



DISTRICT INTEGRATED DEVELOPMENT PLANNING (IDP) FRAMEWORK PLAN

2022/23 – 2026/27



Adopted 28 March 2022

TABLE OF CONTENTS		
1.	INTRODUCTION	<i>3</i>
2.	LEGAL CONTEXT OF DISTRICT IDP FRAMEWORK PLAN	<i>3</i>
3.	PURPOSE AND OBJECTIVES OF THE DISTRICT IDP FRAMEWORK	<i>4</i>
4.	DISTRICT IDP FRAMEWORK vs IDP PROCESS PLAN vs TIME SCHEDULE	<i>5</i>
5.	POLICY PRINCIPLES FOR INTEGRATED DEVELOPMENT PLANNING	<i>6</i>
6.	ROLES AND RESPONSIBILITIES	<i>6</i>
	6.1 DISTRICT MUNICIPALITY	<i>6</i>
	6.2 LOCAL MUNICIPALITIES	<i>7</i>
	6.3 PROVINCIAL GOVERNMENT	<i>7</i>
7.	INSTITUTIONAL ARRANGEMENTS, FRAMEWORK PROGRAMME AND TIMEFRAMES	<i>8</i>
8.	MATTERS, MECHANISMS AND PROCEDURES FOR ALIGNMENT AND CONSULTATION	<i>10</i>
9.	PROCEDURES AND PRINCIPLES FOR MONITORING THE PLANNING PROCESS AND AMENDMENT OF THE FRAMEWORK	<i>15</i>
10.	CONCLUSION	<i>16</i>
	Annexure A: FRAMEWORK FOR CONTEXTUALISING AND APPLYING THE NSDP AT DISTRICT LEVEL	<i>17</i>
	Annexure B: PRINCIPLES OF THE NATIONAL ENVIRONMENTAL MANAGEMENT ACT 1998	<i>20</i>

1. INTRODUCTION

Section 27(1) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), states that:

“Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.”

The Overberg District Municipality (ODM) is responsible for drafting the District IDP Framework Plan for the Overberg, a mechanism to ensure alignment and integration between the Integrated Development Plans (IDPs) of the Overberg District Municipality and Local municipalities of:

- Cape Agulhas
- Overstrand
- Theewaterskloof
- Swellendam

The Overberg District IDP Framework Plan aims to bind both the District Municipality and the four Local municipalities (B-municipalities) through consultation, coordination and alignment between the planning requirements binding in terms of National and Provincial legislation matters to be included in the IDPs, requiring alignment and must specify the principles and approach to be adopted in respect of these matters. This approach requires the district municipality to have a planning framework which is applicable to all stakeholders that plan to implement programmes and projects within the boundaries of the district. In so doing, extensive consultation, coordination and alignment of the IDP processes within the District Municipality and its various Local municipalities must be maintained.

The Framework also aims to establish structures that could be of use to improve municipal IDP processes and at the same time provide the mechanisms that could be utilised to monitor and evaluate the IDP formulation process.

Furthermore, the District IDP Framework Plan serves to guide and inform the Process Plan of the District and its Local municipalities. The District IDP Framework Plan provides the linkage for binding relationships to be established between the District and Local municipalities in the Overberg. In so doing, proper consultation, coordination and alignment of the IDP process of the District Municipality and its various Local municipalities, must be maintained.

2. LEGAL CONTEXT OF DISTRICT IDP FRAMEWORK PLAN

There are several pieces of legislation which craft the architecture within which the District IDP Framework Plan will function. These include:

- ✓ The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996);
- ✓ The Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), including the Municipal Structures Amendment Act, B51-2000;

- ✓ The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000); and
- ✓ The White Paper on Local Government, 1998

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

- (a) *Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and promote the social and economic development of the community; and*
- (b) *Participate in national and provincial development programmes.*

This constitutional provision illustrates the need for integrating the planning, budgeting, implementation and reporting processes of all public institutions. Within this context, specific reference is drawn to municipalities.

