



EDEN

DISTRICT MUNICIPALITY
UMASIPALA WESITHILI
DISTRKSMUNISIPALITEIT

SECTION 27 FRAMEWORK PLAN

August 2015 - July 2016

Approved in Council 31 Augustus 2015

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1. INTRODUCTION

Section 27 (1) of the Municipal Systems Act 2000 (Act 32 of 2000), “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”.

Eden District Municipality is in the process of reviewing it's 2015/2016 Section 27 Framework Plan in accordance with the Municipal Systems Act 2000 (Act 32 of 2000) and intends effecting essential amendments to the existing framework in accordance with Section 12 described hereunder.

The reviewed Eden District Section 27 Framework is the result of the District IDP Managers Forum which was held on Monday 22 June 2015 and the Provincial IDP Managers Forum held on 4 and 5 June 2015 in Knysna.

The purpose for the review emanates from various engagements conducted in consultation with the District and counterpart B - Local municipalities, incorporating the Joint Planning Initiative conducted on 6 and 7 October 2014; outcomes flowing from the IDP Indaba 2 Feedback sessions conducted on 23 and 24 February 2014; the LGMTEC 3 Assessment recommendations and engagement session conducted on 04 May 2015 and finally culminating into the robust and strategic Provincial IDP Managers Forum held in Knysna, Premier Hotel during 5 and 6 June 2014.

The objective of this revised Framework Plan is to ensure that the Eden District and B – Municipalities as well as the National and Provincial planning processes are mutually linked and, secondly, to guarantee that these processes and strategies 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 prevalent socio- economic realities through accurate, credible and sustainable resource allocation.

The Section 27 Framework shall incorporate a review of the District time schedule, illustrated hereunder as well as providing guidance pertaining to IDP content, plans and planning requirements as specified in the relevant section through the adoption of mutually agreed upon working principles.

This 2015/2016 IDP Review Process will be conducted as outlined in each individual municipal (B and C Municipalities) IDP time schedule which, by law, must be prepared and adopted by each municipal council on an annual basis. Copies of the individual B-Municipal time schedules will be provided to the Eden District Municipality immediately after adoption by their respective B- Municipal Councils.

2. LEGAL CONTEXT OF THE FRAMEWORK

Section 27 of the Municipal Systems Act, 2000 (Act 32 of 2000) states that the Framework Plan must at least cover the following issues:

- 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 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.

According to section 35 of Municipal Systems Act, 2000 (Act 32 of 2000) the following milestones with regards to alignment must be attained:

1. Budgeting process of the municipality should align with IDP process in the way that allocations would be informed by the priorities and objectives emanating from the IDP. It is imperative to note and ensure that all projects in the IDP should be linked with the budget
2. National and Provincial Departments' programmes/projects at municipal levels should align with the municipal development priorities and objectives
3. Local government programmes at the District level should align with programmes at the local municipalities
4. All development initiatives by anyone (government, private sector international agencies) should only be approved on the basis that they have expression in the priorities and objectives of Eden District Municipal IDP
5. Local municipalities IDPs should inform the District IDP within the District Framework¹

¹ Refer to Table 1 which indicates the IDP Content prescribed.

3. CRITICAL ISSUES RELATED TO THE 2015/2016 REVIEW PROCESS

The following issues remain critical throughout the 2015/2016 IDP Review process:

1. The District IDP framework shall inform the time schedule of both the District and those of the B-Local municipalities
2. The IDP process should align with the prescribed legislative timeframes
3. Community involvement should be enshrined in the process from preparatory phase to approval and implementation phases of municipal IDPs
4. The region's B – municipalities IDP process should be informed by the Ward level development concerns and needs
5. In all phases of the IDP Review process, the region's B – municipalities will inform the Eden District Municipal IDP
6. B – Municipalities shall submit their considered and final approved IDP documents to the Eden District Municipality.
7. Capital projects of a regional significance or depending on the magnitude of projects shall have expression in the Eden District Municipality's 2015/2016 Reviewed IDP.

4. PRINCIPLES

Eden District Municipality proposes that the principles as encapsulated in the National Environmental Management Act 107 of 1998 form the basis for planning:

1. 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.
2. Development must be socially, environmentally and economically sustainable.
3. Sustainable development requires the consideration of all relevant factors including the following:
 - (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 reused 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.
4. 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.
 5. Environmental justice must be pursued.
 6. Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human wellbeing must be pursued.
 7. 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.
 8. 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.
 9. Community wellbeing and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means.
 10. 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.
 11. Decisions must be taken in an open and transparent manner.
 12. There must be intergovernmental coordination and harmonisation of policies, legislation and actions relating to the environment.
 13. Actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures.
 14. Global and international responsibilities and deliberations relating to the environment must be discharged in the national interest.
 15. 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.
 16. The vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.
 17. 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

