

DDM, IDP AND BUDGET PROCESS PLAN



Joe Gqabi District Municipality

2023/24 Financial Year

July 2022

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1. Introduction

The District Development Model (DDM) was approved by Cabinet 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

- DDM will disentangle the pattern of operating in silos
- Bottom-up approach bringing resources of national, provincial and local government together guided by NDP, vision 2063 and SDGs
- DDM will enhance coherence in planning and implementation impact of government programmes
- DDM will improve monitoring and oversight of the progress government is making
- Infrastructure development, provision of basic services and socio-economic potential of the District will be unlocked

As stipulated in Section 28 of the Municipal Systems Act of 2000 (MSA), a municipal Council must adopt a process set out in writing to guide the planning, drafting, adoption and review of its Integrated Development Plan (IDP). This Process Plan is developed in line with the District Framework Plan and the adopted IDP Policy of the District. All other relevant legislation, regulations and guidelines have been taken into account.

The IDP policy of the District, in line with the Municipal Systems Act (Act 32 of 2000) requires that the IDP process plan must include the following:

- Institutional structure to be established for management of the process
- Approach to public participation
- Structures to be established for public participation
- Time schedule for the planning process
- Roles and responsibilities (who will do what)
- How will the process be monitored
- The identification of all plans and planning requirements binding on the municipality in terms of national and provincial legislation

2. Institutional 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. The District will utilise existing institutional arrangements. Table 1 presents the District wide institutional arrangements focusing on a structure, composition and terms of reference aspects.

Table 1: District DDM, IDP and Budget 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 ▪ 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"> ▪ 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 ▪ 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 	<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

Structure	Composition	Terms of reference
	<ul style="list-style-type: none"> ▪ IDP Manager 	<ul style="list-style-type: none"> ▪ 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.

3. Roles and Responsibilities

DDM ROLES AND RESPONSIBILITIES

- Provinces are expected to play an integral role in the development of the One Plans through leading and managing the processes for each district and metro space. In this regard, the Provincial departments responsible for local government and the Offices of the Premier need to work together and ensure that the One Plan are developed and finalized accordingly.
- Provinces are expected to allocate a senior official for each district and metro to manage the One Plan development process. This official will be supported by the National COGTA DDM Team leader for each province
- Province to facilitate and manage establishment and resourcing of district DDM hubs in the district
- Provinces are expected to facilitate the process of developing the One Plans until such time that the District Hub managers have been appointed.

The Municipal Council:

- Political decision making body;
- Consider, adopt and approve Framework Plan, Process Plan, IDP, budget, policies and by-laws;
- Enable the municipality to provide clear and accountable leadership and development direction;
- Enable the municipality to develop a cooperative relationship with its stakeholders and communities; and
- Enable the municipality to monitor the performance of officials.

Mayoral Committee

- Recommend the Process Plan to Council;
- Overall management, coordination and monitoring of process and drafting of IDP;
- Approve nominated persons to be in charge of the different roles, activities and responsibilities;
- Overall management and coordination of planning process and public participation; and
- Ensure the annual business plans, budget and land use management decisions are linked to and based on the IDP.

Municipal Manager / IDP Manager

- Prepare the Framework and Process Plan;
- Undertake the overall management and co-ordination of the planning process;
- Ensure that all relevant actors are appropriately involved;
- Nominate persons in charge of different roles;
- Be responsible for the day- to-day management of the drafting process;
- Ensure that the planning process is participatory, strategic and implementation orientated and is aligned with and satisfies sector planning requirements;
- Respond to comments on the draft IDP from the public, horizontal alignment and other spheres of government to the satisfaction of the municipal council;
- Ensure proper documentation of the results of the planning of the IDP document;
- Adjust the IDP in accordance with the MEC for Local Government's proposals; and
- The Municipal Manager may delegate these functions to an IDP Manager.

Heads of Departments and Officials

- Must provide relevant technical, sector and financial information for analysis for determining priority issues;
- Must contribute technical expertise in the consideration and finalization of strategies and identification of projects;
- Must provide departmental operational and capital budgetary information;
- Must be responsible for the preparation of project proposals, the integration of projects and sector programmes; and
- Must be responsible for preparing amendments to the draft Integrated Development Plan for submission to municipal Council for approval.