Section 27(2) of the Municipal Systems Act, 2000, states that the Framework Plan must at least:

- (a) *identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and 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 coordinate 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*

3. PURPOSE AND OBJECTIVES OF THE DISTRICT IDP FRAMEWORK

The drafting of a new five-year Integrated Development Plan (2022/23 – 2026/27) necessitates the adoption of a District Integrated Development Planning Framework which guides the process of drafting, reviewing and amending the Integrated Development Plan (IDP) adopted by Council.

The objective of the District IDP Framework is to ensure that the District and Local municipalities in its area, as well as the National and Provincial planning processes, are mutually linked to inform and complement each other, thereby culminating into a regulatory framework which seeks to direct efficient, effective and economically driven planning initiatives and innovations in response to the prevailing socio-economic realities through accurate, credible and sustainable resource allocation.

4. DISTRICT IDP FRAMEWORK vs IDP PROCESS PLAN vs TIME SCHEDULE

The District IDP Framework has a lifespan of 5 years linked to the newly elected Council’s term of office. The District IDP Framework serves as a mechanism to ensure alignment and integration between the IDP of the District Municipality and those of the Local municipalities within the Overberg region. It aims to ensure that processes of the District and Local municipalities are mutually linked and inform one another, while the Process Plans of all municipalities within the region need to be informed by the District IDP Framework, with particular reference to the development of IDPs and Budgets.

The IDP Process Plan is a process set out in writing to guide the planning, drafting, adoption and review of its IDP; it contains events to be undertaken in the process of developing the actual District IDP, supporting IDP processes of the Local municipalities to ensure alignment.

The table below serves to provide a high-level distinction between the District IDP Framework, IDP Process Plan and the Time Schedule adopted in terms of Section 21 of the Municipal Finance Management Act, 2003 (Act 56 of 2003).

IDP Framework (five-year)	IDP Process Plan (five-year)	Time Schedule (annually)
<p>The District IDP Framework, in accordance with Section 27 of the MSA, must be adopted by the District Municipality within a prescribed period after the start of its elected term. The Framework, amongst others, obligates both the District and the Local municipalities in its area on binding legislation, IDP matters which require alignment, and procedures for consultation during the process of drafting their respective IDPs.</p>	<p>The IDP Process Plan, in accordance with Section 28 of the MSA, is a process set out in writing to guide the planning, drafting, adoption and review of its initial 5-year IDP after the start of Council’s elected term. It contains events to be undertaken in the process of developing the actual IDP and supporting IDP processes of the Local municipalities to ensure alignment.</p>	<p>In accordance with Section 21 of the MFMA, the Council must adopt a Time Schedule outlining key deadliness for the tabling and adoption of the annual review/ amendment of the IDP, any amendments to the IDP and consultative processes which form part of the annual IDP and Budget review.</p>

5. POLICY PRINCIPLES FOR INTEGRATED DEVELOPMENT PLANNING

The policy principles reflected below is incumbent upon the District and Local municipalities of the Overberg with a view to fostering a consultative and participatory approach to the planning, drafting, adoption and implementation involved in the development of IDPs.

The District IDP Framework accepts that existing, approved policy and strategies will be taken into consideration in future development planning within the Overberg region.

The following policy principles will apply to ensure the above:

- Strategies arising from existing, approved development plans and policies both at district and local level that have been implemented in part and as a whole will be continued;
- The IDP process both at district and local levels will be informed by the agreed policy and principles of integrated development in the Overberg region and these will be taken into consideration when IDPs have been approved and implemented at all levels;
- The District IDP Framework will serve as a tool to inform the Process Plans of both the District and Local municipalities within the region;
- Community and stakeholder involvement should be entrenched in the preparatory phase to approval and implementation of the IDPs within the region;
- All Local municipalities within the Overberg region shall inform the District Municipality on the phases undertaken throughout the drafting, review and/or amendment processes of the IDPs;
- Local municipalities shall submit the draft and approved IDPs to the District Municipality, the District shall similarly submit their tabled and adopted IDP to all the Local municipalities within the region;
- The District Municipality to facilitate community needs and priorities applicable to the district functions and provide regular feedback to Local municipalities;
- District Municipality to attend IDP engagements of Local municipalities, if and when required;
- Furthermore, it is a requirement that future budgets of both the District and the Local municipalities will be guided by the IDPs in order to effectively support the integrated development process financially. It is, however, accepted that unfunded mandates and disasters may have an effect on the allocation of funds in the budget.

