IDP GUIDE PACK

Publisher

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Supported by

GTZ (German Agency for Technical Cooperation)

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Printed by Formeset Printers Cape (Pty) Limited for Government Printers
INTEGRATED DEVELOPMENT PLANNING SYSTEM

Poverty Reduction → Sustainable Municipal Development → Sound Environment → Better Service Delivery → Local Economic Development → Partnership Approach → Spatial Integration → Monitoring and Evaluation → IDP → Implementation Management → Integrated System of Planning and Delivery

Legal/Policy Framework → Methods/Tools/Approaches → Training Programme → Planning and Implementation Management Support System (PIMSS) → Capacity Building

SECTORS AND DIMENSIONS

IDP

INTEGRATED DEVELOPMENT PLANNING
Local government is a key role-player in the development process of South Africa. The transformation process to establish non-racial and viable municipalities is a crucial strategic move towards enabling local government to fulfil its developmental role. Major steps of this transformation process were:

- providing a clear and motivating policy framework through the White Paper on Local Government;
- the re-demarcation process which resulted in more viable municipalities; and
- providing a new legal framework for local government by launching the Municipal Structures Act and the Municipal Systems Act.

With the local government elections held on 5 December 2000 the transitional phase has come to an end and the local government system can now start operating on a solid basis. Integrated development planning is one of the key tools for local government to tackle its new developmental role. In contrast to the role planning has played in the past, integrated development planning is now seen as a function of municipal management, as part of an integrated system of planning and delivery. The IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. Integrated Development Plans, however, will not only inform the municipal management; they are also supposed to guide the activities of any agency from the other spheres of government, corporate service providers, NGOs and the private sector within the municipal area.

During the past period of office most of the transitional local authorities were already involved in preparing IDPs (many of them went just as far as preparing LDOs). This was done under difficult circumstances. A conclusive legal framework was not yet in place. Many local authorities (in particular the Transitional Representative Councils) had no capacities to manage such a planning process. There was no tested planning methodology and no comprehensive and systematic training programme. Nevertheless all who have been involved in the previous IDP process have gone through a highly valuable learning process and quite a few of the local authorities have already made significant progress towards establishing a planning practice which helps to improve implementation of projects and programmes.

Now, just in time for the newly elected councils, a fully fledged support system is in place for the forthcoming IDP process:

- This new IDP Guide Pack, which has been developed by a special task team in DPLG with support from GTZ, provides a tested planning and implementation management approach in a user-friendly manner. It includes the lessons learnt from the previous IDP process.
- There is a nation-wide training programme for municipal managers, technical officers, councillors and planning professionals which caters for participants from all municipalities.
- A nation-wide support system for local municipalities (PIMSS) is being established with district-level support centres as a core element.

A large number of municipalities, SALGA, provincial departments of local government and a range of national sector departments have been involved in the process which has resulted in this new IDP Guide Pack. I am therefore confident that, as a result, these publications will be a useful guide and source of inspiration for all of you who are involved in the IDP process in your endeavours to make IDP a tool to address the social and economic needs of our communities more effectively.
Guides in this series include:

**General Overview**

Provides an introduction into IDP and a short summary of the IDP Guide Pack.

**Guide I: Guidelines**

Provides basic guidance on purpose, contents, processes and institutional aspects of Integrated Development Planning. The guidelines, besides providing an interpretation of the Municipal Systems Act 2000, go beyond the minimum requirements as outlined in the Act.

**Guide II: Preparation**

Provides assistance on how to plan the planning process. It puts strong emphasis on clarification of roles and responsibilities, on organisational arrangements and on alignment of planning processes on various levels.

**Guide III: Methodology**

Provides a detailed description of the phases of the IDP process and of the planning activities in each phase with information on:
- the purpose (“Why?”);
- the required outputs (“What?”); and
- the recommended processes (“How?”) and institutional aspects (“Who?”).

**Guide IV: Toolbox**

Provides a variety of options for planning tools/techniques for crucial planning activities with hints on the applicability of the tools.

**Guide V: Sectors and Dimensions**

Provides guidance on how to relate other (non-IDP-specific) general policy guidelines or sector policies to the IDP process.

**Guide VI: Implementation Management**

Provides guidance on:
- Planning implementation link.
- Institutional preparedness for implementing IDP.
- Implementation management tools.
- Monitoring and performance management tools.
- Reviewing IDPs.
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1. INTRODUCTION

Realising the objective of developmental local governance is a challenging task for municipalities. Integrated Development Planning is a key instrument which municipalities can adopt to provide vision, leadership and direction for all those that have a role to play in the development of a municipal area. Today, municipalities must play a role in ensuring integration and co-ordination between the various sectors and cross-sectoral dimensions of development, to achieve social, economic and ecological sustainability.

Local development is multi-sectoral and multi-dimensional. It is not only about sectors such as water, housing, or employment creation, but also about the three key dimensions of economic, social, institutional and environmental development, highlighted in this and in the other IDP Guides. These dimensions have an all-pervading nature and need to be mainstreamed into the IDP process. This means that they need to be considered at every stage of the process. There are also certain issues underlying these dimensions that cut across all development processes in South Africa, such as HIV/AIDS, gender equity, poverty alleviation and urban and rural development. These crosscutting issues also need to be approached and dealt with in a similar manner. This Guide attempts to provide insights as to how this can be achieved for the sectors and dimensions of development.

To implement development processes, intervention should target specific aspects of human need. These needs are often related to institutionalised agencies responsible for the interventions and are defined as sectors. To date, planning and delivery has relied extensively on these sectors. The outcome of this approach has been one where delivery has occurred without adequate co-ordination and integration leading to disintegrated, dysfunctional and fragmented outcomes, with unsustainable investment. Some examples of this approach are the construction of schools without teachers, houses without water, and settlements without employment. Integrated development planning, with its emphasis on integration and its drive to be strategic, attempts to overcome a pre-emptive dependency on planning by sectors as opposed to planning to address local development issues. The approach to integrated development planning suggests that specific sectors should only be considered when they are relevant to particular local priority issues and can make a contribution to addressing these priorities. Planning at national and provincial level is primarily sectoral and based on existing government department programmes. These have specific sectoral requirements that need to be met by municipalities. However, the implementation of these programmes will invariably occur in the area of jurisdiction of municipal government. To ensure that municipal priorities are addressed, and in the spirit of cooperative governance, the planning process of all spheres of government must be aligned with and inform each other. This requires that municipal planning processes take into account the legislative, policy, and strategy approaches of the line departments of national and provincial government.
The sectors, dimensions and crosscutting issues discussed in this Guide are:

