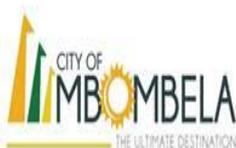




2022/23 FY TO 2026/27 FY FRAMEWORK AND PROCESS PLAN FOR THE DEVELOPMENT OF THE 5th GENERATION INTEGRATED DEVELOPMENT PLAN, BUDGET AND PERFORMANCE MANAGEMENT FOR EHLANZENI DISTRICT MUNICIPALITY



Contents

1. SECTION ONE: INTRODUCTION AND BACKGROUND	5
1.1 Introduction	5
2. Legislative Framework	6
2.1 Elements of District Framework	7
2.2 The Core Components of the IDP Process are grouped as follows:	7
2.3 Alignment of the ID, Budget, Performance Management and Risk Management	8
2.4 Relationship between Plans and Budgets	8
3 Core Elements of Planning Documents	9
3.1 Assessment Issues	9
3.2 Review of the Strategic elements of the IDP in Terms of priorities of Council and the objectives of Management	9
3.3 Key Elements for Review	9
3.4 Strategic Plans	9
3.5 Strategic Outcomes and Oriented Goals	10
3.6 Outcome Based Performance Management	10
4. SECTION TWO: ROLES, RESPONSIBILITIES AND KEY ACTIVITIES	12
4.1 Roles and Responsibilities	12
4.2 IDP Structures	17
5. Framework Action Programme	19
5.1 Phases of the IDP, Budget and Performance Management Process	20
5.2 Cycle for the 2022/23 – 2026/2027 IDP including the PMS, Budget and Risk linkages	21
6. Issues, Mechanisms and Procedures for Alignment and Consultation	35
6.1 Introduction	35
6.2 Composition of persons to be involved in the Alignment process	35
6.3 Horizontal and Vertical Alignment	36
6.4 Strategy for Horizontal Alignment	37
6.5 Strategy for Vertical Alignment	37
7. Binding Plans and Planning Requirements	38
7.1 National Strategies and other documents that could influence local strategies:	40
7.2 Provincial Strategies, policies and other documents that influence local strategies	41
8. The National Development Plan 2030	41
8.1 Background	41

8.2	The District Development Model and its alignment with IDP	41
8.3	Difference between IUDF and the DDM.....	42
8.4	The alignment of the DDM with the IUDF	43
8.5	Progress to date on the DDM and how it will be complimented by the IDP.	44
9.	Monitoring of the process plan and amendment of the Framework.....	45
9.1	Monitoring, Evaluation and reporting of the Process Plan	45
9.2	Amendment of Framework and Process Plan	45
10.	Meeting Schedule of 2022/2023 for IDP and Budget Representative Forums, IDP Managers Forums and District Cluster Meetings	46
11.	Conclusion	47

Figure 1: Performance Information Concepts	11
Figure 3: Framework Action Programme.....	19
Figure 4: Phases of IDP, Budget & Performance Management Process Plan.....	20
Figure 5: Horizontal & Vertical Alignment	36
Figure 6: Sector Requirements	40
Figure 8: IDP Managers and Planners Forums	46

Table 1: Roles and Responsibilities	16
Table 2: IDP Structures.....	18
Table 3: Planning Cycle 2022-2023	34
Table 4: Sector Requirements.....	39
Table 5: IDP and Budget Representative Forums	46
Table 6: EDM Cluster Meetings.....	46

1. SECTION ONE: INTRODUCTION AND BACKGROUND

1.1 Introduction

“Failing to plan is Planning to fail”

Planning is the single most important task of management and leadership of an organisation. Strategic Planning determines where an organisation is moving to over the next five (5) years. It is a systematic process through which an organisation agrees on and builds commitment to priorities that are essential to its mission and responsive to the operating environment.

The Integrated Development Planning (IDP) process is a process through which municipalities prepare strategic development plans for a five-year period. An IDP is a principal document for Local Government, used to guide the developmental agenda and municipal budgets, land use development, management and promotion of local economic development and institutional transformation in a consultative and systematic manner.

Strategic alignment of all key processes with the strategic plan is a requirement for successful implementation of the municipal strategy. In the context of local government, the strategic plan is the Integrated Development Plan (IDP) of the municipality. The budget is the provision of resources for the implementation of the strategy (IDP), whilst the Service Delivery and Budget Implementation Plan (SDBIP) is the annual implementation plan for the strategy. Quarterly Performance review processes provides for the monitoring of the implementation of the SDBIP. Performance agreements signed by the Municipal Manager and the Section 56 Managers, as well as the annual performance appraisal process is used for rewarding performance on implementation of the strategy.

The alignment of IDP processes between different spheres of government are critical to make sure that service delivery is attained and thus planning becomes critical for the District and its local municipalities. The District framework must ensure that planning and IDP processes are not in contrast but rather complementary and aligned with key documents for development in local government. The District Framework gives direction in which the municipalities' IDPs should follow and drive integrated development planning within the District's area of jurisdiction.

The plan must identify the plans and planning requirements binding in terms of national and provincial legislation on the district.

2. Legislative Framework

The Framework is the main guiding document for aligning the planning processes between local municipalities and the district municipality. The District Framework is guided by the following legislation:

Section 27 of the Local Government: Municipal Systems Act No. 32 of 2000 stipulates that:

- (1) 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.
- (2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least –
 - (a) *Identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;*
 - (b) *Identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;*
 - (c) *Specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and*
 - (d) *Determine procedures-*
 - (i) *For consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and*
 - (ii) *To effect essential amendments to the framework.*

The District Framework is developed in a joint workshop and is binding to both the district and local municipalities. It is developed in an inter-active, mutually aligned manner during the preparation phase in order to ensure that a Process Plan of each Municipality is in line with the District Framework and does reflect the proposals of our Local Municipalities.

The function of the Framework Plan is to ensure that the process of districts IDPs and local IDPs are mutually linked and informs one another. The Framework plan specifies the roles of different role players in the IDP process and determines procedures for coordination, consultation and alignment between the district and the local municipalities. The Framework plan guides each municipality in preparing its Process plan and it has to be based on a consultative process with the local municipalities within the Ehlanzeni District.

In view of the integration of the other key processes mentioned within the IDP, e.g budget, SDBIP and the related performance management processes, this framework also makes provision for the dates and time frames of such processes.

The designated Process Plan of each local municipality will be submitted to the MEC of the Department of Cooperative Governance and Traditional Affairs after approval by their respective Councils. The District municipality will submit the District's Framework and Process plan to the MEC for Cooperative Governance and Traditional Affairs.

2.1 Elements of District Framework

The core elements of the IDP process correspond to the core functions of the municipalities as outlined in the Municipal Structures Act and other legislation including the DPLG's Guide Pack (2000) as well as

critical elements which have arisen from the preparation of and the review of the IDP's over the past years.

The elements as follows:

- Framework Programme with Time Frames
- Mechanisms and procedures for alignment
- Mechanisms and procedures for consultation and;

Procedures and principles for monitoring the planning and amendment.

2.2 The Core Components of the IDP Process are grouped as follows:

- Areas requiring additional attention in terms of the legislative requirements
- Consideration, review and inclusion of any relevant and new information
- Shortcomings and weaknesses identified
- The preparation and review of relevant sector plans and their alignment with the IDP
- Current status of the implementation process
- Alignment of the District IDP to all relevant National and Provincial development guidelines and policies
- The basic elements of the performance management system, namely the strategic objectives, development priorities, baseline data, performance indicators, targets set and the organizational layer of the SDBIP.

2.3 Alignment of the ID, Budget, Performance Management and Risk Management

The IDP Process, together with the performance management process, should be seamlessly integrated, where the IDP ensures that the planning stage for performance management occurs and performance management fulfils the implementation, monitoring and evaluation of the IDP process. This is prescribed according to the Performance Management Guide for Municipalities, DPLG, 2001. The role of the Budget is to attach money to the objectives that are contained in the IDP and the Budget gets monitored through the Service Delivery Budget Implementation Plan (SDBIP). The IDP therefore provides the strategic direction for the municipality, whereas the Budget should ensure the implementation of the IDP. Risk Management is one of management's core responsibilities according to section 62 of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) (MFMA) and is an integral part of the internal processes of a municipality. It is a systematic process to identify, evaluate and address risks on a continuous basis before such risks can impact negatively on the service delivery capacity of the Stellenbosch Municipality. Risk management provides reasonable assurance that the institution will be successful in achieving its goals and objectives.

