



Chapter 1

CHAPTER 1: INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

Since the first democratic elections in South Africa in 1994, the nature and functions of municipalities changed drastically. Emphasis is placed on the developmental role of local authorities. Developmental local government means a commitment to working with citizens to find sustainable ways to meet their social, economic and material needs to improve the quality of their lives. A duty is also placed on local authorities to ensure that development policies and legislation are implemented. Preference must therefore be given to this duty when managing the administrative and budgetary processes of the municipality.

The Constitution of the Republic of South Africa (1996) commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. The current goal of municipalities is to establish a planning process which is aimed at the disposal of the imbalances created by the apartheid era. Developmental local government can only be realised through integrated development planning and the compilation of an Integrated Development Plan (IDP).

The **Tshwane IDP (TIDP)**, amongst other, incorporates the **City Development Strategy (CDS)** which is the city's long term (20 year) development initiative, and the recently developed **Five Year Strategic and Business Plan (5SBP)** of the newly elected Council (2006 – 2011).

Chapter 1 of the TIDP provides some background information pertaining to the concept of Integrated Development Planning, the TIDP structures and mechanisms used in the City of Tshwane, and the Tshwane Development Management Cycle (DMC).

Chapter 2 represents a multi-sectoral situational analysis highlighting some of the most salient features and key challenges of the City of Tshwane, progress made in addressing the key challenges during the past few years, and a summary of current policies and strategies.



Chapter 3 reflects on the Strategic Agenda of the City of Tshwane. It comprises a brief summary of national and provincial development policy guidelines which direct the City Strategic Agenda, followed by the Tshwane Vision and City Development Strategy, and then the Five Year Strategic and Business Plan, of which the first draft version was adopted by the newly elected Council on 21 April 2006.

Importantly, this chapter also partially reflects existing sectoral plans, policies and implementation programmes of the City of Tshwane of the past five year term, that now need to be reviewed during the next few months in order to ensure alignment and consistency with the newly adopted Five Year Strategic and Business Plan. The reviewed sectoral plans, strategies, policies and implementation programmes will then be included in the first reviewed TIDP which is scheduled to be completed by March 2007.

Chapter 4 of the document summarises the Financial Plan and Chapter 5 contains an executive summary of the Performance Management System (PMS) of Council.

The TIDP document concludes with a brief summary on the Way Forward for Tshwane in Chapter 6 and followed by the 5SBP under Annexure A.

1.2 TIDP AND FIVE YEAR STRATEGIC AND BUSINESS PLAN (5SBP) RELATION

The TIDP comprises of a broad summary of achievements of the City of Tshwane for the past few years and it gives an indication of the major challenges lying ahead. In essence it thus reflects the work conducted under the jurisdiction of the previous Council (2000-2005), and it highlights the Key City Objectives to be achieved as part of the 5SBP, as compiled by the newly elected Council for the period 2006-2011.

The contents of the Draft TIDP and the 5SBP served as input to the Tshwane 2006/07 budgeting process. The Municipal Finance Management Act (MFMA) requires the municipal IDPs and Budgets to be approved by Council at least one month prior to the commencement of the new financial year. Also, it was compulsory for the Draft TIDP to be submitted to the Gauteng Department of Local Government (GDLG) before 31 March 2006, and to which the CTMM complied. It therefore stands

to reason that some of the contents related to the development and budget priorities of the previous political term (2000 – 2005) were reflected in the Draft TIDP finalized for the end of March 2006 deadline as set by GDLG. However, through the incorporation of the 5SBP, the TIDP will ensure that all planning and budgeting of the CTMM are aligned to the new political directives.

1.3 WHAT IS INTEGRATED DEVELOPMENT PLANNING?

Integrated development planning is an approach to planning which is aimed at involving the municipality and the community to find the best solutions towards sustainable development. Integrated development planning provides a strategic planning instrument which manages and guides all planning, development and decision making in the municipality. "Integration" means to consolidate all the various plans and actions of the municipality in order to achieve the vision and mission of the community.