**Dimensions and Crosscutting Issues:**
- The Natural Environment
- Spatial Dimension
- Economic Dimension
- Institutional Dimension
- Poverty
- Gender
- HIV/AIDS
- Rural and Urban Development

**Sectors:**
- Health
- Education
- Tourism
- Safety and Security
- Land (Land Reform Programme)
- Energy
- Transport
- Water and Sanitation
- Housing (National Housing Development Programme)
- Infrastructure (Consolidated Municipal Infrastructure Programme)

The purpose of Guide V is twofold:

- To provide municipal managers and IDP professional planner with a short overview of and easy access to sector and development dimension related knowledge, principles and strategies of the sectors and development dimensions with a view to applying these in the IDP process. It seeks to provide guidance on identifying and understanding which guidelines, principles and strategies need to be considered and how they can be incorporated into the IDP process.

- To make sectors and development dimension-specialists aware of the way in which their sector or dimension fits into the IDP process and to enable them to contribute constructively to suit the IDP process. It aims to guide sector officials and development dimensions experts to understand what their respective roles are and how their contributions become relevant in the IDP process. In addition, it also provides direction on how to integrate relevant sector/dimension guidelines, principles and strategies in the IDP process.

Guide V does not aim to provide a comprehensive reference document to all pieces of legislation, policy and other related government publications, particularly in respect of sector departments where the provincial sphere of government has legislative competency. Nor is it the final word on dimension/sector-IDP linkages and local planning requirements for dimensions and sectors. Rather it is premised on the need for municipalities to be aware of the key principles underlying the different sectors and dimensions in order to assess their applicability to their own IDP. The relevant Acts and Regulations can be found on the Planning and Implementation System website, http://www.pimss.net or http://www.pimss.co.za. Guide V is, therefore, a first attempt to explore dimension/sector-IDP linkages and local planning requirements and should provide the basis for further discussion on these issues.
The structure of Guide V is as follows:

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<td>• Provides methodological hints on how development sectors may be dealt with in each phase of the planning process. This should be read in conjunction with Guide III on the planning methodology.</td>
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<td>• Outlines the linkages of specific national programmes with the integrated development planning process.</td>
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2. THE RELATIONSHIP OF DEVELOPMENT SECTORS AND DIMENSIONS TO INTEGRATED DEVELOPMENT PLANNING

2.1 Integrated development planning – A local Issue-driven approach to incorporating dimensions and sectors

Integrated development planning is an approach to local planning which focuses on local issues rather than being a sector- or development dimension-driven approach. The notion of integration, central to integrated development planning, suggests that both sectors and dimensions need to be approached not in and for themselves. Alternatively, the key consideration in the integrated development planning process that drives decision-making is the priority issues that are identified and defined by every municipality. These priority issues are derived from a process of analysing the existing local situation and focusing on the problems facing the municipality and the people living in the area, as well as its development potentials. From this range of problems and potentials, the priority issues are extracted and become the focus for planning.

Municipalities simply do not have sufficient resources to address all issues identified by all the members of the community. In terms of this issue-driven approach, dimensions are considered as crosscutting concerns or principles throughout the planning process – they underlie the very concept of development. Sectors, on the other hand, should be considered where they are relevant to the particular local priority issues and in relation to one another rather than in isolation. Indeed, care is taken here in drawing the attention of the user of Guide V to the holistic and interdependent nature of the sectors and crosscutting dimensions in the integrated development planning process.

2.2 The role of developmental local government with regards to dimensions and sectors

Developmental local government in South Africa should address the crosscutting dimensions (social, economic, institutional, environmental) of development throughout their planning process as these dimensions are aspects of all development and cannot be ignored in any local planning process if it is to be sustainable and developmental in nature. Care needs to be taken to ensure that dimensions are appropriately dealt with throughout the process that they are mainstreamed, and that guidelines, principles and strategies relating to dimensions are considered and used to guide and inform the local planning process. Examples and a more detailed definition of the concept of dimensions are provided in Section 2: Overview of Development Dimensions.

Although specific sector requirements must be met by local planning, sector planning, needs only feature as part of the IDP process, where it emerges as part of local priorities identified in the IDP process. As such, sectors may, to a greater or lesser degree, be considered in the planning process depending on the specific local priority issues and resources. In this approach, attention would be given to the different contributions which sectors can make to address priority issues, and not to sector planning where the emphasis is on the sector itself. Where sectors are relevant, developmental local government must take into account and be responsive to major policy issues and principles guiding that sector. In addition, specific sector programmes or planning requirements may need to be met as part of the outcomes of the IDP process.

The concept of developmental local government requires municipalities to approach sector planning and delivery by performing a facilitative and integrating role. In the past, local government may have only played an administrative or service delivery role. Today, local government needs to actively plan how sector-specific development can contribute to an overall integrated development strategy for its local area. Examples of this approach are provided in Section 3 of this Guide.

The following diagramme presents an overview of the approach to addressing sector planning requirements, policies, principles and programmes, together with dimensions and crosscutting issues as part of the IDP process.
RELATIONSHIP BETWEEN: SECTOR PLANNING, DIMENSIONS, CROSSCUTTING ISSUES AND THE LOCAL CONTEXT IN THE IDP PROCESS

PARALLEL SECTORS PROCESSES

SECTOR POLICY

LEGAL ASPECTS OF SECTOR PLANNING REQUIREMENTS RELEVANT TO THE LOCAL PRIORITY ISSUES e.g. WSDP and ITP

Plan for legal aspects of sector requirement where relevant to IDP priorities

Integrated relevant legal aspects into sector programmes and plans

IDP STRATEGIES & PROJECTS OF PHASES 2 AND 3

POLICY & PRINCIPLES STRATEGIC GUIDELINES OF SECTORS

Localise strategic guidelines

Verify compliance of Integrated Programmes with localised strategic guidelines

IDP INTEGRATED PROGRAMMES OF PHASE 4

RELEVANT NATIONAL AND PROVINCIAL SECTOR PROGRAMME RESOURCES

Consider, budget operational aspects for projects

Incorporate into programmes

AVAILABLE LOCAL RESOURCES AND POTENTIALS

Consider, budget operational aspects

Incorporate into programmes

LOCAL PRIORITY ISSUES

DIMENSIONS & CROSSCUTTING POLICY

IDP PROCESS

PARALLEL SECTOR PLAN FOR ASPECTS NOT RELEVANT TO LOCAL PRIORITY ISSUES

RELATIONSHIP OF DEVELOPMENT SECTORS AND DIMENSIONS
2.3 Alignment

A key concern among role-players in the IDP process is how to achieve alignment between the different development sectors to support municipal development (and certain dimensions which are also line departments, such as the environment). This section is intended to guide the reader in his or her use of the sections dealing specifically with the development sectors, on the concept of alignment.