2.4 Relationship between Plans and Budgets

Plans and budget should be interrelated to improve operational effectiveness. It is important for budget plans to link to strategic plans to ensure that key objectives and priorities are budgeted for and achieved. However, there is an inherent tension between strategic planning and budgeting, which often makes it difficult to achieve the desired level of integration.

While budgets tend to focus on the short-term perspective (the next financial year, and the MTEF), planning generally takes a longer view (five to twenty years). Given South Africa's development challenges, a strategic, long-term approach needs to inform the allocation of resources so that historical inequities can be progressively addressed. However, operational plans have to be developed within the context of limited resources, informed by longer term plans and priorities.

Budget programme structures provide the key link between an institution's objectives and its detailed operational budgets. To provide this link the budget programme structure (programmes and sub-programmes) should reflect the main areas of responsibility or service delivery within an institution's mandate.

3 Core Elements of Planning Documents

The following is a summary of the main activities to be undertaken during this IDP process:

3.1 Assessment Issues

- The Analysis Report on the 2021/22 Revised IDP submitted to COGTA
- Shortcomings and weakness identified through self- assessment.

3.2 Review of the Strategic elements of the IDP in Terms of priorities of Council and the objectives of Management

- Review of the Strategic elements of the IDP; and
- Review of elements of the Spatial Development Framework.
- Impact of SLUMA on the 5th Generation IDP

3.3 Key Elements for Review

- Alignment of the Integrated Development Plan (IDP) with the District Development Model (DDM)
- Alignment of the IDP with newly completed/revised Sector Plans;
- Review of the Strategic Elements of the IDP, particularly the context of Organisational Re-design;
- The ongoing alignment of the Ehlanzeni District Performance Management System (PMS), in terms of Chapter 6 of the MSA, with the IDP;
- The update of the Financial Plan, the list of projects (both internal and external funded), and the capital investment framework.
- Revision of economic sector studies; and
- Increased efforts to achieve better alignment between sector plans internally and with those of LM's, provincial and national government.

3.4 Strategic Plans

The focus of Strategic Plans must be on issues that are strategically important, linked to and flowing from various plans developed within institutions to fulfil their mandates, especially Performance Agreements between the President and Ministers and Service Delivery Agreements entered into in terms of the broad strategic outcomes. Operational issues such as an institution's finances, supply chain management, information systems or human resources can be considered strategic priorities

if they have to be addressed to facilitate improved performance. Similarly, if an institution delivers services inefficiently, improving productivity would be a legitimate strategic priority. The primary focus should be on the outputs the institution produces, and the outcomes and impacts it seeks to achieve.

3.5 Strategic Outcomes and Oriented Goals

Strategic outcomes-oriented goals identify areas of institutional performance that are critical to the achievement of the mission. They should stretch and challenge the institution, but must be realistic and achievable. **Strategic outcomes-oriented goals should focus on impacts and outcomes**, but in exceptional circumstances may deal with other aspects of performance. A strategic outcomes-oriented goal should ideally be written as a statement of intent that is specific, measurable, achievable, relevant and time-bound (SMART).

If a strategic outcomes-oriented goal has been stated in a SMART way, progress in achieving that goal can be tracked directly. If a strategic outcomes-oriented goal statement is not SMART, Ehlanzeni District Municipality will then identify suitable proxy performance indicators to track progress in achieving the goal.

3.6 Outcome Based Performance Management

As part of the policy development process to achieve better service delivery for the South African people, government identifies broad strategic outcomes which require high quality planning to accomplish. Government has the responsibility to ensure *responsible spending*, given the limited nature of public funds. Thus, the costs of initiatives must be linked with results to ensure value for money.

The Outcomes oriented approach to planning makes use of a result-chain planning model linking identified development needs and desired results as the foundation for designing programmes by focusing on key questions such as:

- How will the programme make a difference? and
 - Will the lives of the beneficiaries be better off as a result of the programme?

The planning model will be implemented in the planning processes, which will enable the evaluation of outcomes planned for.

Figure 1 illustrates key performance information concepts aligned to the outcomes-oriented approach

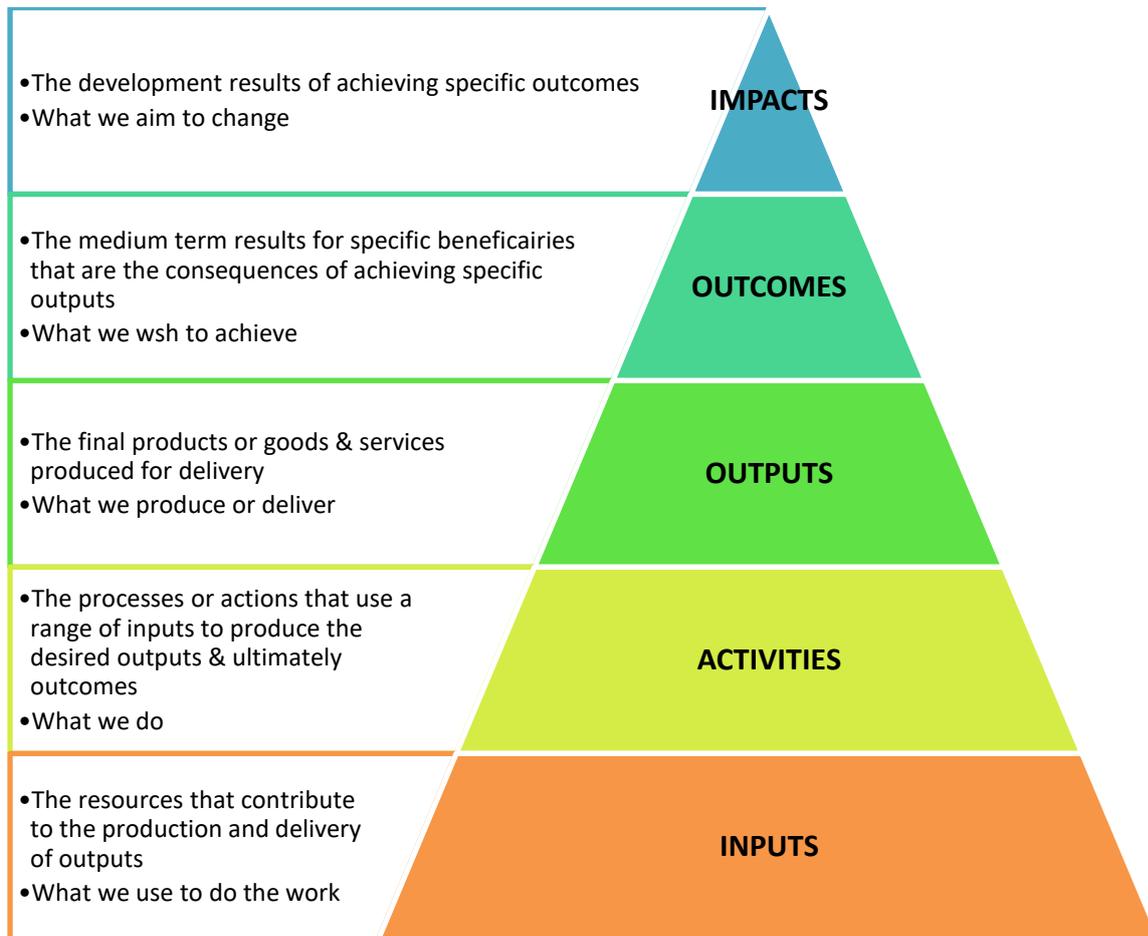


Figure 1: Performance Information Concepts

4. SECTION TWO: ROLES, RESPONSIBILITIES AND KEY ACTIVITIES

4.1 Roles and Responsibilities

ROLES	RESPONSIBILITIES
Ehlanzeni District Municipality	<ul style="list-style-type: none"> • Horizontal alignment of the IDPs of local municipalities in Ehlanzeni District Municipality's area of jurisdiction through the District Framework and process plan • Vertical alignment of planning on the district and local level • Facilitation of vertical alignment of IDPs with other spheres of government and sector departments • The preparation of joint strategy workshops with local municipalities, provincial and national role-players and other subject matter specialists • Compilation of a District process plan based on the Framework • Management, compilation and approval of the District IDP and monitoring and evaluating the District IDP process plan. • Ensuring that the process plans of the local municipalities and development processes adhere to the alignment issues as agreed in the Framework
Local Municipalities	<p>Each local municipality on the area of jurisdiction of Ehlanzeni District Municipality must:</p> <ul style="list-style-type: none"> • Prepare its designated process plan based on the framework and submit the draft process plan to Ehlanzeni for assessment in terms of alignment procedures and time frames as described in the Framework. • Amend the draft process plan according to recommendations of the District Steering Committee and decide on and adopt the process plan • Monitor, evaluate and report on its IDP process in terms of the monitoring plan described in chapter 6 • Undertake the overall management, co-ordination and monitoring of the process and drafting of the local IDP and approve the municipal IDP within the agreed time frames