National and Provincial Sector Departments and Social Partners

- Align planning, budgeting, implementation process with the District Framework Plan and municipal process plans
- Allocation of resources and implementation of sector projects in line with approved municipal IDPs; and
- The Integrated Development Plan serves as a guide to the private sector in making decisions with regard to areas and sectors to invest in.

Local Municipalities (Including Ward Councillors/Ward Committees and CDWs)

- Major link between municipal government and residents;
- Link the planning process to their wards or constituencies; and
- Organizing, facilitate and ensure public consultation and participation.

Communities and Other Stakeholders

- Inform the Council what their development needs are, and to participate actively in determining the municipality's development direction;
- Represent their interests, contribute knowledge and ideas;

- Analyse issues, contribute in setting of priorities, negotiate and reach consensus;
- Discuss and comment on the draft IDP-, budget, policies and by-laws; and
- Monitor IDP-budget performance and implementation.

4. IDP and Budget Action Plan

Table 2 and 3 below provides a details action plan for the review of the District DDM, IDP and budget for the 2023/24 financial year.

Table 2: DDM timelines and alignment with IDP Process Plan

Key milestone	Activity	Timeframe	Deliverable
Preparation	Adopt Process/ Implementation Plan	August 2022	Council approved document
	Establish cluster based workstreams	September 2022	Members, ToRs, and cluster leaders appointed
	Establish accountability, implementation, monitoring and oversight arrangements	October 2022	Approved DDM accountability Framework
Situational analysis	Demographic and District Profile Spatial referencing of investment intervention	November 2022	Detailed District profile adequately covering all sectors in the District space
Strategies	Convene all-of-government lekgotla Stakeholder participation	February 2023	Agreed Annual Priority areas and interventions Social compact and cohesive society
Integration	Identify alignment opportunities Finalise Sector Operational Plans	March - April 2023	Harmonised government plans coalescing seamlessly into the JGDM One Plan
Approval	Approved harmonised JGDM One Plan, IDPs, Sector Operational Plans, etc	May 2023	Approved JGDM one Plan Approved implementation and monitoring framework
Submission to National and Provincial COGTA	Submission of approved DDM One Plan document	June 2023	Provincial and National confirmation and endorsement

Table 3: IDP and Budget Action Plan

No.	Activity	Purpose	Responsibility	Time frame
1.	Conduct Process Plan consultative sessions	<ul style="list-style-type: none"> Reach consensus with local municipalities 	IDP Manager	July 2022
2.	Adopt Framework and Process Plans	<ul style="list-style-type: none"> Guide the planning, drafting, adoption and review of the IDP and budget Establish committees and consultation forums for the IDP and Budget process 	Council	August 2022
3.	Establish service delivery and development status quo.	<ul style="list-style-type: none"> Define and confirm community priority issues 	Executive Mayor	September to December 2022
4.	Determine objectives and strategies	<ul style="list-style-type: none"> Outline the direction and development trajectory of the municipality and outline how to get there 	Council	November 2021– March 2022
5.	Mid year engagement and budget benchmarking	<ul style="list-style-type: none"> Treasury review of mid-year performance of the municipality. 	Provincial Treasury	TBD
6.	Compile draft SDBIP	<ul style="list-style-type: none"> Concretise expected service delivery targets with a view of informing the draft budget 	Municipal Manager	March 2023
7.	Finalize Draft Budget related policies for next financial year.	<ul style="list-style-type: none"> Guide budget 	Budget and Treasury Office	March 2023
8.	Table draft budget and draft IDP	<ul style="list-style-type: none"> Consolidate plans for delivery of services and attainment of the development trajectory of the municipality 	Executive Mayor	March 2023
9.	Advertise and publish draft IDP and Budget for public comment and submit to National and Provincial Treasury and others as prescribed. Advertise draft tariffs	<ul style="list-style-type: none"> Facilitate community and stakeholder participation and consultation into the Draft IDP and budget 	Municipal Manager	April 2023
10.	Approve Budget and IDP, including tariffs, policies and performance indicators and targets Entity approve its budget 30 days before the start of the financial year	<ul style="list-style-type: none"> To ensure implementation of community service delivery needs and development aspirations 	Council	May 2023
11.	Advertise final IDP, budget and tariffs	<ul style="list-style-type: none"> Inform communities of the allocation of resources and implementation of their development priorities and targets 	Municipal Manager	June 2023
12.	Approve draft SDBIP within 28 days of approval of budget	<ul style="list-style-type: none"> Set a budget and IDP implementation plan with clear targets 	Executive Mayor	June 2023