Development sectors such as water and sanitation, housing, health and education have traditionally been institutionalised and addressed through separate government line functions. For operational purposes, each department has been allocated separate budgets and has been given responsibility for developing and implementing different legislation, policy and programmes. For municipal planning and delivery to be integrated, vertical and horizontal alignment needs to take place between and within the spheres of government. Secondly, since the latest municipal demarcation process, establishes wall-to-wall municipalities across the country, when provincial and national sector departments implement, they will be doing so within a municipal area. This means that local priorities need to form the basis for alignment between governmental sectors and spheres.

The following table presents an overview of the alignment objective per planning phase in the IDP process. Sectors specialists and other stakeholders in the IDP process can use this as a practical guide for alignment, to define their respective role in the process:

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<td>• Defining for the sectors what information is relevant to the IDP process and what would need to be undertaken as a parallel sector planning process.</td>
</tr>
<tr>
<td></td>
<td>• Making relevant sector information available to municipalities.</td>
</tr>
<tr>
<td>Strategies Phase</td>
<td>• Sector specific alignment of legal requirement for areas of relevance with IDP priority issues.</td>
</tr>
<tr>
<td></td>
<td>• Compliance requirements with the principles of the Development Facilitation Act &amp; the National Environmental Management Act.</td>
</tr>
<tr>
<td>Projects Phase</td>
<td>• To provide technical detail to IDP projects thereby ensuring feasibility and compliance of project proposals with sector policies and requirements.</td>
</tr>
<tr>
<td></td>
<td>• To ensure sector plans and programmes, relevant to the IDP Priority Issues, are in line with locally driven priorities, objectives and strategies.</td>
</tr>
<tr>
<td>Integration Phase</td>
<td>• Consolidate sector programmes/plans for each sector for operational management and implementation.</td>
</tr>
<tr>
<td></td>
<td>• Consolidate integrated programmes for crosscutting dimensions of development to ensure consistency and sustainability.</td>
</tr>
<tr>
<td>Approval Phase</td>
<td>• Providing a final opportunity for alignment on the draft IDP.</td>
</tr>
</tbody>
</table>
3. OVERVIEW OF DEVELOPMENT DIMENSIONS

Local development is multi-dimensional, underpinned by development dimensions relevant to the planning and delivery processes. “Dimensions” are simply aspects of development, including social, economic, institutional and environmental aspects. In addition to these, in South Africa, there are also certain issues that cut across and influence all development processes, such as HIV/AIDS. These cross-cutting issues are part and parcel of the development dimensions affecting local development. It is also important not to confuse the concept of crosscutting issues with priority issues: the latter are the specific local issues each municipality will identify in its local area that need to be addressed in the planning process.

To illustrate the concept of dimensions and crosscutting issues, consider for instance the notion of unemployment in a municipal area. Unemployment has many development facets and impacts; it affects household income and poverty levels, rates and services payment, private investment in housing and commercial activities. Similarly, the concept of dimensions and crosscutting issues can also be considered at the strategy formulation and project design level. Employment generation strategies would need to consider a range of development dimensions and sectors. These may include environmental impact, fiscal sustainability for the municipality, gender issues in terms of who should be employed in different projects and sector programmes promoting employment generation.

It is also important to consider the impact of the development dimensions on all sector issues. For example, settlement patterns in a municipal area may be spatially fragmented and segregated. This spatial reality will have an influence on sectors such as transport, the cost of providing municipal services and the possibility of identifying specific projects to address the spatial fragmentation.

An awareness of these dimensions and crosscutting issues will need to form the basis on which the local planning process is undertaken, as they affect all development processes. In the following two sections the most prominent development dimensions and crosscutting issues will be discussed, in the context of integrated development planning. They are:

- Natural Environment;
- Spatial Dimension;
- Economic Dimension;
- Institutional Dimension;
- Poverty;
- Gender;
- HIV/AIDS; and
- Rural and Urban Development.
Firstly, a generic approach to incorporating development dimensions and crosscutting issues into the IDP process is proposed, focusing on the role of dimensions/crosscutting issues in the IDP process. A section is also devoted to highlighting sustainability considerations in the IDP process.

Secondly, local government’s role in each dimension/crosscutting issue, the most prominent legal and policy principles in the context of IDP, as well as hints on the consideration of the dimension/crosscutting issue in the planning process are discussed.

### 3.1 Generic Guidelines

#### 3.1.1 Role of dimensions/crosscutting issues in the IDP process

As stated above, dimensions are overarching aspects of development. This means that they need to be mainstreamed and considered in every phase of the IDP process. This section will focus on how development dimensions are brought into consideration in the IDP phases. Similar principles apply to the crosscutting issues.

The **analysis phase** serves as the point of departure in addressing and incorporating a development dimension in the IDP process. In this phase, existing information is gathered and stakeholder input is received. As far as existing information allows, the information can be described/differentiated in terms of these dimensions (e.g. gender and socio-economic conditions). A municipal-wide analysis of certain dimensions is also part of the process, e.g. spatial analysis and environmental analysis. Once certain issues have been identified as priority issues, a more in-depth analysis can be undertaken in respect of the specific dimensions of this issue. For example, if services gaps are identified as a priority issue, specifying the spatial dimension, environmental impact and differentiating services gaps in terms of income levels would be important.

In the **strategies phase** the involvement of specialists on the dimensions becomes important. These specialists can make a valuable contribution in the formulation of alternative strategies to address priority issues, and can also assist in localising the principles and policy guidelines pertaining to dimensions. Specialists may be drawn
from other spheres of government or the private sector, or non-governmental organisations, in cases where expertise is not available in-house.

Dimensions should be considered in the projects phase to inform the development of project objectives and indicators. For example, the target of a project may be differentiated by gender, socio-economic group and location. An indicators could be the percentage of for example women reached by the project. The location of the project or the quality (service standards) may in turn be informed by for example environmental principles. Special requirements of dimensions may also be noted at this stage, e.g. the requirement to do an environmental impact assessment before implementation. Although the place of dimension specialists would not always be on the project task team, it may be wise to consult them as and when necessary.