ROLES	RESPONSIBILITIES
	<ul style="list-style-type: none"> • Submit necessary documentation on each phase of the IDP to the District Municipality according to the agreed time frames; and • Approve nominated persons to be in charge of different roles, activities and responsibilities of the process and drafting of the IDP
IDP Managers Forum	<p>The IDP Managers Forum will constitute of the IDP Managers (officials responsible for coordinating and managing the IDP process), Public Participation officers of each municipality and the official of the Department of Corporative Governance and Traditional Affairs. Should the IDP Manager not be able to attend the meeting, he/she must send a delegate to act on his behalf.</p> <p>The IDP Managers Forum must:</p> <ul style="list-style-type: none"> • Convene on a monthly basis at a time and place as agreed upon at their first meeting • Submit monthly progress reports according to a format as stipulated by the forum <p>Where the items on the agenda relate to Performance Management systems and Monitoring and Evaluation, the invite will be extended to the respective practioners of both the District and the local municipalities</p>
IDP & Budget Steering Committee Forum	<p>The IDP Steering Committee Forum will constitute of the District Municipal Manager, All General Managers, IDP Manager (officials responsible for coordinating and managing the IDP process)</p> <ul style="list-style-type: none"> • Ensure horizontal alignment between the District municipality and between local municipalities within the district • Ensure vertical alignment (through the Departments of local government as an official point of entry) between municipalities in Ehlanzeni District and Provincial Government and National Government where relevant) <p>The District Municipal Manager chairs all the meetings and the secretariat responsibilities are given to the District Municipality</p>

ROLES	RESPONSIBILITIES
Stakeholders	<p>Regional stakeholders and representatives of traditional leaders will be actively involved in both the District and the Local Municipalities IDP Forums</p> <p>The main purpose of these groups is to consult with and respond to various interests of the community and contribute knowledge and ideas in the planning process. Communities, local stakeholders and traditional leaders will contribute knowledge and ideas by participating in the designated local municipality's IDP Representative Forum to:</p> <ul style="list-style-type: none"> • Inform interest groups, communities and organizations on relevant planning activities and outcomes; • Analyse issues, determine priorities, negotiate and reach consensus • Participate in the designing of project proposals and assess them • Discuss and comment on the draft IDP's • Ensure that annual business plans and budgets are based on and linked to the IDP and; <p>Monitor performance and implementation of the IDP.</p>
Cooperative Governance and Traditional Affairs	<p>Regional stakeholders and representatives of traditional leaders will be actively involved in both the district and local municipality's IDP Forum</p> <p>The main purpose of these groups is to consult with and respond to various interests of the community and contribute knowledge and ideas in the planning process. Communities, local stakeholders and traditional leaders will contribute knowledge and ideas by participating in the designated local municipality's IDP Representative Forum and will:</p> <ul style="list-style-type: none"> • Inform interest groups, communities and organizations on relevant planning activities and outcomes; • Analyse issues, determine priorities, negotiate and reach consensus • Participate in the designing of project proposals and assess them • Discuss and comments on the draft IDP • Ensure that annual business plans and budgets are based on and linked to the IDP and;

ROLES	RESPONSIBILITIES
	<ul style="list-style-type: none"> • Monitor performance and implementation of the IDP. • A public participation strategy will be formulated as part of each local municipalities process plan
Office of the Premier	<p>The Office of the Premier, Chief Directorate Macro Policy and Strategic Management has the following roles and responsibilities:</p> <ul style="list-style-type: none"> • To co-ordinate Medium Term Frameworks and Strategic plans of Provincial Departments, ensure that these plans have taken municipalities IDPs into consideration and must distribute information to municipalities pertaining to it; • To render support, ensure and monitor Departments of Local Governments alignment & responsibilities; • To intervene where there is a lack of performance by provincial departments within the IDP process; • To investigate any issues of low performance by provincial government as may be submitted to the Office of the Premier by any municipality that deems it necessary and; • Provide support in terms of skills advice on planning matters
Sector Departments	<p>Sector Departments must:</p> <ul style="list-style-type: none"> • Contribute knowledge and ideas about planning issues in the province sectors • Contribute relevant information on the provincial sector departments plans, programmes, budgets; objective, strategies and projects in a concise and accessible manner • Ensure that their objectives, strategies, programmes and projects take the various IDPs into consideration and adjust their budgets as informed by various IDPs; • Contribute sector expertise and technical knowledge to the formulation of municipal strategies and projects; <p>Engage in a process of alignment with district municipalities and participate in the provincial management system and co-ordination</p>

ROLES	RESPONSIBILITIES
District Wide Planning forum to include: Finance, GIS, Research, M&E, OPM, Public Participation, Traditional Leaders Officials for both District and LMs	Sector Departments must: <ul style="list-style-type: none"> • Contribute knowledge and ideas about planning issues in the province sectors • Contribute relevant information on the provincial sector departments plans, programmes, budgets; objective, strategies and projects in a concise and accessible manner • Ensure that their objectives, strategies, programmes and projects take the various IDPs into consideration and adjust their budgets as informed by various IDPs; • Contribute sector expertise and technical knowledge to the formulation of municipal strategies and projects; • Engage in a process of alignment with district municipalities and participate in the provincial management system and co-ordination

Table 1: Roles and Responsibilities

4.2 IDP Structures

Structure	Functions/Roles & Responsibilities
Ward Committees	<ul style="list-style-type: none"> • Ward Committees headed by ward councillors • Ward community representative to council via ward councillors • Participate in partnership with project steering committee provide feedback to community about the project progress • Participate and be in the forefront of community participation meetings
Traditional Leaders	<ul style="list-style-type: none"> • Shaping Integrated Development Plans (IDPs) and participating in service delivery • They have roles in respect of disaster management and the promotion of indigenous knowledge systems • Traditional councils are meant to reject tribalism, promote peace and foster social cohesion and contribute to the system of cooperative governance
IDP Representative Forum	<p>The IDP Representative Forum is composed of interest groups, communities and organizations. It has the following functions:</p> <ul style="list-style-type: none"> • Represent interests on relevant planning activities and their outcomes • Analyse issues, discuss, negotiate and reach consensus through a decision-making process • Participate in the designing of project proposals • Monitors performance of planning and implementation
IDP Managers' Forum	<p>The IDP Managers Forum is composed the district IDP Manager, Cogta and IDP Managers/Coordinators from local municipalities in the district: -</p> <ul style="list-style-type: none"> • Facilitates and coordinators IDP activities in the district • Ensures horizontal alignment between the district, municipality and local municipalities; and <p>Ensures vertical alignment between municipalities in the district and provincial and national government</p>
IDP Cluster Forums a) Social Development	IDP Cluster Forums are composed of departmental heads and senior managers of

Structure	Functions/Roles & Responsibilities
<p>b) Good Governance & Administration</p> <p>c) Economic Growth & Infrastructure Development</p>	<p>the district and local municipalities. IDP Cluster Forums have the following functions:</p> <ul style="list-style-type: none"> • Provide technical input to the district IDP process • Promote the alignment of strategies in the district; and • Contribute to the prioritization of the district priorities

Table 2: IDP Structures

5. Framework Action Programme

The Framework programme is a summary of the District and Municipal action programme, which focuses on the district wide activities that need to be undertaken together in a co-ordinated way. The programme will thus be used as a tool for the alignment between municipalities in the district.