5. THE IDP CYCLE

| Phase | Activities | Timeframe |
|-----------------------|---|-------------------------------|
| Initiation | Adoption of District Framework Adoption of Time Schedules | Completed by 31 August 2015 |
| Analysis | Community and Ward Committee meetings Stakeholder meetings | Completed by 31 October 2015 |
| Strategies | Strategic workshops | Completed by 30 November 2015 |
| Project | Municipality-wide Projects/Programmes Community Level Projects/Programmes | Completed by 31 January 2016 |
| Integration | District and B – municipalities to integrate all municipal sector plans integration | Completed by 28 February 2016 |
| Council consideration | District and B – Municipal Councils to consider Draft | Completed by 31 March 2016 |
| Public Participation | Communities to comment on IDPs | Completed by 30 April 2016 |
| Council adoption | Final approval by District and B – Municipal Councils | Completed by 31 May 2016 |

5. Horizontal and Vertical Alignment

The main responsibility of horizontal alignment lies with the Eden District Municipality. The Eden District IDP Managers Forum will be utilized as the platform to ensure alignment between the B – municipalities residing within the district, the Eden District municipality, as well as Provincial and National Departments.

The core component of vertical alignment will be through the district's established Technical IGR engagements coordinated by the Eden District Municipality. Alignment with Provincial Sector Departments may also be achieved. **For this purpose, the Provincial IDP Managers Forum meetings; Provincial IDP Indaba 1 (Joint Planning Initiative); Provincial IDP Indaba 2 and LGMTEC 3 Assessment will deliberate.**

Matters that require alignment between the district and local municipalities and to be included in the IDPs are:

- Integrated Development Planning – The Eden District Municipality proposes that this be achieved through constant communication, dialogue, interaction, deliberations and engagements between the District and B-Municipalities. In

addition to the strengthened District IDP Managers Forum, the alignment will be further augmented through the adoption of **mutually agreed upon IDP content design**. That the principles identified in 4 above be adhered to and assist towards the achievement of credible and sustainable IDP's. **That IDP Management tools be shared and that best practices be exchanged**. That a strong commitment towards the implementation of **a support register** guide future discussions.

- Fostering a Green Economy – Eden District Municipality seeks to promote the enforcement of environmental laws, coastal development and the identification of environmental projects and programmes which support local economic development initiatives such as the proposed Agriparks Initiative.
- Bulk infrastructure development - To be achieved through the strengthening of the District Infrastructure planning Forum.
- Bulk water supply systems – Through the identification of development transitions and through the platform of the Infrastructural Planning Forums.
- Bulk supply of electricity
- Regional waste water
- Sewerage disposal
- Waste management
- Municipal roads
- Integrated Transport Planning
- Information and Communication Technologies
- Geographical Information Systems
- Performance Management – Through the identification of assessment criteria
- Regulation of passenger transport services
- Municipal airports
- Municipal health
- Skills development
- Funding mobilisation
- Extended Public Works Programme
- **Social Development (including the Youth Development, HIV/Aids, ECD, etc.) - delete**
- **Disaster Management and fire fighting services**
- Establishment, control and conduct of fresh produce markets, abattoirs, cemeteries and crematoria
- Local Economic Development
- Tourism Development – Through the extensive marketing of the entire District and the promotion of new products and experiences.
- Disbursement of grants and allocations to the district municipality

6. EDEN ORGANISATIONAL ARRANGEMENTS (STRUCTURES THAT DRIVE THE IDP PROCESS)

The Eden District Municipality will employ the following structures and platforms to ensure continued liaison and coordination throughout the IDP process:

- Council meetings and strategic workshops
- Mayco meetings

- Mancom
- Provincial Minmay Tech
- Eden District Coordinating Forum (DCF)
- District Municipal Managers Forum (MMF)
- The Eden District Municipality’s IDP Task team
- District IDP Managers Forum
- District sectoral engagements (Via Intergovernmental Relations (IGR) Technical Forums)
- Provincial IDP Managers Forum
- Provincial IDP Indaba 1 (JPI) and 2

7. B – MUNICIPAL PUBLIC PARTICIPATION

The Municipal Systems Act, 2000 (32 of 2000) mandates all municipalities to adopt a democratic approach to promote developmental local governance. Accordingly the Eden District Municipality and its local municipalities will employ various means to ensure that the communities get involved in the municipal integrated development planning processes.