The integration phase is a crucial stage in the process to ensure that the dimensions have been adequately taken into account. Firstly, project proposals are screened for compliance with (localised) principles and guidelines pertaining to the dimensions. Secondly, integrated programmes and plans are prepared that form part of the output of the IDP process. This includes the following programmes and/or plans:

- Integrated Spatial Development Framework;
- Integrated Poverty Reduction/Gender Equity Programme;
- Integrated Environmental Programme;
- Integrated HIV/AIDS Programme;
- Integrated Local Economic Development Programme; and
- Integrated Institutional Programme.

(Note: In the cases where dimensions are also identified as priority issues or strategies, the link to the IDP process would be similar to that of sectors. In those cases, please refer to the generic methodological hints with regard to sectors. The phases of the planning process as referred to above is summarised in Guide 1 and described in detail in Guide 3.)

3.1.2 Development Dimensions And Sustainability

What is sustainability?

Sustainability is both a principle that has to be taken into account and a goal or development outcome of the planning process. Sustainable development is “the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations” (National Environmental Management Act (NEMA), 107 of 1998).

In the context of integrated development planning, this means that to achieve sustainability two key aspects have to be considered throughout the planning process:

- The use of resources to meet the needs of present generations in such a way as to ensure that the needs of future generations can also be met; and

- To achieve sustainability as an outcome of the planning process, all dimensions of development (social and economic) as well as the natural environment within which it occurs needs to be considered when planning.

Does local government have a role in ensuring sustainability?

Sustainability is a global concern and the key role of local government in achieving global sustainability is put forward in the United Nations Conference on Environment and Development (UNCED) agreement, Agenda 21:
“Because many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and co-operation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operated and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and sub-national policies. As the level of governance closest to the people, they play a vital role in educating, mobilising and responding to the public to promote sustainable development”.

(Local Agenda 21 Planning Guide, Department of Environmental Affairs and Tourism, 1999).

Locally, the importance of the role of local government in achieving sustainability is emphasised by the definition of developmental local government as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and improve the quality of their lives” (White Paper on Local Government, 1998).

Sustainability and planning processes: the contribution of integrated development planning and Local Agenda 21.

Integrated development planning is the local response to ensure sustainability through the planning process. According to the White Paper on Local Government (1998), integrated development plans are planning and strategic frameworks to help municipalities fulfil their developmental mandate. In this respect, these plans will “assist municipalities to focus on the environmental sustainability of their delivery and development strategies” and the White Paper goes on to say that “sustainable development is development that delivers basic social and economic services to all, without threatening the viability of the ecological and community systems upon which these services depend.” Integrated development planning as a process is more comprehensively defined as “a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors, geographic areas and the population in a way that promotes sustainable growth and equitable development and the empowerment of the poor and marginalized” (Forum for Effective Planning and Development, 1998).

Local Agenda 21 originates from the Agenda 21 agreement adopted at UNCED (the Earth Summit) in 1992. Agenda 21 is an action plan for sustainable development into the twenty first century, with Local Agenda 21 its translation into actions on a local level (Urquhart & Atkinson, 2000). The key principles of Local Agenda 21 are similar to those of integrated development planning. As such, it is recommended that integrated development planning and Local Agenda 21 should neither be viewed as contradicting approaches nor undertaken as separate/parallel processes. In terms of the Municipal Systems Act (32 of 2000) all municipalities are required to prepare integrated development plans. Although Local Agenda 21 is not a specific legal requirement of local government, it can make a value adding contribution to integrated development planning in terms of enriching the planning process. A more detailed discussion of Local Agenda 21 is not within the scope of this Guide, and it is recommended that interested readers consult some of the numerous sources devoted to this subject.

How is sustainability mainstreamed in the planning process?

The concept of sustainability or sustainable development comprises social, economic and environmental aspects. The way in which these aspects are considered in the planning process will determine whether sustainability as a principle underlying the planning process and an eventual development outcome of the planning process will
be achieved. As such, it is important to consider these aspects throughout the planning process, in every issue that is analysed, every alternative that is considered and every decision that is taken.

Through the consideration of sustainability as a principle underlying all the development dimensions in the planning process, planning decisions can contribute to achieving sustainability. For example, it can be ensured that economic development strategies do not destroy the natural environment, promote social principles such as equity and are culturally acceptable; that spatial strategies are aimed at establishing an urban form that is compact and resource efficient; that infrastructure projects are designed taking into account the needs of the current community without abusing resources and preventing the ability of future communities to address their needs.

In addition to the overall goal or principle of sustainability and sustainable development, are the financial and institutional considerations that need to be taken into account during the planning process. It may be more appropriate to refer to these as considerations of feasibility or viability. This would involve ensuring that alternatives that are proposed can be accommodated by the institutional structure of the municipality, or other responsible agents, and can be accommodated and/or will contribute to the financial viability of the municipality. Not taking into account these considerations may for example lead to a capital investment to construct a clinic not having staff to operate the facility or available operational funding to maintain the facility. Another example would be proposing rebates on service payments and rates to attract economic development resulting in the municipality not receiving enough income to maintain the infrastructure required by all these new developments.

What is the relationship between sustainability and the development dimensions/crosscutting issues discussed in this guide?

This Guide defines dimensions as aspects of development. Sustainability, on the other hand, is better described as an outcome that is striven for and a principle that underlies development. Sustainability can be achieved when the dimensions (aspects of human development) and crosscutting issues are considered in the planning process.

In this Guide the emphasis has been placed on identifying minimum requirements and the notion of local context relevance so as not to overburden the IDP process. The social, economic, institutional and environmental dimensions were addressed as follows:

- **Social Dimension:** Gender and poverty are the main elements of the social dimension focused on in this Guide; HIV/AIDS was identified as a crosscutting issue with far-reaching implications for the social dimension.

- **Economic Dimension:** The focus is on economic development at local level, referred to as local economic development. This dimension also strongly relates to the issue of poverty alleviation.

- **Institutional Dimension:** A section is devoted to the institutional aspects of development, and how they should be incorporated in the IDP process and outputs.

