IDP aligned to these obligations?
	Assignment of Powers and functions	Appropriate intergovernmental agreements to facilitate effective management of assignments within the municipality
7. Spatial Development Framework	Sustainable Human Settlements	Check that municipalities are familiar with Housing dept policy on SHS and implications of new accreditation framework. Work inter-governmentally to sustain joint planning in land access, economic and labour profiling, infrastructure delivery and provision of services.
	National Spatial Development Perspective (NSDP) and NDP	The updated NSDP is being communicated to provinces and municipalities between February and April. Ensure principles are understood and there are management plans to ensure these are incorporated into joint planning initiatives aligned to the NSDP economic and social profile for that province / region.
	Provincial Growth and Development Strategy	Guidelines are available for provinces and municipalities to structure their planning aligned to regional profiles and in spirit of economic and resource cooperation.

Focus Area	Delivery Focus Area	Performance Description
	(PGDS)	
	Economic profile	NSDP overview to be extrapolated and integrated into local economic development initiatives based on local and regional economic realities
	Geographic profile	Studies to be undertaken to understand environmental and geographic characteristics of the region and the implications for economic spatial choices
	Demographic profile	Demographics of the region in terms of household size, poverty statistics, migration, labour preferences, birth and death rates been factored into the spatial strategy of the municipality utilising latest statistics

3. TIME SCHEDULE OF KEY DEADLINES

The National Treasury Department provides guidance in terms of the key deadlines and activities for the IDP-budget process applicable to municipalities as per the Municipal Systems Act of 2000 and the Municipal Finance Management act of 2003 as reflected in table 2 below.

Table 2: Time Schedule key deadlines and activities

Mayor to Table in Council 10 Months Prior to Start of Budget Year		
Month	Mayor and Council / Entity Board	Administration - Municipality and Entity
July	<p>Mayor begins planning for next three-year budget in accordance with co-ordination role of budget process</p> <p>MFMA s 53</p> <p>Planning includes review of the previous year's budget process and completion of the Budget Evaluation Checklist</p>	<p>Accounting officers and senior officials of municipality and entities begin planning for next three-year budget</p> <p>MFMA s 68, 77</p> <p>Accounting officers and senior officials of municipality and entities review options and contracts for service delivery</p> <p>MSA s 76-81</p>
August	<p>Mayor tables in Council a time schedule outlining key deadlines for: preparing, tabling and approving the budget; reviewing the IDP</p> <p>(as per s 34 of MSA) and budget related policies and consultation processes at least 10 months before the start of the budget year.</p> <p>MFMA s 21,22, 23;</p> <p>MSA s 34, Ch 4 as amended</p> <p>Mayor establishes committees and consultation forums for the budget process</p>	
September	<p>Council through the IDP review process determines strategic objectives for service delivery and development for next three-year budgets including review of provincial and national government sector and strategic plans</p>	<p>Budget offices of municipality and entities determine revenue projections and proposed rate and service charges and drafts initial allocations to functions and departments for the next financial year after taking into account strategic objectives</p> <p>Engages with Provincial and National sector departments on sector specific programmes for alignment with municipalities plans (schools, libraries, clinics, water, electricity, roads, etc)</p>
October		<p>Accounting officer does initial review of national policies and budget plans and potential price increases of bulk resources with function and department officials</p> <p>MFMA s 35, 36, 42; MTBPS</p>
November		<p>Accounting officer reviews and drafts initial changes to IDP</p> <p>MSA s 34</p>
December	<p>Council finalises tariff (rates and service charges) policies for next financial year</p> <p>MSA s 74, 75</p>	<p>Accounting officer and senior officials consolidate and prepare proposed budget and plans for next financial year taking into account previous year's performance as per audited financial statements</p>
January	<p>Entity board of directors must approve and submit proposed budget and plans for next three-year budgets to parent municipality at least 150 days before the start of the budget year</p> <p>MFMA s 87(1)</p>	<p>Accounting officer reviews proposed national and provincial allocations to municipality for incorporation into the draft budget for tabling. (Proposed national and provincial allocations for three years must be available by 20 January)</p> <p>MFMA s 36</p>