No.	Activity	Purpose	Responsibility	Time frame
13.	Advertise approved SDBIP and submit to Province	<ul style="list-style-type: none"> Inform communities and stakeholders of the approved service delivery implementation plan 	IDP Manager	July 2023
14.	Approve and submit performance agreements of Section 57 Managers to the Executive Mayor and the MEC for local government in the Province	<ul style="list-style-type: none"> Inform Executive Mayor and Provincial government of the contents of the performance agreements of Section 57 Managers 	Municipal Manager/IDP Manager	July 2023

5. Schedule of Meetings

Table 4 below provides a schedule of key dates for the various structures at the District level. Table four provides a link between the IDP and budget representative forum meetings and the IDP development phases.

Table 4: IDP phases and IDP and budget meetings link

Activity	Date	Timeframe/ Milestone	Purpose
IDP and Budget Representative Forum	11 August 2022	Meeting 1	Discuss the DDM, IDP and Budget Process Plan as well as service delivery status quo
	17 November 2022	Meeting 2	Discuss priorities, objectives and project proposals
	16 March 2023	Meeting 3	Discuss strategies and draft projects
	11 May 2023	Meeting 4	Consolidate final projects
		All meetings	Stakeholders to present implementation progress reports on the performance of current projects in all meetings
IDP and budget Steering Committee	12 August 2022	Meeting 1	Discuss Process Plan Prioritise community priority issues, objectives and strategies Consider inputs towards budget adjustment
	15 November 2022	Meeting 2	Finalise plans for Strategic planning session Discuss draft IDP and budget proposals
	10 February 2023	Meeting 3	Discuss Strategic planning session report Discuss Departmental budget submissions Discuss draft SDBIP

Activity	Date	Timeframe/ Milestone	Purpose
	10 May 2023	Meeting 4	Discuss and finalise budget consultations inputs Discuss final IDP and budget Discuss final SDBIP

6. Mechanisms and procedures for public participation

- In the face of the COVID19 pandemic, the District will utilise electronic media as a means of conducting community participation and consultations, subject to government guidelines
- IDP Representative Forum to be a platform for advocacy and information sharing;
- Local Municipalities and District to ensure inter and intra municipal alignment of programmes, events and priorities;
- Councillors to keep communities informed of the IDP progress (including CDW's and Ward Committees);
- Municipalities to publish annual reports on municipal progress;
- Print and electronic media for publicizing meetings to be utilised;
- Make the IDP and budget documents available for public comments and consumption;
- Conduct community outreach and stakeholder meetings;
- Issue specific fora to be supported; and
- Facilitate participation of communities and stakeholders in Council matters.

7. Mechanisms and Procedures for Alignment

The IDP Manager of the District and IDP Managers of local municipalities will be responsible for ensuring smooth coordination of local municipal IDP reviews and their alignment with the District IDP review through the use of workshops and bilateral discussions with affected sector departments or municipalities. The inter-governmental forums will also be used to ensure that beneficial alignment of programmes and project occur. Other activities that will facilitate alignment can be summarised as follows:

- Sharing of information on priority issues between the District, local municipalities and stakeholders;
- Participation in District and local municipality IDP meetings by both District and local municipalities
- Joint decision on localised guidelines
- Conduct District level strategy workshops
- Sector programmes under responsibility of Provincial / National sector Departments
- Submission and commenting on draft IDP
- Concurrent community meetings

8. Binding plans and legislation

Various Local Government legislation and regulations provide, *inter alia*, for the key sector plans that must be developed, approved implemented by municipalities. Below is a list of key sector plans that are required:

- Agricultural Plan
- Air Quality Management Plan
- Anti-Fraud and Anti-Corruption Strategy
- Area Based Plan
- Climate change 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

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 must be considered:

- National Spatial Development Perspective
- National Development Plan
- Medium Term Strategic Framework
- Provincial Strategic Framework
- Provincial Growth and Development Plan

- Mandate of local government
- Millennium Development Goals
- Existing District Sector Plans
- Applicable legislation

9. Budget

The District has will consider approval of budget which will be ring-fenced for the implementation of this Process Plan. All local municipalities will make budget provisions available for the implementation