6. ROLES AND RESPONSIBILITIES

6.1 District Municipality

The functions and powers of municipalities are clearly prescribed in Chapter 5 of the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998). Section 84(1)(a) of the Act states that:

"A district municipality has the following functions and powers: integrated development planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality, taking into account the integrated development plans of those local municipalities."

The role-player tasked with executing the function of creating the District IDP Framework rests with the IDP and Communications Manager of the Overberg District Municipality.

Further to the above, Section 27(1) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), states that:

“Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.”

The Overberg District Municipality is responsible for drafting the Framework, as a mechanism to ensure alignment and integration between the IDP’s of the District Municipality and Local municipalities of:

- Cape Agulhas Municipality;
- Overstrand Municipality;
- Theewaterskloof Municipality; and
- Swellendam Municipality

The District Municipality is further entrusted with fulfilling a co-ordination and facilitation role in respect of ensuring alignment between District and Local planning within the region.

6.2 Local Municipalities

In respect of the legislative prescripts emanating from Section 81(1) of Chapter 5 of the Municipal Structures Act, by implication involves the participation of all of the Local municipalities within the Overberg region in the planning, development and adoption of the District IDP Framework Plan for the area as a whole. The role-players therefore include the IDP Managers of all Local municipalities within the Overberg District.

6.3 Provincial Government

The role of the Western Cape Department of Local Government is derived from Section 31 of the Municipal Systems Act, which in addition to monitoring and support, imply that the department may assist municipalities with facilitation, coordination and alignment during the planning, drafting, adoption and review of its integrated development plans. This particular function includes, but is however not limited to ensuring:

- Horizontal alignment between the Metropolitan and the District Municipality;
- Vertical/sectoral alignment between Provincial departmental strategic and sector plans with the IDPs of the municipalities within the Overberg District; and
- Facilitating dispute resolutions related to the IDP process, as and when circumstances so demand.

The role-players responsible for managing this particular process includes the Provincial IDP Coordinator deployed to the Overberg region from the IDP Directorate of the Western Cape Department of Local Government, as well as Sector departments tasked with planning alignment and integration of sector plans into the IDPs.

7. INSTITUTIONAL ARRANGEMENTS, FRAMEWORK PROGRAMME AND TIMEFRAMES

The following structures will be utilized to drive the IDP processes within the Overberg District to ensure continued liaison and coordination throughout the IDP process:

- District IDP Steering Committee
- District IDP Managers Forum
- District IDP Representative Forum / District & Provincial Sector Engagements
- District Public Participation & Communications Forum
- Provincial IDP Managers Forum
- Provincial Public Participation Forum
- Provincial CommTech Forum
- Provincial IDP Indaba's, MGRO, LGMTEC and IDP Indaba Working Group
- Joint District and Metro Approach (JDMA) Task Team
- Technical Integrated Municipal Engagements (TIME)
- Strategic Integrated Municipal Engagements (SIME)
- Municipal Managers' Forum

Key activities and responsibilities to be undertaken throughout the 5-year Cycle of the IDP, Budget and Performance Management is to be summarised in the Process Plans of the municipalities within the district.

To effect continued liaison and coordination the following *modus operandi* will apply:–

- Meetings of the IDP Managers of the District and Local municipalities to discuss and coordinate IDP-related issues as these occur. These meetings will also give the IDP Manager of the District Municipality the opportunity to monitor progress and/or problems at local level and to make timeous provision for assistance/support. Meetings will take place at quarterly as per the Terms of Reference, and/or as circumstances so demand.
- Engagements under the auspices of the Overberg District Municipality to discuss problems/issues of regional interest with all interested parties and to determine IDP strategies in this regard, will only be arranged when a specific matter requiring consultation has been identified.
- Delegated Councillors of Local municipalities serving in the Overberg District Municipal Council must also regularly report to their Councils on matters of local interest.