- **Environmental Dimension:** A section is devoted to the natural environment and how the impact of development should be considered. Due to spatial issues being prominent in South Africa’s development history, the spatial dimension was specifically addressed. Crosscutting issues related to rural and urban development are addressed as a further specifically South African development concern.
3.2 Dimension-specific and crosscutting guidelines

3.2.1 Natural environment

Local government role

Local government is at the forefront of the implementation of government’s development initiatives. Municipalities also have a direct role to play in the facilitation and management of private development initiatives. As such, local government is in a position to play a significant and pro-active role in the protection of the natural environment, and the facilitation of planning and development processes that are environmentally sustainable.

Local government operates in a challenging set of circumstances in terms of ensuring environmental sustainability. The pressure for development that exists in South Africa, can apply tremendous strain on the natural environment. According to environmental policy papers, the most significant impacts include an increased demand for natural resources, such as land, water and energy as well as increased pollution and waste generation. This means that environmentally sustainable development is fast becoming a critical imperative. The pressure for development and its impact on the natural environment have to be balanced with the protection of the environment, which may require direct intervention at local level in local government’s planning and management processes.

Local government’s role in terms of the natural environment dimension entails different aspects. Local government has to ensure that environmental considerations are taken into account and that environmental principles set out in policy and legislation are adhered to in all of its planning and development processes. Local government also has to be aware of and ensure that its planning and implementation is aligned with environmental management measures that are prepared by other spheres of government, such as Environmental Implementation Plans and Environmental Management Plans. At the project level environmental impact assessments may be required in the case of certain land use changes or development applications for environmentally sensitive areas. Depending on local circumstance, municipalities may get involved in strategic environmental assessment processes either as a participant or by taking the lead in the process.

Legal and Policy Framework

Environmental legislation and policy define the term “environment” as comprising physical, biological, social, economical, cultural, historical and political components. This section specifically focuses on the natural environment dimension, as other concepts that are included in the broader definition of environment are dealt with in other sections of this Guide.

Local government has to adhere to environmental principles and take environmental considerations into account in its planning processes. Some of the significant principles contained in the National Environmental Management Act (NEMA) (107 of 1998) and the White Paper of Environmental Management Policy for South Africa are broadly summarised as follows:

- Local planning must take into account global/international issues – “think global, act local” – as environmental sustainability is a global concern. Local actions, even those that do not seem harmful on their own, can have an impact on the wider region when combined with the impact of other developments.
- The natural environment has to be seen in the context of the other dimensions of the planning process, and planning should take cognisance of the requirements of processes such as integrated environmental planning. For example, the activities
of the integrated environmental planning (EIP) process are very similar to the integrated development planning process, the main difference being a focus on environment specifically as opposed to development in general. By taking up the environmental dimension in the activities of the IDP process, it can be ensured that the content of the IDP process is enriched.

- Natural resources must be protected for the benefit of present and future generations. Resources are limited, and should be used efficiently to ensure sustainability. This principle cuts across all planning activities, from spatial planning where a sustainable urban form is striven for to project planning where resource use can be identified and managed at a more detailed level.

- The environmental impact of the entire planning/development cycle (from planning to project and programme implementation) must be taken into account. All phases of development, including planning, implementation, re-use, recycling, disposal/decommissioning have an impact on the environment, which should be recognised from the outset during the planning phase.

- Environmental issues should be taken into consideration as early as possible in the planning stages, to ensure that environmental considerations are pro-actively incorporated into decision-making.

Various environmental planning and management procedures and mechanisms are referred to in policy and legislation.

Environmental Implementation Plans (EIP) and Environmental Management Plans (EMP) are to be prepared by certain national and provincial departments as specified in NEMA, with the aim to co-ordinate and harmonise the environmental policies, plans, programmes and decisions of different departments. Although local government has no direct role to play in preparing these plans, the plans must describe the institutional linkages between the national/provincial department and other spheres of government, including local government. Compliance with the content of these plans should not impose additional requirements on local authority, but should be based on existing mandates, functions and relationships. A separate process of consultation with local government is not recommended in addition to any existing processes, such as IDPs.

Strategic Environmental Assessment (SEA) is defined as a process to assess “the environmental implications of a proposed strategic decision, policy, plan, programme piece of legislation or major plan” (White Paper on Environmental Management Policy for SA 1998). The Guideline Document for SEA in South Africa (Department of Environmental Affairs and Tourism and CSIR, 2000) defines SEA as “a process of integrating the concept of sustainability into strategic decision-making”. In terms of the IDP process, the Guideline Document for SEA recommends that SEA is not regarded as a separate process but rather that certain elements of the process are incorporated with the IDP process. It recommends that SEA can add value by defining the limits of acceptable change, indicating the ability of the environment to sustain the development and by identifying environmental opportunities, “which may be enhanced through appropriate planning”. (Additional detail regarding SEA is not within the scope of this Guide but interested readers are recommended to study sources on this topic, notable the Guideline Document referred to above.)

Environmental Impact Assessment (EIA) is required at project level for certain categories of activities (EIA is regulated by the EIA Regulations of April 1998; in terms of NEMA).
**IDP applicability**

As suggested before, the natural environment is a dimension that has to be taken into account throughout the IDP process. The following points are guiding principles in respect of mainstreaming of the natural environment dimension:

**Define how to deal with natural environmental issues in your municipal area**

This means, that you have to understand the current state of the natural environment in your municipal area. In the analysis phase, ensure that all available knowledge about the local state of the environment is taken into account. It will also be useful to identify environmental opportunities and constraints to consider in later alternative formulation and decision-making processes. If more in-depth information is available or secured, the authority can submit its findings to form part of the Cities Environment Reports of national government.

**How can environmental issues be included in the participation process?**

It is important to ensure that from as early as the analysis phase that participants with environmental knowledge or competence are involved in the process. The inclusion of environmental specialists and/or advocates for specific local environmental issues when strategies and projects are formulated is important to ensure that environmental sustainability considerations are taken into account. In the course of the planning process, alignment and co-ordination activities with other municipalities and spheres of government, that have a stake in the realisation of environmental sustainability should occur.

**Mainstream the natural environment throughout the planning process**

The natural environment is a development dimension that should be considered throughout the IDP process. All planning decisions should be assessed against their fulfilment of localised environmental principles, taking environmental constraints into account and using environmental opportunities. Should environmental issues also be identified as a specific priority issue in the IDP process, specific strategies and projects may be identified to address this, e.g. the rehabilitation of a river area. Environmental principles that are set at national level must be localised to be appropriate for local circumstances. It is however important not to view environmental considerations in local isolation, but to also take into account its regional context. For example, the local municipality’s agriculture project may not increase water pollution levels significantly on its own, but together with the two adjoining authorities’ projects the impact may be significant.