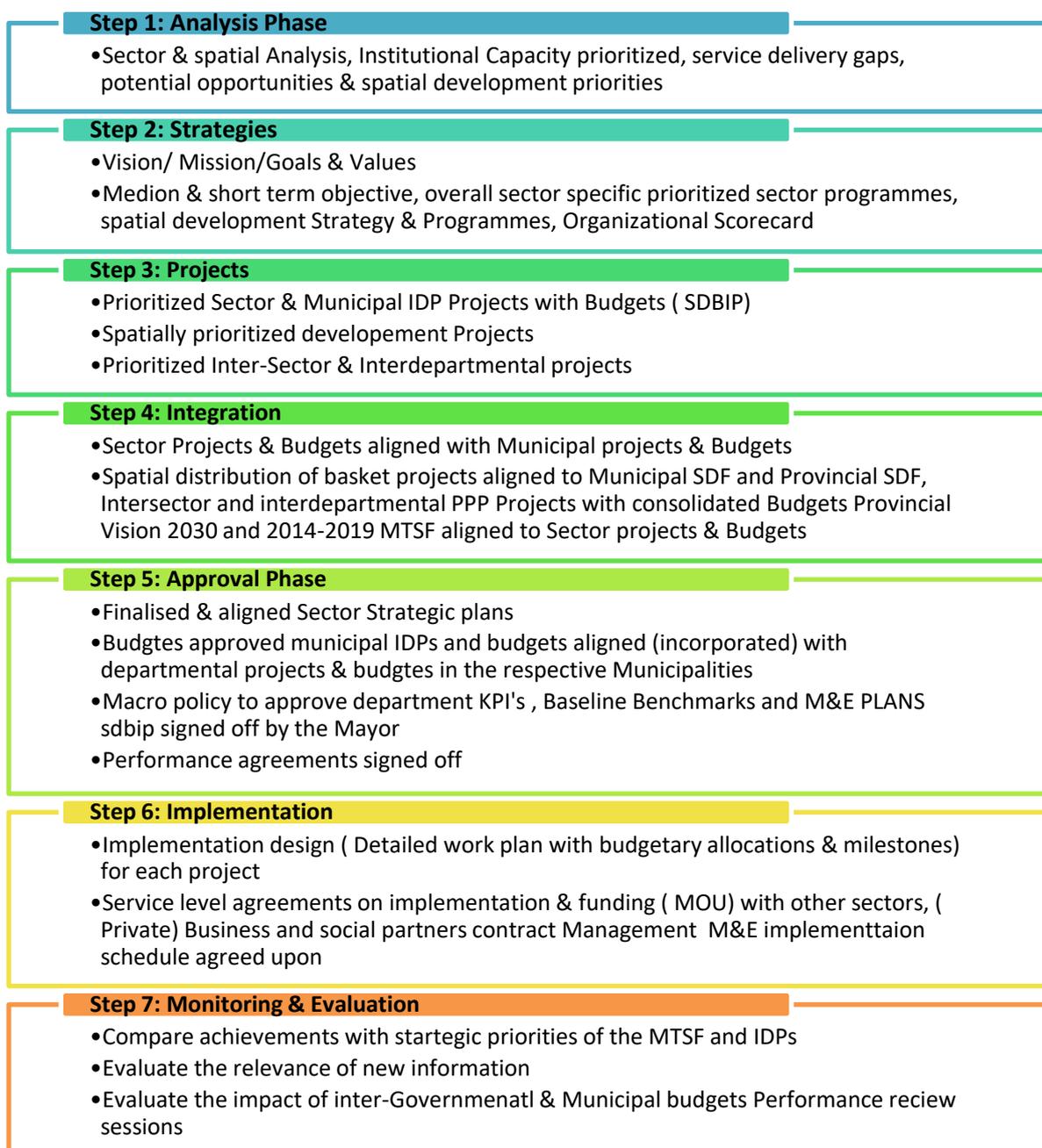


Figure 2: Framework Action Programme

5.1 Phases of the IDP, Budget and Performance Management Process

All Municipalities within Ehlanzeni District agreed to adhere to the following time frames of different phases for the IDP process in the district



Figure 3: Phases of IDP, Budget & Performance Management Process Plan

5.2 Cycle for the 2022/23 – 2026/2027 IDP including the PMS, Budget and Risk linkages

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
JULY	<ul style="list-style-type: none"> • IDP, PMS, Budget and Risk Framework/ Process Plan Drafted (year 1) • Time schedule (annually) 	<ul style="list-style-type: none"> • Signing of new performance contracts for Section 57 Managers and submission to MAYCO (Section 69 of the MFMA and Section 57 of the MSA). • Final S57 Managers' Performance Assessments 	<ul style="list-style-type: none"> • Mayor begins planning for next three-year budget in accordance with co-ordination role of budget process MFMA s 53 • Planning includes review of the previous year's budget process and completion of the Budget Evaluation Checklist 	<ul style="list-style-type: none"> • Accounting officers and senior officials of municipality and entities begin planning for next three-year budget MFMA s 68, 77 • Accounting officers and senior officials of municipality and entities review options and contracts for service delivery. MSA s 76-81 	<ul style="list-style-type: none"> • Approve and announce new budget schedule and set up committees and forums. • Consultation on performance and changing needs • Tabling 2020/21 fourth quarter budget implementation and financial state of affairs to Council (MFMA Sect 52) 	<ul style="list-style-type: none"> • Review and approval of the Risk Management Framework documents for formal appointment of RFPC Members

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
AUGUST	<ul style="list-style-type: none"> ▪ Framework/ Process Plan tabled at MAYCO and Council for approval. ▪ IDP preparation process initiated. ▪ Review of the previous 5-year IDP document. ▪ Self-assessment to identify gaps in the IDP process. • 	<ul style="list-style-type: none"> ▪ Quarterly Project Implementation Report (for last quarter of 2020/21) MPPR Reg. 14 ▪ Quarterly Audit Committee meeting (for the last quarter of 2020/21) MFMA Sect 166 & MPPR Reg. 14(3)(a) ▪ Compile annual report for 2020/21 (MFMA Sect 121) • Submission of 2020/21 Draft Annual Report to Auditor General 	<ul style="list-style-type: none"> ▪ Mayor tables in Council a time schedule outlining key deadlines for: preparing, tabling and approving the budget; reviewing the IDP (as per s 34 of MSA) and budget related policies and consultation processes at least 10 months before the start of the budget year. MFMA s 21,22, 23; ▪ MSA s 34, Ch 4 as amended Mayor establishes committees and consultation forums for the budget process 	<ul style="list-style-type: none"> ▪ Accounting Officer to submit AFS to Auditor-General [Due by 31 August, MFMA Sec 126(1)(a)] 	<ul style="list-style-type: none"> ▪ Consultation on performance and changing needs. ▪ Review performance and financial position. ▪ Review external mechanisms. ▪ Start Planning for next three years. ▪ Submission of 2020/21 AFS to Auditor General (MFMA Sect 126) 	<ul style="list-style-type: none"> ▪ Conduct operational risk assessments

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
SEPTEMBER	<ul style="list-style-type: none"> ▪ Integration of information from adopted Sector Plans into the IDP document. ▪ Finalisation of review of Elements of Spatial Development Framework. ▪ Updating and review of the strategic elements of the IDP in light of the new focus of Council 	<ul style="list-style-type: none"> ▪ Auditor General audit of performance measures ▪ Performance appraisal of the Municipal Manager and the General Managers (Annual FY2019/20) 	<ul style="list-style-type: none"> ▪ Council through the IDP process reviews strategic objectives for service delivery and development for next three-year budgets including review of provincial and national government sector and strategic plans 	<ul style="list-style-type: none"> ▪ Engages with Provincial and National Sector departments on Sector specific programmes for alignment with municipalities plans 	<ul style="list-style-type: none"> ▪ Update policies, priorities and objectives ▪ Determine revenue projections and policies 	<ul style="list-style-type: none"> ▪ Conduct operational risk assessments ▪ Quarterly Risk Management and fraud prevention Committee meeting (for the last quarter of 2020/21)

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
OCTOBER	<ul style="list-style-type: none"> ▪ Integration of information from adopted Sector Plans into the IDP document. ▪ Initiation of new sector plans into the IDP. ▪ Start review and updating of the IDP Vision, Mission and Objectives. ▪ Start review of the strategic elements of the IDP in light of the new focus of Council. 	<ul style="list-style-type: none"> ▪ Sect 57 Managers' quarterly assessments (for first quarter of 2021/22FY) ▪ 	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪ Accounting Officer does initial review of national policies and budget plans and potential price increases of bulk resources with function and department officials MFMA s 35,36,42; MTBPS 	<ul style="list-style-type: none"> ▪ Determine revenue projections and policies. ▪ Engagement with sector departments, share and evaluate plans and National policies ▪ Draft initial allocations to functions ▪ Draft initial input to IDP ▪ Tabling of 2021/22 first quarter budget implementation and financial state of affairs report Council (MFMA Sect 52) 	<ul style="list-style-type: none"> ▪ Submit report on risk management support for local municipalities to (Risk management and Fraud Prevention Committee, Audit Committee & Municipal Manager)