Mayor to Table in Council 10 Months Prior to Start of Budget Year		
Month	Mayor and Council / Entity Board	Administration - Municipality and Entity
February	<p>Council considers municipal entity proposed budget and service delivery plan and accepts or makes recommendations to the entity</p> <p>MFMA s 87(2)</p>	<p>Accounting officer finalises and submits to Mayor proposed budgets and plans for next three-year budgets taking into account the recent mid-year review and any corrective measures proposed as part of the oversight report for the previous year's audited financial statements and annual report</p> <p>Accounting officer to notify relevant municipalities of projected allocations for next three budget years 120 days prior to start of budget year</p> <p>MFMA s 37(2)</p>
March	<p>Entity board of directors considers recommendations of parent municipality and submit revised budget by 22nd of month</p> <p>MFMA s 87(2)</p> <p>Mayor tables municipality budget, budgets of entities, resolutions, plans, and proposed revisions to IDP at least 90 days before start of budget year</p> <p>MFMA s 16, 22, 23, 87; MSA s 34</p>	<p>Accounting officer publishes tabled budget, plans, and proposed revisions to IDP, invites local community comment and submits to NT, PT and others as prescribed</p> <p>MFMA s 22 & 37; MSA Ch 4 as amended</p> <p>Accounting officer reviews any changes in prices for bulk resources as communicated by 15 March</p> <p>MFMA s 42</p>
April	<p>Consultation with national and provincial treasuries and finalise sector plans for water, sanitation, electricity etc</p> <p>MFMA s 21</p>	<p>Accounting officer assists the Mayor in revising budget documentation in accordance with consultative processes and taking into account the results from the third quarterly review of the current year</p>
May	<p>Public hearings on the budget, and Council debate. Council consider views of the local community, NT, PT, other provincial and national organs of state and municipalities. Mayor to be provided with an opportunity to respond to submissions during consultation and table amendments for Council consideration. Council to consider approval of budget and plans at least 30 days before start of budget year.</p> <p>MFMA s 23, 24; MSA Ch 4 as amended</p> <p>Entity board of directors to approve the budget of the entity not later than 30 days before the start of the financial year, taking into account any hearings or recommendations of the Council of the parent municipality</p> <p>MFMA s 87</p>	<p>Accounting officer assists the Mayor in preparing the final budget documentation for consideration for approval at least 30 days before the start of the budget year taking into account consultative processes and any other new information of a material nature</p>
June	<p>Council must approve annual budget by resolution, setting taxes and tariffs, approving changes to IDP and budget related policies, approving measurable performance objectives for revenue by source and expenditure by vote before start of budget year</p> <p>MFMA s 16, 24, 26, 53</p> <p>Mayor must approve SDBIP within 28 days after approval of the budget and ensure that annual performance contracts are concluded in accordance with s 57(2) of the MSA. Mayor to ensure that the annual performance agreements are linked to the measurable performance objectives approved with the budget and SDBIP. The mayor submits the approved SDBIP and performance agreements to Council, MEC for local government and makes public within 14 days after approval.</p> <p>MFMA s 53; MSA s 38-45, 57(2)</p>	<p>Accounting officer submits to the mayor no later than 14 days after approval of the budget a draft of the SDBIP and annual performance agreements required by s 57(1)(b) of the MSA.</p> <p>MFMA s 69; MSA s 57</p> <p>Accounting officers of municipality and entities publishes adopted budget and plans</p> <p>MFMA s 75, 87</p>

Mayor to Table in Council 10 Months Prior to Start of Budget Year

Month	Mayor and Council / Entity Board	Administration - Municipality and Entity
	Council must finalise a system of delegations. MFMA s 59, 79, 82; MSA s 59-65	

Abbreviations: **IDP** - Integrated Development Plan; **MFMA** - Local Government: Municipal Finance Management Act, No. 56 of 2003; **MSA** - Local Government: Municipal Systems Act, No. 32 of 2000, as amended; **MTBPS** - National Treasury annual publication, Medium Term Budget and Policy Statement; **NT** - National Treasury; **PT** - Provincial Treasuries; **SDBIP** - Service Delivery and Budget Implementation Plan

4. Approach and Principles to be applied

4.1 Adoption of Process

Subsequent to the adoption of the District Framework Plan, a municipality must prepare and adopt a Process Plan to guide the planning, drafting, adoption and review of its integrated development plan. The Process Plan, as provided for in Section 28 of the Systems Act, must be 'set out in writing'. The adopted Process Plan binds the municipality. The adopted Process Plan should incorporate DDM One Plan process matters.

The process followed by a municipality to draft its integrated development plan, including its consideration and adoption of the draft plan must in terms of Section 29 (1):

- a) be in accordance with a predetermined programme specifying timeframes for the different steps;
- b) through appropriate mechanisms, processes and procedures 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;
- (a) provide for the identification of all plans and planning requirements binding on the municipality in terms of national and provincial legislation and regulations.