Apart from their individual IGR structures, the following platforms and mechanisms will be employed by B – municipalities as part of their 2015/2016 IDP Review Process:

| <i>George municipality</i> | <i>Bitou municipality</i> | <i>Knysna municipality</i> | <i>Mossel Bay municipality</i> | <i>Oudtshoorn municipality</i> | <i>Hessequa municipality</i> | <i>Kannaland municipality</i> |
|--|--|---|--|--|---|---|
| <ul style="list-style-type: none"> • Ward committees • Public road shows • IDP steering committee (internal) • Council & Section 80 committees • Budget committee • IDP representative forum | <ul style="list-style-type: none"> • Ward committees • Public meetings • IDP/ Budget Steering committee • IDP representative forum • Mayco & Council • Local media | <ul style="list-style-type: none"> • Ward committees • IDP & Budget steering committee (re-constitute) • Local radio stations • IDP representative forum • Public participation unit | <ul style="list-style-type: none"> •Ward committees •Public road shows •IDP steering committee (in process) in liaison with Budget committee •Mayco & Council •IDP rep forum (in process to establish) • Eden FM • Newsletters, flyers, posters | <ul style="list-style-type: none"> •Ward committees •Website & local media •Public participation unit •CDW’s •Mayco & Council •Budget steering committee •Communication’s office • Sector Community Forum (Oudtshoorn community forum) •IGR forum | <ul style="list-style-type: none"> • Ward committees • Public meetings • Local media • Structured community platforms • Senior management meetings • Full Council IDP work sessions | <ul style="list-style-type: none"> • Ward committees • Public meetings • IDP/ Budget Steering committee • IDP FORUM • Mayco & Council • Local media (includes newsletters) • Website • CDW’s • Pamphlets, Door-to-door |

Each local municipality will be responsible for their own public participation during their IDP process. Important to this process is that the region’s B – Municipalities extend invitations to the Eden District Municipality, via the Office of their Municipal Managers, to these workshops and, if so required, clearly indicate the support needed from the Eden District Municipality with the facilitation or coordination of these workshops.

The outcomes of local public participation processes must be communicated to the Eden District Municipality, via the District IDP Managers Forum as soon as the municipalities have completed the analysis phase of their IDP process and by no later than the end of October 2015.

Following the consideration of the Draft 2016/2017 IDPs by the District's Municipal Councils at end of March 2016, the Draft IDP documents should be published for all members of the community to comment on gaps and successes of the IDP. All public comments raised during this period shall be taken into consideration before the region's Reviewed 2016/2017 IDPs submitted to their respective Councils for final adoption.

8. EDEN DISTRICT MUNICIPALITY'S STAKEHOLDER ENGAGEMENTS

The Eden District Municipality will also engage district wide stakeholders as part of its 2016/2017 IDP Review process. This will be mainly through the utilisation of established District Technical IGR Forums. The objectives of these engagements the Eden District will be to identify developmental concerns of a district concern and possible district wide solutions for discussion with the Mancom and a Strategic Workshop with Council. The outcomes of these sessions will be included in the Eden District Municipality's Draft 2016/2017 IDP.

The Eden District will also utilise the Provincial IDP Indaba 1 (JPI) which is tentatively scheduled for 12-15 October 2015 as the platform to engage with sector departments on critical developmental issues that emanated from their previous individual IDP Public Participation engagements. Progress with regards to fast tracking long term JPI's shall also be placed under spotlight. Provincial IDP Indaba 2 which is tentatively scheduled for 22 and 23 February 2015 will further be used as the platform where sector departments must present their budget allocations to the B's for the coming financial year. IDP, SDBIP and Budget alignment should be incorporated into the Draft IDP for tabling at Council the end of March 2016.

9. COMPONENTS FOR INCLUSION IN MUNICIPAL IDPS

The contents of the district and each local municipality IDP need not necessarily be similar, but for the sake of alignment it is accepted that at least the following components will be provided to ensure alignment of district's and local municipalities Integrated Development Plans. An IDP Content table 1 is attached, marked Annexure I:

| | |
|---|---|
| Clear Analysis Of Municipal Reality And Clear Development Strategy | <ul style="list-style-type: none"> • Socio-economic analysis of municipal area: Ward-based profiling within the municipal area * (exclude District IDP) • Clear long term development vision (JPI and SDF) • 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 | <ul style="list-style-type: none"> • Basic service provision that address 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 Utilised |
| Community Involvement In Planning And Delivery | <ul style="list-style-type: none"> • Communication and capacity building on IDP through council and ward structures • Sector involvement in the IDP |
| Institutional Delivery Capacity Within Municipality | <ul style="list-style-type: none"> • Institutional Framework and Microstructure review • Clear project and service delivery plans • Budget linked to IDP priorities and projects • Clear performance indicators for IDP implementation: services/project • Internal skills, systems and implementation responsibilities |
| Alignment With National/Provincial Programmes | <ul style="list-style-type: none"> • IDP addresses national and provincial strategies (economic, social and environmental (i.e. NSDP, PGDS)) • District and B – Municipal IDP have a shared strategic priorities • Sharing of resources between spheres of government in the IDP |

The former Department of Cooperative Governance and Traditional Affairs has developed a standard IDP guideline for municipalities when drafting and planning the Integrated Development Plans. The Western Cape Department of Local Government also proposed the development of an IDP Formulation Guide at the Provincial IDP Managers Forum meeting in June 2013. This guide will be a provincial initiative in collaboration with all municipalities in the province. It must be, however, reiterated that municipalities can utilise their own discretion when drafting their IDP and must realise that each municipality's situation analysis is unique.