Information obtained through any public participation process which may impact on the IDP of another Municipality (Local or District), or which have to be included in the relevant Municipality's IDP, must be relayed to the designated official responsible for IDP of the relevant Municipality, as soon as possible.

Feedback to the public must be regarded equally important and must be undertaken in a structured way both at District and Local level, as determined in each Municipality's Process Plan, but with a minimum requirement of feedback twice a year.

Mechanisms for participation

The following mechanisms for participation will be utilized:

District IDP Managers Forum, District Public Participation and Communications Forum, and District IDP Representative Forum / District & Provincial Sector Engagements: These Fora will represent all stakeholders and will be as inclusive as possible. Efforts will be made to bring additional organisations into above mentioned fora and ensure their continued participation throughout the process.

Media: Local newspapers and the Overberg District Municipality's internal and external newsletters will be used to inform the community of the progress of the IDP.

Social Media: The District's website and facebook will also be utilised to communicate and inform the community. All relevant documents will be placed on the website, and hard copies made available at strategic community access points across the region, i.e. Libraries, Thusong Centres, Local municipalities in the Overberg, and Overberg District Municipality Head Office and District Offices.

Radio Slots: The community radio stations will be utilised to make public announcements, where necessary. Radio slots will also be used for public participation sessions when we need to adhere to disaster regulations.

Assistance by the Overberg District Municipality

In the event that Local municipalities do not have sufficient capacity and expertise to undertake the IDP process, including the co-planning, co-budgeting and co-implementation processes on their own, the District Municipality will assist Local municipalities as follows:

- Assistance to build capacity locally, on request, for example by means of training.
- Assistance with facilitation of sector group engagements.
- Providing information/data gathered at District level that is relevant to Local IDP processes, in particular with regard to binding legislation.

8. MATTERS, MECHANISMS AND PROCEDURES FOR ALIGNMENT AND CONSULTATION

Horizontal and Vertical Alignment within an IDP must be achieved by way of:

- Framework/Process Plan: The main responsibility of horizontal alignment lies with the Overberg District Municipality. Legislation requires of District municipalities to prepare and adopt a District IDP Framework Plan which indicates how the District and Local municipalities will align their IDPs. The Framework Plan provides the linkages and binding relationships to be established between the District and Local municipalities in the region and, in doing so, proper consultation, coordination and alignment of the IDP process within the District and the various Local municipalities, can be maintained.
- Sector Department alignment: This is essential to ensure that the District and Local municipalities' priorities are reflected in the different departments' project prioritisation process and in turn, that the department's projects are reflected in the IDP. Regular and strategic meetings with the Sector Departments would be required during the course of the IDP Review.
- Horizontal alignment will focus on addressing issues at both District and Local municipal level, while vertical alignment will focus on issues from National and Provincial departments, and other organisations. that affect the municipalities. Planning therefore needs to be informed by all stakeholders in order to effectively and efficiently allocate resources.
- Mechanisms have been put in place to assist in ensuring alignment of matters between the District and Local municipalities in Overberg. This will be done by way of scheduled District IDP Managers Fora, and the District Public Participation and Communications Fora. Proper and effective communication between the different spheres of government is therefore crucial in order to achieve successful alignment of matters.