4.2 The DDM, IDP and Budget Compilation Process

4.2.1 Compilation Phases

The compilation of the DDM, IDPs and budget in the District will comprise of the following phases; preparation, analysis, strategies, projects, integration and approval phase (see figure 1 below). It should be noted that the dates indicated indicate anticipated completion date of task.

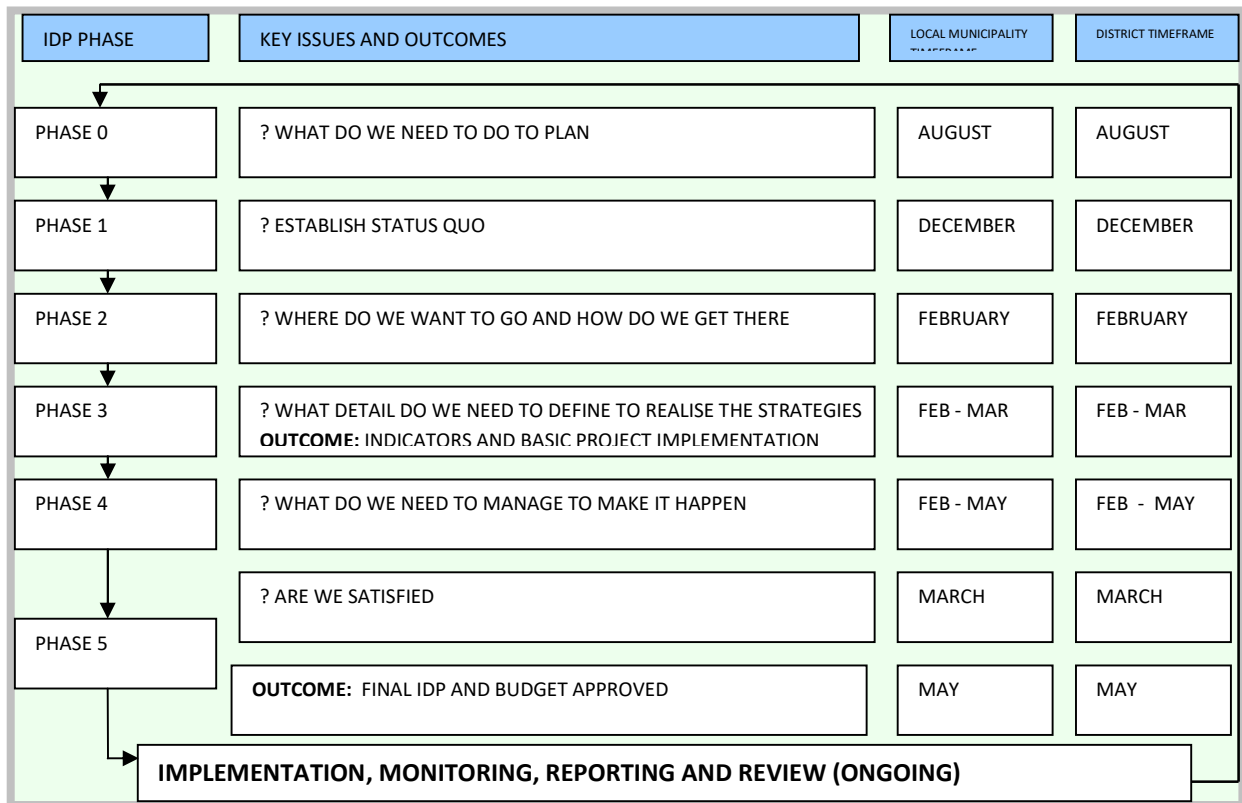


Figure 1: Compilation of the IDPs

4.2.2 Submission of approved IDP

In terms of S32 (1)(a) of the MSA, the Municipal Manager of a municipality must submit a copy of the integrated development plan as adopted by the Council of the municipality and any subsequent amendment to the plan, to the MEC for local government in the province within 10 days of the adoption or amendment of the plan. Such a copy must be accompanied by a summary of the process in terms of S28, a statement that the process has been complied with, together with any explanations that may be necessary to amplify the statement, and a copy of the District Framework Plan as adopted in terms of S27 of the Act. The District must submit a copy of its adopted IDP within the ten days after adoption.

4.2.3 Drafting and adoption of municipal budget

The drafting of the municipal budget is regulated in terms of the Municipal Finance Management Act of 2003 (MFMA). S21(1) of the MFMA states that the mayor of a municipality must co-ordinate the processes for preparing the annual budget and for reviewing the municipality's integrated development plan and budget-related policies to ensure that the tabled budget and any revisions of the integrated development plan and budget-related policies are mutually consistent and credible.