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
NOVEMBER	<ul style="list-style-type: none"> ▪ Review of Municipal Strategies, Objectives, KPA's, KPI's and targets. ▪ Project alignment between the DM and LM's. ▪ Identification of priority IDP projects 	<ul style="list-style-type: none"> ▪ Section 57 Managers' assessments (for first quarter of 2021/22FY) 	<ul style="list-style-type: none"> ▪ Council finalises tariff (rates & service charges) policies for next financial year MSA Sec 74 & 75 	<ul style="list-style-type: none"> ▪ Accounting Officer and senior officials consolidate and prepare proposed budget and plans for next financial year taking into account previous years 'performance as per audited financial statements 	<ul style="list-style-type: none"> ▪ Council determines strategic choices for next three years 	<ul style="list-style-type: none"> ▪ Quarterly Risk Management and fraud prevention Committee meeting (for the first quarter of 2021/22)
DECEMBER	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪ Section 57 Managers 'Annual performance appraisal for FY 2020/2021 	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪

<p>JANUARY</p>	<ul style="list-style-type: none"> ▪ Review of Municipal Strategies, Objectives, KPA's, KPI's and targets. ▪ Identification of priority IDP projects. ▪ 	<ul style="list-style-type: none"> ▪ Mayor tables draft annual report for 2020/21 MFMA Sect 127(2) ▪ Make public annual report and invite community inputs into report (MFMA Sect 127 & MSA Sect 21a) ▪ Sect 57 Managers' quarterly assessments (for second quarter of 2021/22) ▪ The 2021/22 mid-year budget and service delivery performance review is conducted (MFMA Sect 72) ▪ 	<ul style="list-style-type: none"> ▪ 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 MFMA s 87(1) 	<ul style="list-style-type: none"> ▪ 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) 	<ul style="list-style-type: none"> ▪ 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) Accounting officer reviews proposed national and provincial allocations to municipality for incorporation into the draft budget for tabling. ▪ (Proposed national and provincial allocations for 	<ul style="list-style-type: none"> ▪ Approval of the operational risk report and registers ▪ Submit report on risk management support for local municipalities to (Risk management and Fraud Prevention Committee, Audit Committee & Municipal Manager) ▪ Drafting and reporting on action plans for all gaps identified for the high and medium risks ▪ Drafting and submitting of Risk Management Report to Council ▪ Prepare and submit Annual Report disclosure (Risk Management)
----------------	--	--	--	---	---	--

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
					three years must be available by 20 January) MFMA s 36 ▪ Tabling of the 2021/22 mid-Term budget and financial performance review report to council	

<p>FEBRUARY</p>	<ul style="list-style-type: none"> ▪ Review of Municipal Strategies, Objectives, KPA's, KPI's and targets. ▪ Identification of priority IDP projects. 	<ul style="list-style-type: none"> ▪ Quarterly Project Implementation Report (for second quarter of 2021/22) MPPR Reg. 14 ▪ Quarterly Audit Committee meeting (for the second quarter of 2021/22) MFMA Sect 166 & MPPR Reg. 14(3)(a) 	<ul style="list-style-type: none"> ▪ Council considers municipal entity proposed budget and service delivery plan and accepts or makes recommendations to the entity MFMA s 87(2) 	<ul style="list-style-type: none"> ▪ 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 years audited financial statements and annual report. ▪ Accounting officer to notify relevant municipalities of projected allocations for next three budget years 120 days prior to start of budget year MFMA s 37 (2) 	<ul style="list-style-type: none"> ▪ 	<ul style="list-style-type: none"> ▪ Submit report on risk management support for local municipalities to (Risk management and Fraud Prevention Committee, Audit Committee & Municipal Manager)
------------------------	---	--	---	--	---	--

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
MARCH	<ul style="list-style-type: none"> Review of Municipal Strategic Objectives KPA's, KPI's and targets Initiate preparation of financial plan Conclusion of Sector plans initiated for the 2022/23 financial year and integration into the IDP 	<ul style="list-style-type: none"> Council to consider and adopt an oversight report [Due by 31 March MFMA Sec 129(1)] Set performance objectives for revenue for each budget vote (MFMA Sect 17) 	<ul style="list-style-type: none"> Entity board of directors considers recommendations of parent municipality and submit revised budget by 22nd of month MFMA s 87(2) Mayor tables municipality budget, budgets of entities, resolutions, plans, and proposed revisions to IDP at least 90 days before start of budget year MFMA s 16, 22, 23, 87; MSA s 34 	<ul style="list-style-type: none"> Accounting officer publishes tabled budget, plans and proposed revisions to IDP, invites local community comment and submits to NT, PT and others as prescribed MFMA s22 737; MSA Ch 4 as amended Accounting officer reviews any changes in prices for bulk resources as communicated by 15 March MFMA s 42 	<ul style="list-style-type: none"> Mayor tables 2022/23 draft budget and MTREF, resolutions, plans and changes to IDP at least 90 days before the start of the financial year (MFMA s 16) Adoption by Council of 2022/23 proposed tariffs and fees, and amendment of budget related policies requiring public participation and consultative processes. 	<ul style="list-style-type: none"> Completed orientation for all key role players (risk management and fraud prevention committee, and employees)

<p>APRIL</p>	<ul style="list-style-type: none"> ▪ Incorporation of DORA information into the IDP document. ▪ Prepare departmental business plans linked to the IDP strategies, objectives, KPI's and targets. ▪ Identify departmental allocations from Municipality's Own Funds. ▪ Workshops with Portfolio Councillors to identify projects to which Own Funds will be allocated to. ▪ Preparation of Capital Investment Plan. ▪ Preparation of Financial Plan. ▪ Public participation process launched through series of 	<ul style="list-style-type: none"> ▪ Refinement of Municipal Strategies, Objectives, KPA's, KPI's and targets and inclusion into 2022/23 IDP ▪ S57 Managers' Quarterly Performance Assessments ▪ Publicise Annual Report [Due by 7 April MFMA Sec 129(3)] ▪ Submit Annual Report to Provincial Legislature/MEC Local Government [Due by 7 April MFMA Sec 132(2)] ▪ 	<ul style="list-style-type: none"> ▪ Consultation with national and provincial treasuries and finalise sector plans for water, sanitation, electricity etc MFMA s 21 ▪ Public hearings on the budget, and council debate. Council considers views of the local community, NT, PT, other prov. and nat. organs of state and municipalities. Mayor to respond to submissions during consultation and table amendments for council consideration. Council to approve IDP and budget and plans at least 30 days before start of budget year. 	<ul style="list-style-type: none"> ▪ Accounting officer assist 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 	<ul style="list-style-type: none"> ▪ Consultation with national and Provincial Treasuries and finalise sector plans, water and sanitation, electricity etc. ▪ Adopted 2022/23 budget publication, public participation and consultative process (MFMA s 22) ▪ Tabling of 2021/22 third quarter budget implementation and financial state of affairs report to council (MFMA s 52) 	<ul style="list-style-type: none"> ▪ Submit report on risk management support for local municipalities to (Risk management and Fraud Prevention Committee, Audit Committee & Municipal Manager) ▪ Drafting and reporting on action plans for all gaps identified for the high and medium risks ▪ Quarterly Risk Management and fraud prevention Committee meeting (for the Second quarter of 2021/22)
---------------------	--	---	---	--	--	--

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
	public hearings on the IDP and Budget. <ul style="list-style-type: none"> ▪ Conclusion of Sector Plans initiated for the 2016/17 financial year and integration into the IDP 		▪			