Alignment with Sector Departments will take place through:

- The existing National, Provincial and municipal transversal planning interface structures or as initiated by Provincial and National Government in consultation with Local Government.
- Provincial IDP engagements
- District and Local based IGR Fora
- Western Cape District Integrated Forum

The following alignment activities are envisaged between the Overberg District Municipality and the four Local municipalities on the one hand, and between Local Government levels and role-players at National, Provincial and corporate service-delivery levels on the other hand:-

PHASE	TIME	ALIGNMENT ACTIVITY	SPHERE	RESPONSIBILITY	STRUCTURES
Analysis	Sep - Oct	Information on new priorities to ODM	Local	Local IDP Coordinators / Managers	Community issues brought to municipality's attention through ward committee / public meetings / stakeholder meetings.
Strategic	Oct - Nov	Joint decision-making on localised guidelines District-level strategic engagements	Local, ODM and other spheres	ODM IDP Manager	Issues are being discussed. Find possible solutions through internal IDP and Budget meetings.
Project Plan	Nov - Dec	Technical planning input	Local, ODM and other spheres	Technical functionaries	Details of the possible solutions are discussed to determine what is needed (budget, timing, how long, when, by whom).
Integration	Dec - Feb	Facilitation of non-line function programmes	ODM and other spheres	ODM and functionaries from other spheres	Identified projects are integrated and budgeted for through internal meetings.
Approval	Mar - May	Submission of Draft IDP	Local, ODM and other spheres	IDP Coordinators / Managers	Draft IDP is tabled at Council and discussed at ward committee / public meetings / stakeholder meetings.
	Mar - May	Comment on Draft IDP	Local, ODM and other spheres	IDP Fora and other role-players	Public comment before final approval by Council in May.

In each of the above-mentioned spheres it is important that the District and Local municipalities together find clarity on the way in which they will address the challenges of development at regional level, and which strategies or development approach they will follow. Each individual municipality must also be sure about its own resources and capacity to deliver within the developmental approach. These aspects will be addressed at the joint strategic workshops.

Facilitation Process in Regional Context:

These refer to aspects which are not necessarily municipal line functions. They should nevertheless be included in IDPs with the express understanding that the relevant Local Municipality or District Municipality, as overall representative, will relay such matters to the various sector role-players at Provincial and National levels, and will act as facilitator(s) in the promotion processes.

The following steps will be used to encourage the facilitation process (with continued emphasis on the importance of feedback):-

- Overberg District Municipality acts as facilitator/convenor to promote matters that may represent a district-wide problem or have a district-wide impact, while each Local Municipality is individually responsible for matters that are relevant locally.
- Representatives/specialists of each issue that come to the fore are identified in the various towns (each town need not be represented). Advertisements inviting experts to participate can be published in the local papers and/or municipal website.

Binding Plans, Planning Requirements and Policy on National, Provincial and Local Levels

To ensure that both the District and Local municipalities are aware of all relevant binding National and Provincial legislation, policy, programmes, strategies and available funds and that these are considered in the various IDP processes, the Framework contains the following information:-

Policy Frameworks

The following policy frameworks must be taken into consideration throughout the planning, development, adoption, implementation and performance management processes of the municipal IDPs within the Overberg region. In addition, policy directives across the spheres of government also need to be taken into account, namely the State of the Nation Address, and the State of the Province Address.

- Sustainable Development Goals
- National Development Plan
- Medium-Term Strategic Framework
- Provincial Strategic Plan
- National Spatial Development Plan (NSDP)
- Provincial Spatial Development Framework
- One Plan outcomes

Sector Plans

- Water Services Development Plans
- Integrated Waste Management Plan
- Integrated Transport Plans
- Housing Strategy (Plan)
- Regional Economic Development Strategies and Recovery Plans
- Integrated Infrastructure Planning
- Integrated Energy Planning
- Spatial Development Framework
- Environmental Implementation Management Plans

Policy

- Land Reform Strategies
- Rural Development Framework
- Draft White Paper on Spatial Planning and Land Use Management, 2001
- Urbanisation Policy
- Bio-regional Planning Policy and Guide

Planning tools

- Key Performance Indicators and Targets
- District IDP Framework Plan
- Joint District and Metro Approach (JDMA) planning initiatives
- Public Participation programmes

All municipalities must locally consider:

- IDP: Overberg District Municipality
- IDPs of all four Local municipalities in the region
- Approved Spatial Development Frameworks (SDFs) and/or structure plans (linked to SPLUMA)
- Existing approved Water Services Plans
- Existing approved Disaster Management Plans
- HIV/AIDS Strategies
- One Plan outcomes

Components for Inclusion in Integrated Development Plans

Clear analysis of municipal reality & clear development strategy

- Socio-economic analysis of municipal area
- Clear development vision

Vision, objectives and strategies

- Clear economic development strategy (to broaden economic participation through skills development and higher investment rate)
- Clear strategy for people development (skills / health / education)
- Clear actions for development of natural resource base
- Action for integrated human settlement (spatial planning logic)
- Sectoral plans in support (water, transport, energy, land reform)

Targeted basic services and infrastructure investment

- Basic service provision that addresses national targets for basic service provision (water, sanitation, electricity, waste removal/sanitation)
- Clear medium- to long-term infrastructure provision strategy: targeting of services and infrastructure to specific areas
- Maintenance of infrastructure is addressed, MIG and other infrastructure grants are optimally utilized

Community involvement in planning and delivery

- Municipal-wide engagement on IDP and related task teams
- Communication on IDP through council and ward structures

Institutional delivery capacity within municipality

- Clear project and service delivery plans
- Budget linked to IDP priorities and projects
- Clear performance indicators for IDP implementation: services/projects
- Internal skills, systems and implementation responsibilities

Alignment with national/provincial programmes

- IDP addresses national & provincial strategies (economic, social and environmental)
- District and Local IDP have shared strategic priorities
- Sharing of resources between spheres of government in the IDP
- One Plan strategic framework outcomes

1. Strategic issues: Improve LED plans to enable critical trade-off decisions to be made and ensure implementation.	Analysis Strategy	Rigorous analysis of the economic reality of the municipality. Clear economic development strategy.
	Infrastructure Investment	Targeted economic infrastructure investment strategy or plans. ED responses linked to community priorities.
2. Implementation issues: Ensure local implementation capacity and identify actions to reach commitment between the national, provincial and local sphere on the priority actions.	Delivery Capacity	Institutional delivery capacity of municipality. Skilled human resources, implementation systems (i.e. project management, budget and performance management through clear key performance indicators) .
	Alignment	Intergovernmental commitment to delivery on IDP (between the three government spheres & between district and local municipalities).

9. PROCEDURES AND PRINCIPLES FOR MONITORING THE PLANNING PROCESS AND AMENDMENT OF THE FRAMEWORK

The following procedures and principles will apply to the monitoring of the planning process:

- Each municipality is responsible for monitoring its own process and for ensuring that the agreed principles and programmes for the Framework are adhered to.
- Each municipality will use its IDP Steering Committee or approximate structure together with the IDP Coordinator/Manager concerned as the responsible monitoring agent. The monitoring agent is responsible for reporting on progress/problems upward to the Council and Executive Committee concerned, and downward to departmental heads, officials and functionaries. The DCF must also monitor the process.
- Sections 83 and 84(1)(a) of the Municipal Structures Act empower the Overberg District Municipality to monitor the process at District and Local level. The IDP Manager of the Overberg District Municipality monitors the processes at Local municipalities by way of regular liaison and enquiries.

The following procedures and principles will apply to addressing any departure/amendment to the District IDP Framework and/or the planning process as such:-

- The District IDP Managers Forum meets quarterly, and on an *ad-hoc* basis as and when required, to evaluate progress and to identify where changes, amendments or departures to or from both the District IDP Framework and planning processes are required.
- Each municipality must notify the Overberg District Municipality within five (5) working days of any departure from its Action Plan that may have an impact on District-level activities and programmes.

Requests to amend the District IDP Framework Plan must include:-

- The wording of the proposed amendment;
- Motivation for the amendment;
- Expected implications of the amendment.

The IDP Manager of the Overberg District Municipality deals with the process and ensures that all proposals for departure/amendment are reported to role-players and that their comment is invited.