It is proposed that the Eden District Municipality and the local municipalities as part of their formulation or drafting of their IDPs use the guidelines as depicted below.

10. POLICY REQUIREMENTS TO BE INCLUDED IN MUNICIPAL 2015/2016 IDPS

To ensure that both the district and local municipalities include all the relevant binding national and provincial legislation, policy, programmes, strategies or parts thereof and that these requirements are considered and met in the region's IDP formulation processes, the following is highlighted:

a) Strategic Direction

- State of the Nation Address 2015
- 2015 Budget Speech
- State of the Provincial Address 2015
- State of the District Address 2015

b) Plans

- Millennium Development Goals
- National Development Plan 2030
- National Outcomes
- Provincial Strategic Plan and objectives
- Joint Planning Initiatives
- Indaba Agreements and Referrals
- National Spatial Development Perspective
- Provincial Spatial Development Framework
- District Spatial Development Framework
- District Section 27 Framework

c) Planning Requirements

- Water Services Development Plans
- Integrated Waste Management Plan
- Integrated Transport Plans
- Disaster Management Plans
- Performance Management Strategies
- Air Quality Management Plans
- EPWP Strategies
- Poverty, HIV/AIDS and Youth Development Strategies
- Land Use Development Objectives
- Human Resources Development Strategies (Workplace Skills, Employment Equity, etc)
- Local Economic Development Strategies
- Tourism Development Strategies
- Integrated Infrastructure Plans
- Integrated Energy Plans
- Information and Communication Technology Strategies

- Public Participation and Communication Strategies
- Spatial Development Frameworks/Plans
- Environmental Implementation Management Plans

d) Legislative Framework

- The White Paper on Local Government
- The Constitution RSA
- The Municipal Systems Act and Regulations 32 of 2000
- The Municipal Finance Management Act 56 of 2003
- The Intergovernmental Relations Framework Act
- Disaster Management Act
- National Environmental Management Act
- Municipal Structures Act
- Growth, Employment and Redistribution Programme (GEAR)
- Public Sector Procurement Reform in SA
- National Environmental Management Act
- Disaster Management Act
- Municipal Planning Regulations
- Water Services Act
- Integrated Pollution and Waste Management for SA
- White Paper on SA Land Policy
- Rural Development Framework
- White Paper Energy
- Local Agenda 21(4)
- Spatial Planning and Land Use Management Act, 2001
- Urbanisation Policy
- Farm Worker Housing and Fringe Policy
- Bio-regional Planning Policy and Guide
- Guidelines for Subdivision of Agricultural Land
- White Paper on Transport
- White Paper – Knowledge Economy for the Western Cape

e) Policies

Eden District Municipality and all the B-Municipalities are in the process of reviewing all existing policies in order to ensure an accurate alignment of policy document.

11. MONITORING OF THE FRAMEWORK PLAN

The IDP unit of the Eden District Municipality will in conjunction with the IDP Managers of the local municipalities monitor the compliance and adherence of the actual IDP process of all municipalities to this Framework Plan. Provincial

Government will play a monitoring and supportive role in terms of Sections 32 and 33 of the MSA 32 of 2000.

12. PROCEDURE TO AFFECT AMENDMENTS TO THE FRAMEWORK PLAN

Should the need arise to amend the framework it will be discussed at the District IDP Managers Forum and Internal IDP Task Team meeting, where after the forum will recommend amendments to the Eden District Municipality's Mancom, Mayco and ultimately Council for approval. The Eden District Municipality's IDP Unit will then inform the affected municipality of the decision taken.

13. REVIEW OF FRAMEWORK PLAN

This Section 27 District Framework Plan will be reviewed for adoption in July 2016.

14. CONCLUSION

The Eden District Municipal Section 27 Framework aims to bind both the district municipality and the region's B – municipalities through consultation, coordination and alignment between the planning processes. 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 evaluated the IDP formulation process.

In conclusion, the Eden District Section 27 Framework Plan must be seen as the tool for the district to ensure that interrelated 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 challenge of poverty inequality and unemployment.