A practical way of ensuring that the natural environment is mainstreamed in the IDP process is to develop and use environmental indicators as part of the planning process and outcomes (in particular in the project planning phase). The integration phase of the IDP process is the point where the cumulative effects of projects are assessed, once all project activities have been combined to form operational plans. This step is of special significance when determining environmental impact, as the cumulative and long-term effect of proposed and existing activities can tilt the environmental balance negatively.

**Environmental plans and processes that need to be considered or could add value during different phases of the planning process**

The different environmental plans and processes as described in the previous section – EIPs, EMPs, EIAs and SEA – may be relevant to the different phases of the IDP process, depending on municipal priorities and capacities. In short, the linkage with the IDP process is suggested to be as follows:
• **SEA:** Although not a legal requirement, this approach can provide valuable environmental input and can assist to mainstream sustainability in all phases of the IDP process (especially the Analysis and Strategy Phases). It can assist in identifying environmental opportunities and constraints, as well as sustainability objectives, criteria and indicators. The guidelines for sustainability developed in terms of SEA can also be used as a tool to assist in the evaluation of alternative strategies in the IDP process.

• **EIA:** In the project planning phase it becomes relevant to assess and consider the need to do an EIA/scoping report for a specific project. In terms of certain land uses and certain areas, EIA or scoping is a legal requirement (refer to the EIA Regulations in terms of NEMA).

• **EIPs and EMPs** become relevant in the implementation and monitoring stages of the development process, specifically with regard to the institutional relationship between local government and other spheres of government. In this respect it would be relevant to inform the other spheres of government of the content of the operational plans emanating from the IDP process. These plan are however not prepared by local government.

3.2.2 Spatial dimension

**Local government role**

Each sphere of government must take responsibility for spatial planning in their areas of jurisdiction or sectoral interest, according to the White Paper on Spatial Planning and Land Use Management (2001). Local government, being at the forefront of implementation and the sphere of government operating closest to the community, will have the most direct role to play in spatial planning and land use management.

According to the White Paper, municipalities are responsible for formulating the planning frameworks on which all decisions on land development should be based. The White Paper classifies the role of local government into three categories:

• **Spatial development framework,** as an integral part of the municipal IDP;

• **Decision-making,** on land development applications made to local government; and

• **Enforcement,** of the provisions of land use schemes.

To fulfil its role in spatial planning, local government is required by the Municipal Systems Act (32 of 2000) to prepare a spatial development framework as part of the Integrated Development Planning process. According to the White Paper on Spatial Planning and Land Use Management, this spatial plan must be indicative, showing desired patterns of land use, directions of growth, urban edges, special development areas and conservation areas. This plan should also form the basis for the land use management systems – including a scheme that records land use rights and restrictions – established by local government.

**Legal and Policy Framework**

The term spatial planning describes “a high level planning process that is inherently integrative and strategic, that takes into account a wide range of factors and concerns and addresses the uniquely spatial aspects of those concerns” (White Paper on Spatial Planning and Land Use Management).

Policy and legislation requires that spatial planning is informed by norms and principles. The norms and principles that form the basis of the normative approach to spatial planning were first contained in the Development Facilitation Act, and were taken forward to also be included in the White Paper on Spatial Planning and Land Use Management and the Land Use Bill. These principles as contained in the White Paper are broadly summarised below:
• The **principle of sustainability**, requiring the sustainable management and use of the resources making up the natural and built environment.

• The **principle of equality**, requiring that everyone affected by spatial planning, land use management and land development actions or decisions must enjoy equal protection and benefits.

• The **principle of efficiency**, requiring that the desired result of land use must be produced with the minimum expenditure of resources.

• The **principle of integration**, requiring that the separate and diverse elements involved in development planning and land use should be combined and co-ordinated into a more complete or harmonious whole.

• The **principle of fair and good governance**, requiring that spatial planning, land use management and land development must be democratic, legitimate and participatory.

A normative approach to spatial planning and land use management is meant to ensure that **problems and challenges are addressed in such a way as to promote** the creation of liveable, integrated cities, towns and rural areas. These problems and challenges referred to in policy documents include the following spatial and land use management issues (summarised from White Paper on Local Government, 1998):

• **Skewed settlement patterns**, which are functionally inefficient and costly;

• **Extreme concentrations of taxable economic resources** in formerly white areas, demanding redistribution between and within local areas;

• **Huge backlogs in service infrastructure** in historically underdeveloped areas, requiring municipal expenditure far in excess of the revenue currently available within the local government system;

• **Great spatial separations and disparities** between towns and townships and urban sprawl, which increases service provision and transport costs enormously; and

• **Land use management and planning** problems including; disparate land use management systems in formerly segregated areas, an emphasis on control and not facilitation, operational problems such as lengthy approval times and weak enforcement of controls, overlap between requirements for planning permissions and environmental impact management.

The **Land Use Bill** describes the **minimum components** to be included in a spatial development framework. Certainty in respect of the applicability of these principles can not be assured at this stage, owing to the draft nature of the legislation. However, they illustrate appropriately the notion that spatial planning should be linked with the following issues are proposed in the Bill:

• A **land use policy** to define **desired patterns of land use** and the **spatial reconstruction** of the municipal area;

• A **plan** indicating the desired **spatial form** of the municipal area;

• Basic **guidelines** for a **land use management** system;

• A **capital expenditure** framework; and

• A strategic assessment of its **environmental impact**.

Importantly, spatial planning cuts across and is influenced by **other important development initiatives**, which local government has to consider. They are referred to here for ease of reference, to emphasise their importance and are elaborated in other sections of this Guide:

• **Land reform** including land redistribution and restitution as well as land tenure issues;

• The **Urban and Rural Development Frameworks**; and

• **Spatial development initiatives** and the **industrial development zone** policy of the Department of Trade and Industry.
**IDP applicability**

Spatial planning is a core component of the IDP process. It identifies spatial issues and trends for which specific spatial strategies are formulated, such as, for example, the integration of previously segregated areas. It also gives a localised spatial dimension to development principles, objectives and projects. It must form the basis for the local government’s land use management system. In dealing with this crosscutting dimension in the IDP process, the following are important guidelines:

**Define what the spatial dimension means in your municipality, and how it is to be addressed in the IDP process**

As far as possible IDP information, issues, strategies and projects should be localised or represented on a local/municipal area plan by considering their spatial dimension. Available spatial information, including current spatial trends and issues, the spatial dimension of other issues (e.g. poverty), special spatial issues such as land reform or the existence of an industrial development zone and its implications, as well as the spatial impact of other crosscutting dimensions (e.g. identified environmentally sensitive areas), should also have to be described and mapped.