At least 10 months before the start of the budget year the Mayor must table in the municipal Council a time schedule outlining key deadlines for the preparation, tabling and approval of the annual budget. In order for the municipal Council to adopt the budget of the municipality, the mayor of the municipality must table the annual budget at a Council meeting at least 90 days before the start of the budget year in terms of S16(2) of the MFMA, which annual budget must be approved by the Council, in terms of S16(1) of the same Act, before the start of that financial year.

4.2.4 Implementation management & monitoring

Chapter 6 of the MSA requires municipalities to develop and implement performance management systems. A municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players.

A performance management system must be adopted before or at the same time as the commencement by the municipality of the process of setting key performance indicators and targets in accordance with its integrated development plan. The system further provides the municipality with a mechanism of early warning for under-performance and promotes accountability and good corporate governance.

In order to implement the identified performance objectives and targets through the budget, S53 of the MFMA requires that the Mayor approves the municipality's service delivery and budget implementation plan (SDBIP) within 28 days after the approval of the budget. The implementation of the SDBIP must be linked to the performance agreement that must be concluded in terms of the Municipal Manager and managers reporting to him, in terms of S56 of the MSA. In order to continually review municipal performance,

In terms of the Local Government: Municipal Planning and Performance Management Regulations of 2001 a municipality must, after consultation with the local community, develop and implement mechanisms, systems and processes for the monitoring, measurement and review of performance in respect of the key performance indicators and performance targets set by it.

The mechanisms, systems and processes for monitoring and must:

- provide for reporting to the municipal Council at least twice a year;
- be designed in a manner that enables the municipality to detect early indications of under-performance; and
- provide for corrective measures where under-performance has been identified.

A municipality must develop and implement mechanisms, systems and processes for auditing the results of performance measurements as part of its internal auditing processes. In order to fully execute the function of auditing performance, S14 (2)(a) of the Regulations require that a municipality must annually appoint and budget for a performance audit committee.

4.2.5 Framework action Plan

The IDP Framework Action plan is depicted in table 3 below.

Table 3: Framework Action Plan

Activities	Qtr 1				Qtr 2				Qtr 3				Qtr 4																							
	July		Aug.		Sept.		Oct.		Nov.		Dec.		Jan.		Feb.		Mar.		Apr.		May		Jun													
	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4
Prepare and finalise District Framework Plan																																				
Prepare and approve Municipal Process Plans (IDP & Budget)																																				
Advertise IDP Review Process																																				
Public participation DM and LMs																																				
Representative forum meetings of LMs																																				
Representative forum meetings of DM																																				
Compile draft high level SDBIP																																				
Draft IDPs and Budget adopted for comment																																				
Draft DM and LMs IDPs and budgets published for comment																																				
Conduct IDP pre-IDP assessment																																				
Final IDP and Budget approved																																				
Final IDP Submitted to MEC for Local Government (10 days)																																				
Adopted IDP and Budget published for public information																																				
SDBIP and draft performance agreements of Section																																				

4.2.6 Process for amending an adopted IDP

In terms of Municipal Planning and Performance Management Regulations of 2001, Gazette No. R. 796, S3 only a member or committee of a municipal Council may introduce a proposal for amending the municipality's integrated development plan in the Council. Any proposal for amending a municipality's integrated development plan must be aligned with the framework adopted in terms of S27 of the MSA.

In terms of the regulations, no amendment to a municipality's IDP may be adopted by the municipal Council unless:

- all the members of the Council have been given reasonable notice;
- the proposed amendment has been published for public comment for a period of at least 21 days in a manner that allows the public an opportunity to make representations with regard to the proposed amendment;
- the municipality, if it is a district municipality, has consult all the local municipalities in the area of the district municipality on the proposed amendment and has taken all comments submitted to it by the local municipalities in that area into account before it takes a final decision on the proposed amendment.
- the municipality, if it is a local municipality, has consulted the district municipality in whose area it falls on the proposed amendment, and has taken all comments submitted to it by the district municipality into account before it takes a final decision on the proposed

4.3 Mechanisms and procedures for public participation

Community participation, through appropriate structures, is the core of chapter four of the MSA. Broadly understood, municipal Councils must institutionalize community participation in their affairs and the development of the community. Section 16 of the MSA requires municipalities to complements formal representative government with a system of participatory governance, and must for this purpose, *inter alia*, encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in the preparation, implementation and review of its integrated development plan, the establishment, implementation and review of its performance management , the monitoring and review of its performance, including the outcomes and impact of such performance and the preparation of its budget.