The role-players entrusted with the preparation of the District IDP Framework continues with the mandate to consider proposals for the amendment of the Framework, to define proposals for amendment and ensure approval by the municipal Council.

Any amendments to the District IDP Framework Plan must be considered by the DCF before approval.

10. CONCLUSION

In conclusion, the Overberg District Section 27 IDP Framework Plan must be used as the tool for the District to ensure that inter-related parallel planning processes within the District are used to obtain maximum advantage for the District as a whole, thus leading to credible and sustainable integrated development planning and development within the District and meeting the socio-economic challenges through risk mitigation, accurate and concise budgeting, and performance monitoring alignment towards a predetermined outcome which seeks to overcome the triple challenges of poverty, inequality and unemployment.

ANNEXURE A

FRAMEWORK FOR CONTEXTUALISING AND APPLYING THE NSDP AT DISTRICT LEVEL

a. Developing a shared analysis

The objective is for various state and non-state stakeholders to better understand an areas growth and development potential with the aim of fostering greater growth and development. Understanding and area implies more than gathering data is the case with most planning initiatives currently. Generating appropriate and relevant data is important, but of crucial importance is to develop, analyse and interpret socio economic data with the necessary rigour and insight. This entails a comprehensive and incisive analysis of current and future trends with respect to poverty, inequality, economic development and ecological sustainability in **spatial terms**, the forces and factors driving these trends and the strategic implications thereof. Failure to understand issues of development and inequality in spatial terms means that policy and planning decisions will be made in an empirical and analytical vacuum. The district has a pivotal role to play in getting various stakeholders to develop a shared understanding of the essential characteristics, trends and dynamics of the district space economy.

Insightful and rigorous analysis supports proper planning and effective decision making in number of ways. These include:

- Identifying the determinants of poverty and social exclusion and how poverty, inequality and exclusion are reproduced;
- Identifying the special and long-term, hard to replicate unique characteristics that comprise the area's competitive and comparative advantages.
- The presence of or potential for the emergence of distinct industrial districts or territorial complexes;
- The boarder set of social relations binding firms and workers to each other as well as the actor-rationalities which operate within the region's dominant institutions and their impact on the distribution of resources and opportunity and innovation.
- Use of renewable and non-renewable resources and the risks and opportunities this poses for the area's growth and development trajectory.

b. Shared socio-economic vision or development trajectory

The shared analysis above is likely to generate varying challenges and competing demands. It provides the basis of interpreting the strategic direction, promoting policy coordination and fitting government actions into a spatial terms of reference. The District will need to develop trajectory among various stakeholders. By a shared vision and development trajectory we don't mean arriving at a short, crisp and politically correct vision statement. What is implied here is a strategic dialogue with stakeholders within and outside of government which states that given our shared understanding of the features and characteristics of the district/metro space economy, what are the long-term social and economic outcomes we would strive to achieve and how should the NSDP principles be contextualised and applied to put the area on a firm development path?

It must be remembered that districts are not neutral arbiters merely mediating the varied interests in society. Instead, districts should consciously and actively seek to ensure that the development trajectory is underscored by the fundamental values of socio-material citizenship underpinning our constitution. Our government is committed to the objectives of social and economic justice and democratic nation building. Districts have to be vigilant in ensuring that the development trajectory reconciles and is underscored by our basic aspirations of accelerated and shared growth poverty reduction, sustainable resource use protection of biodiversity and social cohesion. In this regard the shared development trajectory or vision is more than a short and catchy statement, but a compelling story of the strategic outcomes to be achieved.

c. Priority interventions and Critical strategies

Translating the development trajectory into clear goals (long, medium and short-term), priority interventions for reaching the goals and backed by coherent objectives and strategies is an important part of good planning and strategy making. The shared analysis and development should inform the planning processes of spheres of government and all sectors in so far as these are in charge of implementing of financing projects at local levels.