It is used by municipalities as a tool to plan short and long term future development in its area of jurisdiction.

Integrated development planning involves a process through which the municipality compiles a five-year strategic plan, known as the Integrated Development Plan. This plan is an overarching plan, that provides the framework for development and planning in the area of the municipality. It is an operational and strategic planning guideline which enables a municipality to fulfill its development mandate.

After approval of this plan by the municipal council, all development and projects must comply with the stipulations of the IDP. All other plans and strategies compiled by a Municipality are secondary to the IDP. The IDP is the only overarching strategic plan guiding development of the city. Even the budget of the municipality must comply with the contents of the IDP.

The purpose of integrated development planning is to better the quality of life of the people living within the area of the municipality. It provides the guideline as to how to use land within the municipality, which resources to use, and how to protect the environment. All strategic planning within the municipality must take place within the



framework of the IDP. Through integrated development planning different plans are integrated, coordinated and linked to the use of natural, financial, human and physical resources.

LEGAL FRAMEWORK FOR INTEGRATED DEVELOPMENT PLANNING

According to the Constitution the local sphere of government is charged with the responsibility to implement developmental local government as well as co-operative governance. The constitutional mandate to relate its management, budgeting and planning functions to its objectives gives a clear indication of the intended purposes of municipal integrated development planning, namely to;

- Ensure sustainable provision of services;
- Promote social and economic development;
- Promote a safe and healthy environment;
- Give priority to the basic needs of communities; and
- Encourage involvement of communities.

The first piece of legislation drafted to reflect the responsibility of the local sphere of government to implement integrated development planning by means of the compilation of an IDP document, was the Local Government Transition Act (1993) as amended by the Local Government Transition Second Amendment Act (1996). In this legislation the IDP was presented as the main planning instrument that guides all planning and decision making processes of the municipality.

In lieu of the fact that the Local Government Transition Act was only an interim piece of legislation applicable to the local sphere of government until the demarcation of municipalities was finalized, the need arose to enact legislation regulating integrated development planning on a more permanent basis.

In 2000 the Municipal Systems Act 32 of 2000 (MSA) came into operation. According to Section 25(1) of the Act each municipal council must, after the start of its elected term, adopt a single, inclusive, and strategic plan for the development of the municipality which:

- Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
- Aligns the resources and capacity of the municipality with the implementation of the plan;
- Forms the policy framework and general basis on which annual budgets must be based; and
- Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

The MSA is therefore the principle piece of legislation governing integrated development planning at municipal level. Municipalities are bound by, and must ensure its implementation.

Other legislation and policy documentation which contain reference to integrated development planning are:

- Reconstruction and Development Programme (RDP);
- Growth, Employment and Redistribution Strategy (GEAR);
- Tourism Act 72 of 1993;
- The Constitution of the Republic of South Africa 200 of 1993;
- Development Facilitation Act 67 of 1995;
- The Constitution of the Republic of South Africa 108 of 1996;
- National Water Act 36 of 1997;
- Housing Act 107 of 1997;
- White Paper on Local Government of 1998;
- Local Government: Municipal Structures Act 117 of 1998;
- National Environmental Management Act 107 of 1998;
- National Land Transportation Transition Act 22 of 2000;
- Disaster Management Act 52 of 2002;
- White Paper on National Civil Aviation Policy (2005); and
- The Municipal Finance Management Act 56 of 2003.

The latest legislation applicable to IDP is the Gauteng Development and Planning Act, 3 of 2003. The Gauteng Development and Planning Act makes provision for the formulation and implementation of a provincial IDP. An IDP for Gauteng (hereinafter



referred to as the GIDP) was compiled during 2003 but by the end of 2004 a decision was taken by Gauteng Provincial Government (GPG) rather to focus on the Gauteng Provincial Government Five Year Strategic Priorities and GPG Growth and Development Strategy.