It is therefore evident that public participation should be promoted in order to achieve, *inter alia*, the following objectives:

- Consult with the community on their developmental challenges
- Form basis for people-centred governance and bottom-up planning process
- Improve the relationship between Council and the communities and thereby improve political accountability and transparency
- Empower communities through information dissemination/assimilation
- Establish the community feedback programme, which allows local leaders the opportunity to interact with communities on issues of service delivery.
- Provide communities with a platform to influence the developmental trajectory of municipalities and government in general
- Provides the municipality with a project/programme evaluation and implementation monitoring feedback mechanism

4.3.1 Advertisement of draft IDP

In terms of Local Government: Municipal Planning and Performance Management Regulations, 2001, No. R796, S15 (3), a municipality must afford the local community at least 21 days to comment on the final draft of its integrated development plan [and other by-laws and strategic documents] before the plan is submitted to the Council for adoption. In other words, there must be a time period of at least three weeks (21 days) for ward committees, stakeholder associations and interested groups and communities to discuss the draft document publicly, and to comment. Before tabling any of these documents before Council for approval, the draft documents must be presented to stakeholder participation forums, including the IDP Representative Forum.

4.3.2 Communication Channels

Communications to local community in terms of the above matters, must in terms of S20 and S21 of the MSA, particular in cases of inviting public comment and written representations, must be done through:

- a) a local newspaper or newspapers circulating in the municipal area, and in any newspaper determined by the Council as a newspaper of record;
- b) radio broadcasts covering the area of the municipality;
- c) Municipal notice boards, including libraries, satellite offices, municipal websites, etc; and
- d) Social media

The District Municipality will place a notice on a local newspaper inviting interested parties to participate in the IDP-Budget representative forum and public participation meetings of the District municipality. Local municipalities should consider utilising the same approach. Community Based Planning will form an integral part of the IDP process and as such the structures and venues utilized for this purpose will be utilized for reporting back to the community. The public participation strategy schedule will be incorporated into the Process Plan to cater for necessary reporting back of local government activities to the public.

4.3.3 Mayoral community meetings

The JGDM has institutionalised a Mayoral Community Participation Programme that aims at improving communication and interaction between the District, the local municipalities and the community at large on issues of service delivery and development. Thus, the District will continue to visit each municipality at least once in a financial year as detailed in the Framework Plan Activity schedule. Similarly, each local municipality should conduct at least two community participation meetings in each ward/cluster of wards in a financial year. The District shall whenever possible join the local municipalities during their community consultation. Local municipalities may also specify areas where they would require District participation during the public participation and consultation processes.

4.3.4 Involvement of *iinkosi*

Section 81 of the Local Government: Municipal Structures Act states that traditional authorities may participate in Council matters through their leaders and those traditional leaders must be allowed to attend and participate in any meeting of the Council. The Act further stipulates that the Council should give traditional authorities an institutionalised platform to express their views if the matter in question directly

affects the area of a traditional authority. It is therefore of vital importance that they continue to contribute in enhancing community participation in Council matters and in government at large.

4.3.5 Involvement of Ward Committees and CDWs

Ward committees are key in this process as espoused both in the Municipal Structures Act and the MSA. Ward committees represent the development aspirations and needs of the wards they represent and also form an information assimilation/dissemination mechanism between a municipal Council and the community. The ward committees are key in the development, implementation, monitoring and evaluation of municipal performance on service delivery as espoused in the municipal IDPs.

Ward committees as one formal element of public representation in government affairs, in terms of the Structures Act of 1998, should be established in each ward. This will deepen the involvement of local communities in local governance processes such as Integrated Development Planning (IDP), the budget, performance management and service delivery. This applies in respect of implementation, monitoring and evaluation as well as planning. Thus, ward committee members and ward Councillors should play a key role in mobilising the communities as well as in the identification of the developmental matters concerning the wards they are representing in the municipalities.

4.3.6 Alignment between the District and Local Municipalities

Alignment is the instrument that synthesises and integrates the top-down and the bottom-up planning process between different spheres of government. Not only is alignment between the District and the Local Municipalities important, but also between the Local Municipalities within the jurisdiction of the District Municipality. The alignment procedures and mechanisms should be incorporated in the process plans of the Municipalities, while the responsibility for alignment rests with the District Municipalities.