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
MAY	<ul style="list-style-type: none"> ▪ Prepare departmental business plans linked to the IDP strategies, objectives, KPI's and targets. ▪ IDP/Budget Steering Committee meeting to consider the amendments to the IDP. ▪ MAYCO recommends adoption of the IDP to Council. 	<ul style="list-style-type: none"> ▪ Quarterly Project Implementation Report (for third quarter of 2022/23) MPPR Reg. 14 ▪ Quarterly Audit Committee meeting (for third quarter of 2016/17 MFMA Sect 166 & MPPR Reg. 14(3)(a)) ▪ Annual review of organisational KPIs (MPPR Reg 11) Review annual organisational performance targets (MPPR Reg 11) ▪ 	<ul style="list-style-type: none"> ▪ MFMA s 23, 24; MSA Ch 4 as amended 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 MFMA s 87 	<ul style="list-style-type: none"> ▪ 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 material nature 	<ul style="list-style-type: none"> ▪ Public hearings on the budget, Council Debate on Budget and plans. ▪ Council considers for approval the 2022/23 final budget and MTREF, resolutions, capital implementation plans, objectives and changes in the IDP (MFMA S 24) ▪ Council approves reviewed budget related policies and proposed tariffs and fees to be imposed in 2022/23 financial year (MFMA S 24) 	<ul style="list-style-type: none"> ▪ Conduct strategic risk assessments ▪ Quarterly Risk Management and fraud prevention Committee meeting (for the third quarter of 2021/22)

<p>JUNE</p>	<ul style="list-style-type: none"> ▪ Adoption of the IDP by Council. 	<ul style="list-style-type: none"> ▪ Community input into organisation KPIs and targets ▪ Budget for expenses of audit committee 	<ul style="list-style-type: none"> ▪ 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 MFMA s 16, 24, 26, 53 ▪ 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. 	<ul style="list-style-type: none"> ▪ 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. MFMA s 69, MSA s 57 ▪ Accounting officers of municipality and entities publishes adopted budget and plans MFMA s 75 & 87 	<ul style="list-style-type: none"> ▪ Publish budget and plans ▪ Finalise performance contracts and delegation ▪ Develop 2022/3 annual procurement plan. 	<ul style="list-style-type: none"> ▪ Adoption of the strategic risk report and register by Council ▪ Completed orientation for all key role players (risk management and fraud prevention committee, and employees)
-------------	---	--	--	--	--	---

ACTIVITIES						
MONTH	IDP	PMS	BUDGET			RISK
			Mayor and Council/Entity Board	Admission – Municipality and Entity	Budget Review Activities	
			<ul style="list-style-type: none"> The mayor submits the approved SDBIP and performance agreements to council, MEC for local government and makes public within 14 days after approval. <p>MFMA s 53; MSA s 38-45, 57(2) MFMA s 59, 79, 82; MSA s 59-65</p>			

Table 3: Planning Cycle 2022-2023

6. Issues, Mechanisms and Procedures for Alignment and Consultation

6.1 Introduction

Alignment is the instrument used to synthesize and integrate the top-down and bottom-up planning process between different spheres of government. Alignment should be arrived at between Local and District municipalities and all parties involved in the alignment need to be informed. There are two types of alignment procedures that have to take place in the planning process i.e vertical and horizontal alignment. Both procedures complement each other and Ehlanzeni District Municipality will ensure that both procedures are applied. The horizontal alignment, which is between municipalities, district and sector departments ensure that planning processes and issues are co-ordinated and addressed jointly. The District municipality has the responsibility to ensure that alignment between the local municipalities takes place. On the other hand, vertical alignment between local government (municipalities/districts) and other spheres of government (provincial/national sector departments and other stakeholders e.g Eskom, Telkom etc) ensures that the IDP is in line with national and provincial policies and strategies so that it is considered for the allocation of departmental budgets and conditional grants.

6.2 Composition of persons to be involved in the Alignment process

Officials and Councillors that should be involved in alignment between municipalities and District include:

- District Municipality's IDP Managers and IDP Steering Committee;
- Local Municipality's IDP Managers and local IDP Steering committee;
- IDP Managers' Forum; and
- District IDP Steering committee and National & Provincial sector departments planners

The following stakeholders should be involved between local government and other spheres:

- Local and District IDP Managers;
- Provincial IDP Co-Ordinator;
- National/Provincial senior sector department officials;
- Senior officials of corporate service providers (Eskom, Water Boards, Telkom etc); and
- Regional Stakeholders

6.3 Horizontal and Vertical Alignment

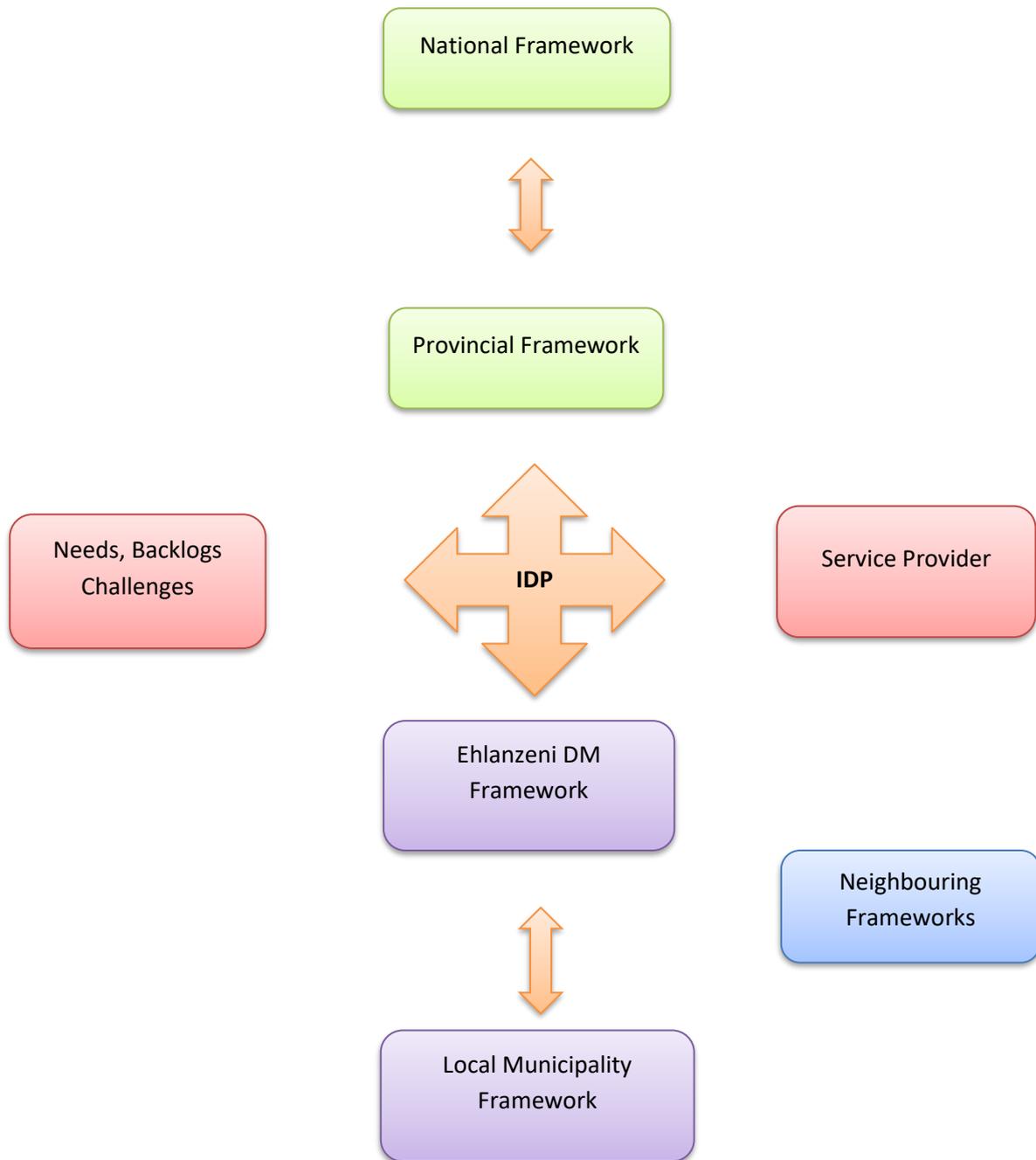


Figure 4: Horizontal & Vertical Alignment

6.4 Strategy for Horizontal Alignment

- (i) The main responsibility of horizontal alignment lies with Ehlanzeni District, but the responsibility of aligning local issues on municipal level with the designated municipalities.
- (ii) The IDP Managers Forum is responsible for alignment between the local municipalities.
- (iii) Further alignment will take place within the District Representative Forum meetings, which is a representative of the local Representative Forums.
- (iv) Municipalities, both district and local, must align on a bilateral basis with adjacent municipalities (regardless of the district area), regional stakeholders, etc for issues that affect them both. The responsibility for such bilateral alignment will depend on the magnitude of the specific issue (only affecting one municipality or various municipalities)
- (v) The procedure for alignment between adjacent local municipalities, district and local municipalities will be as follows:
 - Ehlanzeni District Municipality needs to ensure alignment between itself, adjacent district municipalities (Gert Sibande, Nkangala District, Sekhukhune and Mopani District Municipality etc, this can be achieved by working closely with the provincial IDP Co-ordinator.
- (vi) The District Municipality should submit a draft document of a specific phase to these adjacent authorities. Adjacent authorities must indicate within 14 days if there is further alignment required regarding specific issues. The District Municipality will inform adjacent authorities within a specific phase if a specific issue has an influence on that authority. The core responsibility of bilateral alignment between a specific local municipality and a directly adjacent municipality or authorities still lies with that municipality and the municipality must inform that adjacent municipality where they are affected.