A further piece of legislation which has a tremendous impact on the IDP is the Municipal Finance Management Act 56 of 2003 (MFMA). Due to the coming into effect of this Act, the revision of IDPs must be aligned with the stipulations and timeframes as set out in the said Act.

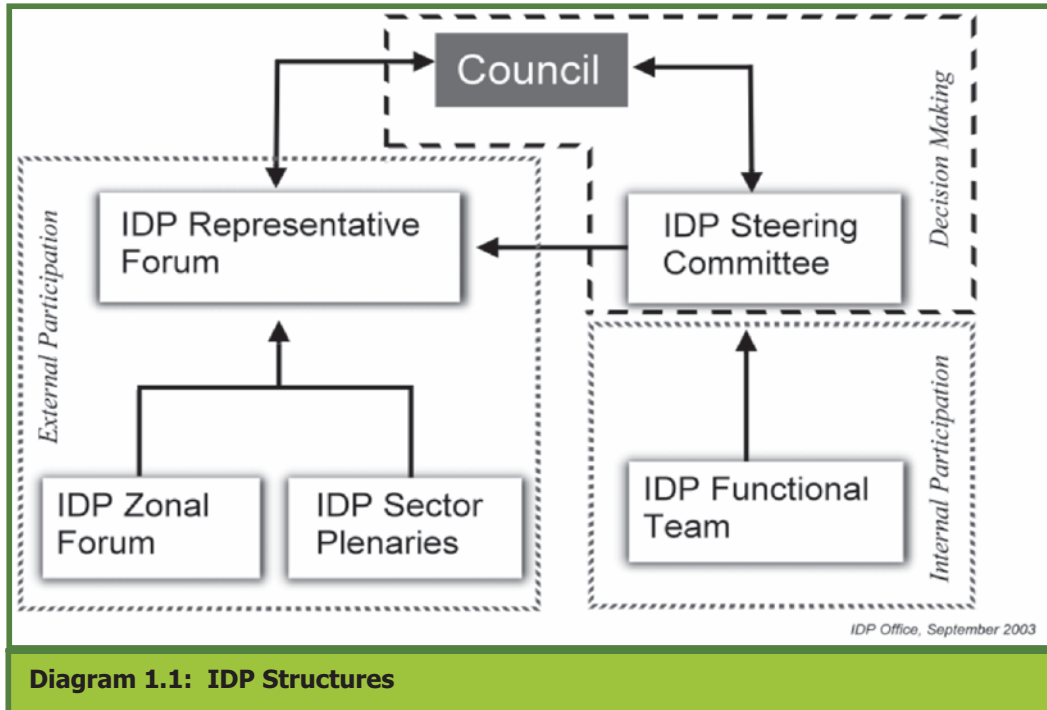
According to Section 35 of the MSA an integrated development plan adopted by the council of a municipality is the principal strategic planning instrument which:

- Guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;
- Binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's IDP and national or provincial legislation, in which case such legislation prevails; and
- Binds all other persons to the extent that those parts of the IDP that impose duties or affect the rights of those persons have been passed as a by-law.

Legislation stipulates clearly that a municipality must not only give effect to its IDP, but must also conduct its affairs in a manner which is consistent with its IDP.

1.5 THE TSHWANE INTEGRATED DEVELOPMENT PLANNING STRUCTURES

Diagram 1.1 illustrates the IDP structures of the City of Tshwane.



The IDP Structures include the following:

- IDP Steering Committee;
- IDP Representative Forum;
- IDP Functional Team;
- IDP Zonal Forums; and
- IDP Sector Plenaries.

The IDP Zonal Forums and IDP Sector Plenaries were established to enhance participation in the IDP process.