The IDP Manager for the District will be responsible for ensuring smooth coordination of local municipal IDP reviews and their alignment with the district IDP compilation through the use of workshops and bilateral discussions with affected sector departments or municipalities. The Inter-Governmental Forum will also be used to ensure that beneficial alignment of programmes and projects occur.

5. Roles and responsibilities between the three spheres of government

Table 4 summarizes the distribution of roles and responsibilities between the spheres of government. Roles for the District and the role for local municipalities are also outlined.

It will be critical that the duties between Council, administration and communities are clearly outlined. The summary of the roles and responsibilities of the discussed external and internal role players is depicted in table 5.

Table 4: Distribution of roles and responsibilities between the three spheres of government

Responsibility	Stakeholders			
	Local Government		Provincial Government	National Government
	District	Local Municipality		
	<ul style="list-style-type: none"> ▪ Ensuring vertical alignment between district and local planning; ▪ Facilitation of vertical alignment of IDPs with other spheres of government and sector departments; ▪ Preparation of joint strategy workshops with local municipalities, provincial and national role players and other subject matter specialists ▪ Determine district scale issues, problems, potentials and priorities. ▪ Ensuring that all relevant actors are appropriately involved; ▪ Ensuring that appropriate mechanisms and procedures for public consultation and participation are applied; ▪ Ensuring that the planning events are undertaken in accordance with the time schedule; ▪ Adopt and approve the IDP ▪ Adjust the IDP in accordance with the MEC for Local Government’s proposal ▪ Ensure that the annual budget processes are undertaken 	<ul style="list-style-type: none"> ▪ Prepare, decide on and adopt a Process Plan. ▪ Ensuring that all relevant actors are appropriately involved; ▪ Ensuring that appropriate mechanisms and procedures for public consultation and participation are applied; ▪ Ensuring that the planning events are undertaken in accordance with the time schedule; ▪ Adopt and approve the IDP ▪ Adjust the IDP in accordance with the MEC for Local Government’s proposal ▪ Ensure that the annual budget processes are undertaken 	<ul style="list-style-type: none"> ▪ Ensuring horizontal alignment of the IDPs of the district municipalities within the province. ▪ Ensuring vertical/sector alignment between provincial sector departments strategic plans and the IDP process at local/district level by: <ul style="list-style-type: none"> - guiding the provincial sector departments’ - participation in and their required contribution to the municipal planning process; and - guiding them in assessing draft IDPs and aligning their sectoral programmes and budgets with the IDPs. ▪ Assist municipalities in the IDP drafting process where required and Monitoring the progress of the IDP processes. ▪ Organise IDP – related training where required. ▪ Co-ordinate and manage the MEC’s assessment of adopted IDPs. ▪ Contribute relevant information on the provincial sector departments’ plans, programmes, budgets, objectives, strategies and projects in a concise and accessible manner; ▪ Contribute sector expertise and technical knowledge to the formulation of municipal strategies and projects 	<ul style="list-style-type: none"> ▪ Provide support to Provincial and Local Government ▪ Provide legal framework and policy guidelines and principles ▪ Provide a set of planning tools or methods; ▪ Cater for the elaboration of a general framework for training programmes and curricula development; ▪ Contribute to the planning costs; ▪ Provide a nation-wide planning support system; ▪ Monitor the planning and implementation process; and ▪ Provide opportunities for exchange of ideas and experiences.