While the physical location of a project should be noted in each project proposal, specific projects could also be formulated to support spatial strategies. This could include measures to stimulate development according to specific principles, ranging from rates rebates to direct investment by local government in infrastructure and catalytic development projects. These projects would have a direct influence on the spatial form of the municipal area, for example stimulating development in open areas between areas of the municipality in such a way as to ensure spatially integrating those areas. (The indicators that form part of a project proposal to address a spatial strategy should include spatial indicators where applicable, e.g. the number of links established between two formerly separated areas by the implementation of a housing project between those two areas).

**What does the spatial dimension mean for participation and representation?**

To ensure that spatial issues are taken up from the earliest stages of the IDP process, it may be necessary to include experts as early as the analysis phase. It is also important to ensure geographic representation of the various areas of the municipality occurs for the IDP process.

**Mainstream the spatial dimension in the planning process**

The spatial dimension is not only relevant in localising issues, strategies and projects, spatially, but spatial planning itself must form part of the IDP process. Spatial issues will emerge from the Analysis Phase, and spatial strategies need to be formulated for inclusion in the integrated spatial development framework, produced as an output of the IDP process. When undertaking spatial planning, it will be important to consider and localise the principles, currently contained in the Development Facilitation Act, that have a spatial dimension. It will also be important to take into account the spatial dimensions of other strategies, and align those with the spatial strategy. For example, if development nodes are identified in terms of the spatial strategy, it will be important to ensure that infrastructure-related strategies also focus on these nodes as priority areas.

The spatial dimension of strategy-making is one of the key tools that can be used to ensure that local planning leads to integrated outcomes. It provides a tangible link between strategy and the local context. If the spatial dimensions of all strategies are aligned, a big step towards integrated planning has been achieved.
The spatial dimension and implementation

One of the key spatial planning issues is the linkage that has to be created between spatial planning and land use management. The term land use management refers to both the control of development and the pro-active facilitation or stimulation of development. These two aspects place different requirements on the spatial planning component of the IDP. The control aspect requires that the spatial development framework should contain enough detail to guide the implementation of land use rights by means of town planning schemes or other tools, while the pro-active aspect requires the identification of measures to stimulate development.

3.2.3 Economic development

Local government role

Municipalities are a key player in shaping the local economy. A local economic development plan is a required output of the IDP process. It also holds many direct advantages. The White Paper on Local Government states specifically, that one of the key outcomes of developmental local government is the maximising of social development and economic growth. Fundamental to the role local government in economic development is the need for municipalities to assess their own comparative and competitive advantage and to base their LED strategy on it.

Municipalities’ direct involvement in the local economy includes:

- Formulating policy and leading integrated economic development;
- Collating and interpreting economic information through economic research and maintaining an economic database;
- Co-ordinating government’s economic development and related programmes;
- Providing infrastructure for business activities in previously disadvantaged areas;
- Facilitating sustainable community projects;
- Supporting small, medium and micro-enterprises (SMMEs) by facilitating access to funding and training; and
- Developing incentives for local municipal investment.

The more indirect involvement could include:

- Creating an enabling environment, by rendering better services;
- Improving operational efficiency, by speeding up the processing of licensing applications;
- Attracting and facilitating development funding for the municipal area; and
- Disseminating information on LED, in conjunction with other spheres of government, civil society organisations and the private sector.

When promoting these strategies, municipalities can take on various roles. Some of these roles may require institutional change and additional resources, where the municipality acts as a:

- Co-ordinator, to establish LED policy, propose strategies, and lead the planning and co-ordination of local service provision;
- Facilitator, to streamline the development process, improve planning procedures and zoning regulations to improve the investment environment;
- Stimulator, to increase business activity by compiling brochures on local investment opportunities, promoting a particular tourism theme or activity in a key venue, building industrial estates or manufacturing workshops, and providing premises at low rents to small and medium-sized enterprises; and
- Entrepreneur/developer, taking full or substantial responsibility in the establishment and/or operation of business enterprises, co-operatives or non-profit ventures.
In respect of the use of funds accessed via the LED Fund, municipalities are responsible for the management and delivery of projects. Provinces and national government, on the other hand, are responsible for project monitoring and evaluation.

**Policy Framework**

The key policy document that should be considered is the recent Local Economic Development Policy Paper – Second Draft (September 2000) that seeks to clarify the problems, visions and objectives, interventions and institutional requirements that all spheres of government will address to make LED a reality in municipalities. The challenges, principles and policy approach summarised below were taken from this draft Policy Paper. Readers should verify the contents of this section against the final Policy Paper as soon as it becomes available.

LED is concerned with redistribution challenges, addressing socio-economic objectives and establishing linkages and complementarity between large-scale and small-scale projects in a given area to link government’s developmental and economic objectives. The context for funding of LED activities is fragmented and existing economic development programmes and social welfare functions may not always be co-ordinated in an optimal manner.

**LED principles** that need to underpin the local integrated development planning processes are:

- Establishing a lead sector in local development;
- Maintaining a rural focus where appropriate;
- Ensuring sensible forms of redistribution;
- Achieving complementarity between large and small projects; and
- Establishing linkages to government’s macroeconomic and broader development strategies and strengthening the system of intergovernmental relations.

The new policy approach, in terms of LED initiatives, focuses on the mobilisation of internal resources, capacities and skills to arrive at locally appropriate strategies rather than on attracting outside industry through subsidies, tax holidays and free infrastructure/services.

Innovative, creative and experimental strategies are called for. Such strategies will need to draw upon all capacities within the municipal area, in particular, those of local communities, who have to date had very little involvement with LED or other aspects of municipal governance. LED strategies should target those who are most in need, including rural residents, women and children, the elderly, disabled people, people who are HIV-positive or who are living with AIDS. Environmental implications of LED strategies should be considered, when developing LED strategies.