The Zonal Forums consist of clusters of wards in a particular geographical area, and comprise of all ward councillors, members of each ward committee and other interested ward based stakeholders. As per the demarcation by the Ward Committee Section (in the Office of the Speaker) the following nine Zones are being utilised:

- Zone A: Wards: 8; 13; 14; 73; 74; 75; 76 and 24 (8 wards);
- Zone B: Wards: 9; 12; 19; 20; 21; 22; 30; 31; and 32 (9 wards);
- Zone C: Wards: 11; 25; 26; 27; 29; 33; 34; 35; and 36 (9 wards);
- Zone D: Wards: 2; 4; 5; 37; 39; 49; and 50 (7 wards);
- Zone E: Wards: 1; 40; 41; 43; 52; 53; 54; and 55 (8 wards);
- Zone F: Wards : 6; 10; 15; 16; 17; 18; 23; 28; 38; and 67 (10 wards);
- Zone G: Wards: 3; 7; 51; 61; 62; 63; 68; 71; and 72 (9 wards);
- Zone H: Wards: 47; 48; 57; 64; 65; 66; 69; and 70 (8 wards); and
- Zone I: Wards: 42; 44; 45; 46; 56; 58; 59; and 60 (8 wards).

The following is a brief summary of the roles and functions of Zonal Forums:

- Coordination of planning activities around a particular geographical area;
- Facilitate community integration and development activities;
- Represent issues of a zone at the IDP Representative Forum;
- Meet regularly, timeously to provide inputs to the IDP Representative Forum;
- Ensure that the zonal development issues guide the agenda of the Zonal Forums; and
- The Zonal Forum will act as a liaison structure.

Apart from the IDP Structures listed above, the City of Tshwane also has the following three IDP Core Functions to deal with Integrated Development Planning within the municipality:

- IDP Manager;
- IDP Coordinator; and
- IDP Process Manager.

1.6 THE TSHWANE DEVELOPMENT MANAGEMENT CYCLE (DMC)

Diagram 1.2 schematically illustrates the DMC of the City of Tshwane and how these various processes are interrelated.

Within the context of National and Provincial Directives and the Development Needs and Priorities of Communities, the City formulates its City Vision and Strategic Agenda. This flows into a process of Corporate Strategic Planning which results in the Five Year Strategic Plan. Within the parameters, guidelines and targets set in the Five Year Strategic Plan, Departmental and Divisional Business Plan formulation and subsequent Business Plan appraisal take place.

The next step in the process is then to prioritise Municipal Programmes and Projects following from which draft Implementation Programmes and Programme Budgets are compiled and approved.

This leads to a Draft Service Delivery Implementation Plan (SDBIP) based on which the final TIDP and Budget are compiled and approved by Council.

Once the TIDP and Budget are approved the Delivery Programmes (SDBIPs) are confirmed and Implementation commences. The cycle is concluded by way of Performance Monitoring and commencement of the annual Review process.

As per legislation, the review of Municipal performance is done both internally and externally and in consultation with communities, stakeholders and other spheres of government. The outcome of this review process becomes the foundation for the following planning cycle.