Table 5: Duties of Council, administration and community

DUTIES OF MUNICIPAL COUNCIL	DUTIES OF MUNICIPAL ADMINISTRATION	DUTIES OF COMMUNITIES
<ul style="list-style-type: none"> ▪ The Council of a municipality has the right to govern on its own initiative the local government affairs of the local community; ▪ Exercise the municipality's executive and legislative authority, and to do so without improper interference; ▪ Finance the affairs of the municipality by charging fees for services and imposing surcharges on fees, rates on property, other taxes, levies and duties ▪ Exercise the municipality's executive and legislative authority and use the resources of the municipality in the best interests of the local community; ▪ Provide, without favour or prejudice, democratic and accountable government; ▪ Encourage the involvement of the local community in the affairs of the Council; ▪ Strive to ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner; ▪ Give members of the local community equitable access to the municipal services to which they are entitled; ▪ Promote and undertake development in the municipality; ▪ Promote gender equity in the exercise of the municipality's executive and legislative authority; ▪ Promote a safe and healthy environment in the municipality; ▪ Contribute, together with other organs of state, to the progressive realisation of the fundamental rights contained in Sections 24 (safe and healthy environment), 25 (access to property), 26 (access to housing), 27 (access to Health care, food, water and social security and 29 (access to education) of the Constitution. 	<ul style="list-style-type: none"> ▪ Be responsive to the needs of the local community; ▪ Facilitate a culture of public service and accountability amongst staff ▪ Take measures to prevent corruption; ▪ Establish clear relationships, and facilitate co-operation and communication between it and the local community; ▪ Give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; ▪ Inform the local community how the municipality is managed of the costs involved and the persons in charge. ▪ Forms the machinery of a municipality ▪ Undertake the overall management and co-ordination of the planning process; ▪ Ensure that all relevant actors are appropriately involved in municipal planning processes, ▪ Ensure that the planning process is participatory, strategic and implementation orientated and is aligned with and satisfies sector planning requirements; ▪ Respond to comments from the public on the draft IDP and budget ▪ Horizontal alignment and other spheres of government to the satisfaction of the municipal Council; ▪ Ensure that the needs and priorities of the community are reflected in the IDP. ▪ To ensure that the public participates fully and meaningfully in developing the municipal IDP process. 	<ul style="list-style-type: none"> ▪ Contribute to the decision-making processes of the municipality ▪ Submit written or oral recommendations, representations and complaints to the municipal Council or to another political structure or a political office bearer or the administration of the municipality; ▪ To prompt responses to their written or oral communications, including complaints, to the municipal Council or to another political structure or a political office bearer or the administration of the municipality; ▪ To be informed of decisions of the municipal Council, or another political structure or any political office bearer of the municipality, affecting their rights, property and reasonable expectations; ▪ To regular disclosure of the state of affairs of the municipality including its finances ▪ To demand that the proceedings of the municipal Council and those of its committees must be open to the public, subject to section, be conducted impartially and without prejudice; and be untainted by personal self-interest; ▪ To have access to municipal services which the municipality provides, ▪ Members of the local community have the duty when exercising their rights, to observe the mechanisms, processes and procedures of the municipality; ▪ Members of the local community have the duty to pay promptly service fees, surcharges on fees, rates on property and other taxes, levies and duties imposed by the municipality: ▪ To comply with by-laws of the municipality applicable to them. ▪ The community must fully participate in governing their municipality by attending IDP meetings ▪ The community must inform its municipality of their developmental needs, their problems, challenges and priorities (e.g. Lack of roads, housing, electricity, clean water, etc.). ▪ Participate and influence municipality's budget ▪ To be fully involved in the planning processes ▪ To provide relevant information to the Councillors, ward committees and CDWs ▪ To participate in ward and community meetings and raise their developmental aspirations, service delivery challenges and issues ▪ To assist in facilitating implementation and monitoring of projects ▪ To participate and inform government programmes such as community policing forums

6. Organizational Arrangements

The IDP preparation process requires an extensive consultation and participation of communities, all role players and key stakeholders in order to achieve shared understanding of the municipal development trajectory and alignment. Although municipalities are expected to establish participation structures, it will however be critical to consider utilising existing arrangements, and adapt them if necessary, and avoid duplication of mechanisms. Table 6 presents the District wide institutional arrangements focusing on a structure, composition and terms of reference aspects.

Table 6: District IDP institutional arrangements

Structure	Composition	Terms of reference
District Mayors Forum (DIMAFO)	<ul style="list-style-type: none"> ▪ District Executive Mayor ▪ District MM ▪ District Top Management ▪ Mayors and Municipal Managers of all municipalities ▪ Sector Departments Directors <p>DDM focus:</p> <ul style="list-style-type: none"> ▪ Deputy Minister COGTA ▪ MEC Social Development ▪ MEC Health ▪ MEC Education 	<ul style="list-style-type: none"> ▪ Serve as District DDM Political Committee ▪ Provide the political leadership and oversight of the DDM One Plan development process ▪ Monitor progress of preparation and implementation of DDM One Plan, IDPs and Budgets ▪ Ensure intergovernmental co-ordination and alignment between National, provincial and local government plans, budgets and related activities. ▪ Sector Departments to focus on providing financial resources, technical expertise and support on sector plans and issues as requested by DIMAFO.
Traditional Leaders Forum	<ul style="list-style-type: none"> ▪ Traditional leaders ▪ Political leadership ▪ Other co-opted stakeholders 	<ul style="list-style-type: none"> ▪ Facilitate integration of community development needs in municipal planning
DDM Technical Task Team	<ul style="list-style-type: none"> ▪ Municipal Managers ▪ District Top Management ▪ National and Provincial COGTA ▪ Department of Education Regional Director ▪ Department of Health Regional Director ▪ Department of Social Development Regional Director ▪ Provincial Treasury ▪ IDP/PMS Coordinators (District and LMs) ▪ IDP Coordinators/Officers (District and LMs) ▪ Communication Managers (District and LMs) ▪ SALGA ▪ OtP 	<ul style="list-style-type: none"> ▪ Technical committee will manage and oversee the technical work required for development, implementation and monitoring of DDM One Plan. ▪ To serve as a central coordinating architecture championing IGR mechanism ▪ To guide and direct the implementation of the JGDM DDM ▪ To serve as a planning and coordinating mechanism for DDM implementation ▪ To drive effective implementation management of the DDM ▪ To monitor compliance with the imperatives and DDM protocols ▪ To serve as a platform to share best practice
DDM, IDP and budget representative Forum	<ul style="list-style-type: none"> ▪ Executive Mayor ▪ Mayors of LMs ▪ District Top Management ▪ Municipal Manager of the District and LMs 	<ul style="list-style-type: none"> ▪ Represent the interests of constituents in the DDM One Plan, IDP and budget processes ▪ Provide an organizational mechanism for discussion, negotiation and decision making between the stakeholders including the municipal government