These interventions, objectives and strategies should find concrete expression in the IDP's which should spell out the 5 -year plans for achieving the developmental goals and objectives of the area.

d. Building the institutional base for multi-stakeholder co-operation and action

A central theme running through this framework is that achieving the long-term development outcomes in a district or metro depends on the mobilisation of collective action by a range of role players both inside and outside of government. A governance framework that enables

the district to draw together government and extra-government institutions into a participatory and integrated decision-making process is therefore important.

Such a governance framework must accomplish at least the following minimum requirements:

- It must enable the district/metro to identify with various agencies and spheres of government the critical or priority intergovernmental actions to achieve the development goals and outcomes;
- These intergovernmental priority actions must be integrated into the IDP of the district so that the IDP becomes the local expression of the plans of all spheres of government;
- Drawing on the Intergovernmental Relations Framework Act as a facilitative piece of legislation, appropriate intergovernmental forums will have to be established and protocols and or service level agreements hammered out to tie commitments into firm agreements;
- Proper mechanisms for monitoring and promoting accountability need to be developed;
- The IDPs incorporating the 5-year development goals and objectives should be cascaded up within government and provide government with rigorous appreciation of the development potential of each district and metro which would feed into an iterative process of review, refinement and further elaboration of the NSDP.

Implementing the framework

As already stated, the framework for contextualising and applying the NSDP must be seen as an integral part of developing more credible IDPs. As such it is part of the IDP development process and not a new process or something extraneous to the IDP development process.

ANNEXURE B

PRINCIPLES OF THE NATIONAL ENVIRONMENTAL MANAGEMENT ACT 107 OF 1998

- (1) The principles set out in this section apply throughout the Republic to the actions of all organs of state that may significantly affect the environment and—
 - (a) shall apply alongside all other appropriate and relevant considerations, including the State's responsibility to respect, protect, promote and fulfil the social and economic rights in Chapter 2 of the Constitution and in particular the basic needs of categories of persons disadvantaged by unfair discrimination;
 - (b) serve as the general framework within which environmental management and implementation plans must be formulated;
 - (c) serve as guidelines by reference to which any organ of state must exercise any function when taking any decision in terms of this Act or any statutory provision concerning the protection of the environment;
 - (d) serve as principles by reference to which a conciliator appointed under this Act must make recommendations; and
 - (e) guide the interpretation, administration and implementation of this Act, and any other law concerned with the protection or management of the environment.
- (2) Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.
- (3) Development must be socially, environmentally and economically sustainable.
- (4) (a) Sustainable development requires the consideration of all relevant factors including:
 - (i) That the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
 - (ii) that pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
 - (iii) that the disturbance of landscapes and sites that constitute the nation's cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied;
 - (iv) that waste is avoided, or where it cannot be altogether avoided, minimised and re-used or recycled where possible and otherwise disposed of in a responsible manner;

- (v) that the use and exploitation of non-renewable natural resources is responsible and equitable, and takes into account the consequences of the depletion of the resource;
 - (vi) that the development, use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardised;
 - (vii) that a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actions; and
 - (viii) that negative impacts on the environment and on people's environmental rights be anticipated and prevented, and where they cannot be altogether prevented, are minimised and remedied.
- (b) Environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option.
 - (c) Environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.
 - (d) Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.
 - (e) Responsibility for the environmental health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle.
 - (f) The participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured.
 - (g) Decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognising all forms of knowledge, including traditional and ordinary knowledge.
 - (h) Community well-being and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means
 - (i) The social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment
 - (j) The right of workers to refuse work that is harmful to human health or the environment and to be informed of dangers must be respected and protected.
 - (k) Decisions must be taken in an open and transparent manner, and access to information must be provided in accordance with the law.

- (l) There must be inter-governmental co-ordination and harmonisation of policies, legislation and actions relating to the environment.
- (m) Actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures.
- (n) Global and international responsibilities relating to the environment must be discharged in the national interest.
- (o) The environment is held in public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage
- (p) The costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects must be paid for by those responsible for harming the environment.
- (q) The vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.
- (r) Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.