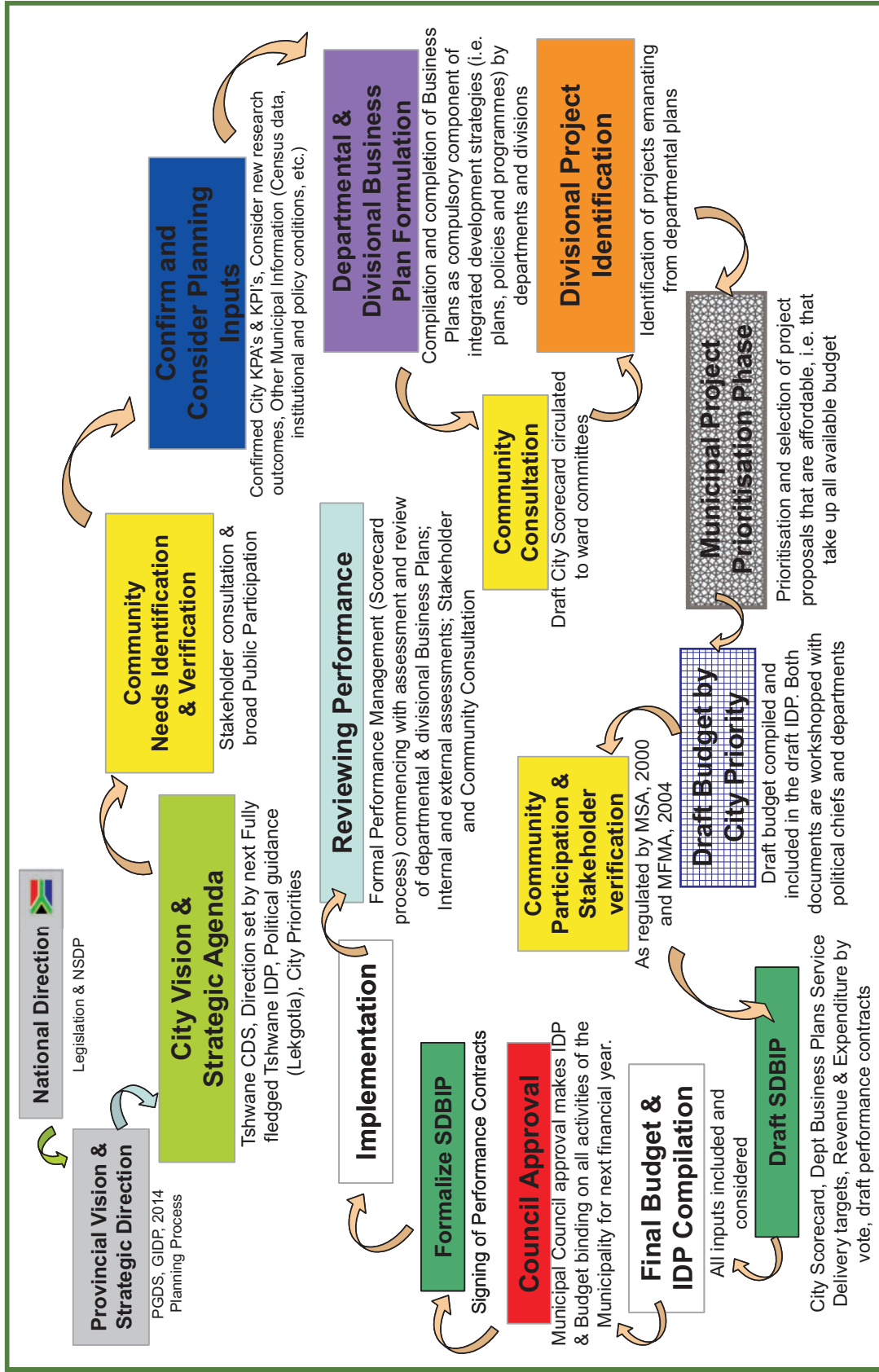


Diagram 1.2: Tshwane Development Management Cycle

1.7 CONTENTS OF THIS DOCUMENT

The MSA places a legal duty on municipalities to adopt a single, inclusive and strategic plan (Integrated Development) for the development of the municipality which links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality, aligns the resources and capacity of the municipality with the implementation of the plan, and forms the policy framework and general basis on which annual budgets must be based.

According to Section 26 of the MSA, an IDP must reflect:

- The municipal council's vision for the long term development of the municipality. (Refer to Chapter 3 of this document);
- An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services (Refer to Chapter 2 of this document);
- The council's development priorities and objectives for its elected term, (Refer to Chapter 3 of this document);
- The council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation, (Developmental Objectives, Strategies and Priority Initiatives), (Refer to Chapter 3);
- The council's operational strategies (Refer to Chapter 5 of this document), and
- A financial plan, which must include a budget projection for at least the next three years (Chapter 4 of this document).