Structure	Composition	Terms of reference
	<ul style="list-style-type: none"> ▪ Directly Elected District Councillors ▪ Representatives of Wards and CDWs ▪ Representative of District wide civil society organizations ▪ Government Departments Regional Directors 	<ul style="list-style-type: none"> ▪ Ensure communication between all stakeholder representatives including the municipal government. ▪ Monitor the performance of the planning and implementation processes. ▪ Participate in the process of setting up and monitoring “key performance indicators” in line with the Performance Management Manual.
IDP and Budget Steering Committee	<ul style="list-style-type: none"> ▪ Executive Mayor ▪ Mayoral Committee ▪ District Municipal Manager ▪ District Top Management ▪ CFO/BTO ▪ IDP Manager 	<ul style="list-style-type: none"> ▪ Considers the Budget and IDP Process Plan for the municipality ▪ Ensures that budgeting and prioritisation parameters are set and met ▪ Agrees on budget principles to be adopted ▪ Reviews budget submissions ▪ Monitors adherence to the Budget Process Plan ▪ Ensures public participation outcomes are integrated into budgeting processes
Joe Gqabi District IDP And PMS Forum	<ul style="list-style-type: none"> ▪ The COO (District and LMs) ▪ IDP/PMS Managers (District and LMs) ▪ PMS Coordinators- Institutional/Individual (District and LMs) ▪ IDP Coordinators/Officers (District and LMs) ▪ Provincial Treasury and Provincial COGTA ▪ SALGA ▪ OtP 	<ul style="list-style-type: none"> ▪ To ensure coordination of the implementation of the planning, budget, measurement, reporting and review process to promote and improve the performance of the municipalities. ▪ Facilitate review of the District and local municipalities’ IDP and PMS policies and frameworks to ensure compliance. ▪ Advise municipality on any legislative changes and best practice approaches with respect to matters pertaining to IDP and PMS. ▪ Coordinate and promote alignment between IDP, budget and PMS. ▪ To leverage combined resources to provide transparent and expert leadership on integrated development planning and PMS issues. ▪ To make representations to any authorities on any matter in respect of integrated development planning and PMS. ▪ Facilitate information collation and dissemination between municipalities.

7. AMMENDMENT OF FRAMEWORK PLAN

Although the District, through DIMAFO, will have a central role in monitoring the implementation of the Framework Plan, each municipality will be responsible for monitoring its own Process Plan and ensure that the Framework Plan is followed as adopted. Nevertheless, should there be a need to amend this Framework Plan the following process will be pursued:

- The District shall after each phase of the IDP assess progress on the implementation of the Framework Plan
- Each municipality shall inform the District Municipality on likely deviations
- A municipality may submit to the District a recommendation for amendment(s) to the District Framework Plan as and when required after the approval of the Municipal Council concerned.

- The approval of any amendment to the District Framework Plan is a competency of the District Council.

8. Conclusion

This District Framework Plan was compiled in terms of Section 27 of the Local Government Municipal Systems Act (Act 32 of 2000) and it binds both the District and the local municipalities within the District as provided for in Section 27 (2) of the Act. Provisions of this document shall be followed by all the municipalities in the compilation of their Process Plans and ultimately the review and adoption of the Integrated Development Plans for the 2023/24 financial year.