6.5 Strategy for Vertical Alignment

- (i) The core component of vertical alignment will be through the Provincial Planning Forum that is established at Provincial level and the district IDP Steering committee as well as IDP Representative Forum;
- (ii) Alignment with Provincial departments may also be achieved through bilateral between the three spheres of government;
- (iii) The District IDP Steering committee, consisting of Ehlanzeni District Municipality's Heads of Departments will request submission of applications to constitute the district IDP Representative Forum through the local press. Stakeholders/community groups will be requested to indicate their goals, objectives, activities, number of members and constitution;

- (iv) In cases where regional stakeholders/community groups have a direct interest in a specific municipality with regard to municipal wide issues, there should be direct interaction between these parties within the designated local IDP Representative Forum.

Due to the different nature of each phase, alignment may be more or less of importance and the suitable alignment mechanisms will differ. A framework of alignment requirements for both types of alignment per phase is indicated in Chapter 2. The framework does not exempt any further horizontal or vertical alignment and indicated only the non-negotiable stages of critical alignment.

7. Binding Plans and Planning Requirements

All relevant documents that need to be considered in the course of the planning process must be known and available. This applies especially to legal documents and to guidelines, plans and strategies from the provincial and national sphere and corporate service providers

A number of national acts and policies require local governments to produce sector plans, or to fulfil certain planning requirements when preparing and IDP. These plans and planning requirements are indicated in the table below. These sector plans and other statutory requirements should complement each other and the IDP. Effective synchronisation in their preparations should be sought, ensuring greater developmental impact and avoid duplication. This will be done by:

- Ensuring that members of the various sectoral plan-preparation teams serve on each other's teams;
- Working from the same data base set;
- Sharing draft plans/strategies throughout the planning process;
- Participating in each other's strategy formulation sessions; and
- Using the Spatial Development Framework to co-ordinate and integrate proposed plans.

Category of Requirement	Sector Requirement
For a Municipal level Plan	Water Services Development Plan, required in terms of the Water Services Act,1997
	Integrated Transport Plan, required in terms of the Land Use Transport Bill, 2000
	Environmental Management Plan with an Integrated Waste Management Plan, required in terms of the White Paper of Integrated Pollution and Waste Management, March 2000 and NEMA, 1998
	Spatial Development Framework, required in terms of DFA, 1995 (to be replaced by spatial planning requirements to be incorporated as a component of the IDP)
	Housing plan in terms of Housing act 1997 and the NSDP
	Disaster Management Plan, required in terms of the White Paper on Disaster Management, 1999 and the Disaster Management Bill,2000
	Institutional Plan
	LED Plan
For Sector planning to be incorporated as a component of the IDP	Housing Plans, required in terms of the Housing Act, 1997
	Local management issues
	Integrated infrastructure planning
	Integrated energy planning, required in terms of the White Paper on Energy Policy of RSA, December 1998
	Spatial Framework (Section 4 of the Draft IDP Regulations)
	Land Affairs Programmes such as Tenure Upgrading and Land Reform
For compliance with normative Frameworks	National Environmental Management Act (1998) Principles
	Development Facilitation Act (1995) Principles
	Environmental Management Plans
	National Millennium Goals or targets
For value adding contribution	Local Agenda 21

Table 4: Sector Requirements

Figure 5: Sector Requirements

It is important to note that while the various plans produced in the inter-linked processes will lead to sectoral plans that will exist in their own right, the IDP must at least:

- Summarise the major features of these different plans/strategies;
- Deal with the linkages between them;
- Specify and integrate all the spending implications for a five-year period in a Municipal Infrastructure Investment Programme

Municipalities need to be aware of all the National and Provincial binding strategies, policies and other legislations that may influence its IDP. A preliminary list of national and provincial documents is indicated hereunder. It should be noted that these lists are not comprehensive and needs to be updated within phase 2 (during the District Strategy Workshop)

7.1 National Strategies and other documents that could influence local strategies:

- The District Development Model Approach
- Integrated Urban Development Framework (IUDF)
- The National development plan (Vision 2030)
- National Growth and Development Strategy (NGDS)
- Millennium Development Goals
- National Spatial Development Perspective and Principles
- Outcomes Based Planning Approach
- The January 8 Policy Statement
- The Urban and Rural development Strategies
- The Integrated Sustainable Rural Development Strategy, Nov 2000
- The National Housing Code, March 2000
- Department of Land Affairs Consolidated EI & MP, June 2000
- Department of Land Affairs Strategic Plan 2001 – 2002
- Industrial Strategy for the RSA, May 2001
- HIV/AIDS/STD Strategic Plan for SA (2000-2005), Feb 2000
- National Apex and 10-point Plan of Action for welfare and development (including National Plan of Action for Children)
- National Youth Plan
- National COVID-19 Intervention Plan
- COVID-19 Regulations (Disaster Management Act No 57 of 2002 and Regulations)

7.2 Provincial Strategies, policies and other documents that influence local strategies

- Mpumalanga Provincial Rural and Urban Development Strategy, Dec 2000 (PRUDS)
- Mpumalanga Draft Spatial Development Framework (2012)
- Spatial Land Use Management (Act, 16 of 2013)
- Integrated Spatial Framework, 1999 (ISF)
- The Mpumalanga Provincial Growth and Development Strategy (PGDS)
- Environmental Research Information System (ERIS)
- Mpumalanga Regional Sanitation Business Plan, 2001
- Mpumalanga Environmental Implementation Plan (EIP), March 2001
- Mpumalanga Provincial Departments 5-year plans

8. The National Development Plan 2030

8.1 Background

The National Development Plan 2030 seeks to eliminate poverty and inequality by 2030 by streamlining planning and strategies in all three spheres of Government namely; National, Provincial and Local Municipalities.

Whilst this objective remains the same going into the future, it is now more clearly expressed in the country's **National Development Plan (NDP)**, which provides a detailed roadmap for development in the years leading up to 2030.

For effective implementation and meaningful impact to be derived from this plan, the country needs to be guided by a **developmental democratic state** "*capable of mobilizing all sectors and boldly intervening in the economy in favour of workers and the poor*".

Furthermore, the **objectives, targets and key considerations** of the National Development Plan must find expression in the planning processes, institutional arrangements and resource allocations of each and every Municipality.

The District Municipality aims to achieve these objectives through the **provincialization** of the NDP through the development of **Mpumalanga Vision 2030** and the relevance of these long-term planning instruments for the development of the **2014-19 MTSF**.

8.2 The District Development Model and its alignment with IDP

President, Cyril Ramaphosa in the State of the Nation Address (SoNA) indicated that it is time for government to break away from the silo mentality of working and went on to introduce a new approach called the District Development Model (DDM). The DDM was subsequently adopted by

cabinet on the 21st of August 2019. The District Development Model (DDM) is an operational model for improving Cooperative Governance aimed at building a capable, ethical Developmental State. It embodies an approach by which the three spheres of government and state entities work in unison in an impact-oriented way, and where there is higher performance and accountability for coherent service delivery and development outcomes. It is a method of government operating in unison focusing on the municipal district and metropolitan spaces as the impact areas of joint planning, budgeting and implementation.

The President also highlighted that the DDM will help government address the triple challenges of poverty, unemployment and inequality.

Informed by the National Development Plan (NDP) and the Integrated Urban Development Framework (IUDF) and other government policies, legislations and previous similar programmes, the DDM seeks to ensure maximum coordination and cooperation among all three spheres of government (National, provincial and local). Amongst others, the Model will be implemented through a collaborative process to develop One Plans for all 44 districts and 8 Metropolitan Municipalities which will be further synchronized with Integrated Development Plans (IDPs) of municipalities.

Each district and metro plan will develop a long-term government agenda in these spaces and unpack at least the following developmental issues:

- Managing urbanisation, growth and development;
- Supporting local economic drivers;
- Accelerating land release and land development;
- Investing in infrastructure for integrated human settlement, economic activity and the provision of basic services; and
- Addressing service delivery in municipalities.

8.3 Difference between IUDF and the DDM

The IUDF is our National Urban Policy which marks a New Deal for South African cities and towns. The framework will steer urban growth towards a sustainable model of compact, connected and coordinated towns and cities. It provides a roadmap to implement the NDP's vision for spatial transformation – creating liveable, inclusive and resilient towns and cities while reversing the apartheid spatial legacy.

The IUDF provides key principles and policy levers for creating better urban spaces. It seeks to strengthen urban-rural linkages, promote urban resilience, create safe urban spaces and ensure that the needs of the most vulnerable groups are addressed

8.4 The alignment of the DDM with the IUDF

As a start, to illustrate that the DDM has not replaced the IUDF, it must be acknowledged that the IUDF is a national urban policy of the South Africa while the DDM is an approach that government has adopted to tackle the deep rooted silo mentality that exists in how government plans, budgets, and deliver services across the three spheres of government, while not capitalizing on opportunity that exist to mobilize other actors in the private sector, NGOs and communities to achieve social compact. Both the DDM and the IUDF subscribe to the concept of social compact, an all of society approach towards improving the lives of people and lastly spatial transformation. These are critical philosophies that the 5th and 6th administration is determined to decisively address.

The DDM as a way of working and doing things differently will play a key role in enhancing the implementation of the IUDF, for instance, one of the short-term priorities of the IUDF is to institutionalise long-term planning. The DDM, through the introduction of the One Plan, is on course to make this a reality. While the IUDF advocates for greater involvement of Premiers and MECs in planning and development, the DDM also advocates for the same intervention across all three spheres of government, i.e. the recent nomination of political district champions at a national level that cascades to district level is a perfect example of how the IUDF and the DDM complement one another.

While the IUDF assists with focusing in our cities and towns, the DDM takes on a district wide approach. The complementarity can be seen in a sense that, the IUDF provides a more granular focus within a district, i.e., cities and towns, while DDM takes on a regional posture. This may also mean that IUDF interventions in cities and towns will be critical to provide a district wide perspective, especially in areas of integrated urban planning and management, integrated sustainable human settlement, integrated urban infrastructure, efficient land governance and management, inclusive economic development etc

The DDM is **not** divorced from existing government policies such as the IUDF but if implemented properly, will amplify and seek to facilitate the implementation of the short- and long-term priorities of the IUDF. District and metropolitan spaces are a perfect starting point to improve the performance and coherent service delivery as they are close to the ground which ensures that the whole of government is responsive to the need of communities. The vision for the district model has been

articulated through the slogan: **“One District, One Budget and One Plan”**, which directly correlates with IUDF’s vision of reaping the urban dividend. The IUDF describes the urban dividend as “an optimal situation where the increasing concentration of an economically active population translates into higher levels of economic activity, greater productivity and higher rates of growth” To optimise the urban dividend we must focus on three areas 1. **People** (enhancing their capabilities) 2. **Economy** (More resilient productive and job creation) 3. **Place** (More liveable pleasure, greater social integration, safety and access to opportunities). The common theme between the DDM and IUDF is the need to invest in people the economy and environment to improve quality of life.

The DDM has since been piloted in two district municipalities and one metropolitan municipality, OR Tambo, Waterberg and eThekweni respectively. There have been some cross-cutting lessons from the piloting phase that further buttress how interlinked the IUDF and DDM are. The pilots revealed that there are high levels of youth unemployment, and a high number of women and child-headed households in our district spaces which is what IUDF lever 7 seeks to address through empowering communities to be active citizens in the economy and access job opportunities. There is also a challenge in high rural to urban migration which is also a cross-cutting theme in the IUDF where urban-rural interdependency is advocated for.

It is therefore clear that the DDM has not replaced or duplicated the work of the IUDF but the two need to be perceived as complimentary. It is a myth and it is not factual that the DDM is the new sheriff in town that has replaced the IUDF. Therefore, better communication strategies and approach need to be employed to educate and mobilize all of society to be more aware of the two policies and how they can be utilised in addressing socio-economic challenges.

8.5 Progress to date on the DDM and how it will be complimented by the IDP.

The DDM is a long-term framework for development and service delivery of the space within the District Municipality, this plan is envisaged to cover a latitude of between 30-50 years. It should embrace the aspirations and the developmental vision of the all citizens, private sector and businesses, government and public institutions and civic groups of the society and other social partners. The Plan since it forges the integrated planning of development and service delivery should be a concerted effort of all the above stakeholders and sectors. Whilst the plan is long term in nature, the IDP will then become a subunit of the plan covering the five-year space which will spell out the short to medium term targets prioritised for the district space. The IDP then becomes the 5-year segment review of the District Development Model (DDM). When the new council takes over the

administration at the start of the term of office, they are to review the DDM by developing a 5-year IDP.

At Ehlanzeni District Municipality, 7 work streams have been established and have already convened inception meetings for the development of the Terms of Reference for their operation. The Work streams comprise of the representatives of the local municipalities, private sector and civil society. The streams and champions are listed below as follows:

These clusters have already been established and are in operation to date however, there has been a need to ensure the institutionalisation of the DDM in the various local municipalities to ensure that its aspiration is carried and supported by all the local municipalities. At the District Municipality, the Research Unit will now carry the responsibilities of driving and fulfilling the mandates of the Model.

9. Monitoring of the process plan and amendment of the Framework

9.1 Monitoring, Evaluation and reporting of the Process Plan

- Each municipality, including Ehlanzeni District Municipality, will be responsible for monitoring its own process plan and ensuring that the Framework programme is being followed as agreed.
- Detailed mechanisms that will be used to monitor each municipality's Process plan need to be stipulated in the designated Process plan. Monitoring mechanisms may include bi-monthly progress reports to be submitted to the designated council.
- The IDP Managers Forum must ensure that all municipalities follow their process plan.

9.2 Amendment of Framework and Process Plan

In the event of any deviations from the Framework and process plan that needs to be considered, the following procedure is adopted:

- (i) Each local municipality must inform the District Municipality, within a reasonable time on deviations of the action programme that affect district wide activities
- (ii) The District IDP Manager's Forum (IDP Managers act on behalf of its designated council and steering committee and should consult them on issues of deviations where required) that meets on a monthly basis, is responsible to jointly assess progress and make recommendations on amendments to the District IDP Steering committee.
- (iii) The District IDP Manager's Forum must inform the District Steering committee has the mandate to decide when and how amendment takes place and can therefore postpone an activity or continue with the agreed programme.

10. Meeting Schedule of 2022/2023 for IDP and Budget Representative Forums, IDP Managers Forums and District Cluster Meetings

EDM IDP and Budget Representative Forums		
Date	Time	Venue
24 November 2021	09h00	EDM Council Chamber/Virtual Platform
06 April 2022	09h00	EDM Council Chamber/ Virtual Platform
18 May 2022	09h00	EDM Council Chamber/ Virtual Platform

Table 5: IDP and Budget Representative Forums

IDP Managers and Planners Forum		
Date	Time	Venue
27 July 2021	09h00	Virtual Platform
19 August 2021	09h00	Virtual Platform
11 November 2021	09h00	Virtual Platform
10 February 2022	09h00	Virtual Platform
17 March 2022	09h00	Virtual Platform
22 June 2022	09h00	Virtual Platform

Figure 6: IDP Managers and Planners Forums

EDM Cluster Meetings			
Quarter	Good Governance	Social	Economic & Infrastructure
Quarter 1	08 September 2021	02 September 2021	16 September 2021
Quarter 2	17 November 2021	11 November 2021	18 November 2021
Quarter 3	23 February 2021	09 February 2022	10 March 2022
Quarter 4		26 May 2022	

Table 6: EDM Cluster Meetings

11. Conclusion

The Framework is compiled through extensive public participation by all municipalities within Ehlanzeni District as well as Provincial Sector departments. Representatives from all municipalities agreed upon issues mentioned in the Framework Plan and each municipality will develop its process plan according to the Framework and Process plan and submit its process plan for consideration by the relevant council.