A number of government programmes to address LED exist, most of them with some funding mechanism in place. These include:

- **LED Fund**: Provides financial support up to a maximum of R1,5 million to municipalities engaging in projects that will lead to job creation, poverty alleviation and redistribution. It has been designed to be responsive to local initiative.
- **DPLG Social Plan Fund**: Provides “Regeneration Study Grants” to local authorities which are experiencing large scale retrenchments.
- There are also much larger funding resources available for financing the development and maintenance of infrastructure and services, including the Consolidated Municipal Infrastructure Programme, National Housing programmes, Spatial Development Initiatives and Department of Transport’s subsidy programme.
• **Business incentive schemes** administered by the Department of Trade and Industry (DTI), the Industrial Development Corporation (IDC) and related agencies. These incentive programmes attempt to capitalise on the “competitive edge” of specific areas.

• **Khula** supports the provision of **loans to and equity investments in SMMEs** by issuing guarantees on behalf of entrepreneurs to financial institutions.

• The **Development Bank of Southern Africa (DBSA)** is a development finance institution that municipalities can approach for grants and loans to finance LED initiatives. Financial assistance is also available for developing infrastructure (including municipal, rural, social, eco-tourism and entrepreneurial infrastructure).

• There are a number of government programmes that **focus on job creation and poverty alleviation**. These include labour intensive initiatives targeting the unemployed. For example, the Community Based Public Works Programme and the Working for Water Programme.

**IDP applicability**

In considering LED as part of the IDP process, the following can be used as guidelines:

**Define what LED means in your municipality and how you will address LED requirements**

The policy approach to LED is that it should relate to the local circumstances and use available resources and capabilities in the municipal area. This means, firstly, that information has to be gathered to identify LED issues in the area, and importantly to identify local potentials and resources that could be useful to address LED issues. The strategic principles and guidelines should be localised, e.g. if a lead sector is to be established in the area, what are the potential sectors to fulfil this role? What are the redistribution problems in the area that need to be addressed?

**What does LED mean for participation and representation?**

It is important to involve experts/specialists in local economic development in the planning process, from the initial stages of analysis (e.g. municipal wide analysis) to strategy and project formulation and the formulation of an integrated LED programme as an output of the IDP process. Because of the importance of identifying and harnessing local resources and potentials, the involvement of wide range of diverse stakeholders is important – local organisations such as business forum, NGO or agricultural organisations could make a valuable input in terms of LED.

**Mainstreaming LED in the planning process**

If LED is identified as a priority issue in the IDP process, specific strategies and projects will be formulated to address LED. LED however represents the economic dimension of development at the local level and should be considered throughout the IDP process even if it has not been identified as a priority issue. This means that opportunities for LED have to be considered and included in strategies and projects that are formulated to address priority issues, and also in the compilation of plans and programmes that form part of the operational strategy. The economic impact of strategies, projects and programmes should also be considered.

**3.2.4 Institutional Dimension**

**Local government role**

Municipalities must ensure that their respective institutional arrangements are designed in such a manner that it will enable the realisation of the new vision of developmental local government.
Despite the new vision of developmental local government, outdated and inappropriate institutional arrangements and practises remain embedded in many municipalities. Many administrations are still rule-driven bureaucracies, and do not serve the public in a responsive way. In many of these cases, the administrations are not structured in a manner that enables it to undertake multi-sectoral and sustainable development activities such as integrated development planning. Many departments within the same organisation do not co-ordinate their activities with each other. Furthermore, many administrations are inward-looking, and unable to respond to changes in the policy environment.

One of the major challenges facing municipalities after the 2000 elections is to integrate all aspects of the municipality, e.g. the organisational structure, the placing and development of personnel, the review of by-laws, policies, practices and procedures, compiling budgets, consolidating contractual obligations, assets, liabilities and many more.

Developmental local government should adopt a strategic and integrated approach to local governance. This implies that municipalities will need to mobilise adequate and appropriate institutional capacity and resources to plan and implement the development agenda set in the integrated development planning process. The institutional capacity required for the sustainable, effective and efficient development of a municipal area, necessitates the levering of institutional capacity from within the municipal administration as well as a range of role-players from within and outside the municipal area.

Municipalities as institutions need to be transformed with a view to providing strong leadership, implementing decisions effectively, achieve greater co-ordination and integration in internal business processes and manage in a multi-disciplinary manner. In addition municipalities are required to give effect to new arrangements; for managing, resourcing and implementing with regards to the distributions of powers and functions, facilitating processes of inter-governmental co-operation, ensuring developmental outcomes, and providing democratic and accountable government to the communities they serve.

Municipalities may lever their institutional capacity by initiating managerial and administrative reform. Such reforms could include:

- transforming existing organisational arrangements, cultures, procedures and practises to respond more effectively to the development priorities emerging from the IDP process;
- conducting a review of their policies and by-laws;
- establishing integrated development planning as the basis for the municipal budget, human resource deployment and skills development, in the context of employment equity demands;
- selecting more appropriate forms of service delivery considering options such as corporatisation, partnerships, outsourcing, leasing and concessions;
- establishing a performance management system, that will not only serve to assess the performance of the municipality, but will inform institutional reform and organisational development processes; and
- providing a constructive role for traditional leadership at local level in the governance and development of rural communities in affected municipalities.
Legal and Policy Framework

The Constitution established three spheres of government, which are distinctive, inter-dependent and inter-related. Within the local government sphere the legislative and executive authority is vested in the 284 newly established municipalities. This means that the power of municipal councils to draft and implement legislation is protected in the Constitution. Municipalities may therefore use their legislative and executive authority to create the necessary institutional capacity required for the development of its area of jurisdiction.

According to the Constitution, Section 152, a municipality must strive, within its financial and administrative capacity, to achieve the following objectives of local government:

- To provide democratic and accountable government for local government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in the matters of local government.

This implies that municipal institutions need to be assessed in the context of their specific circumstances, and be judged against their ability to meet the needs of their local communities.

The Constitution requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, to promote the social and economic development of the community; and participate in national and provincial development programmes.

The White Paper on Local Government emphasises the need for transformation of the municipal administrative system without proposing any particular organisational arrangements. It stresses that the IDP process should be "managed within municipalities to provide a way of enhancing the strategic planning capacity of the administration, building organisational partnerships between management and labour, and enhancing synergy between line functions.

The Municipal Structures Act determines the categories and potential types of municipalities. Municipalities need to choose an appropriate type of municipality that will best address the institutional requirements and demands specific to the local context and the profile of its constituency.

The Municipal Systems Act provides that the administration of a municipality must be responsive to the needs of the local community. The Act focuses on the internal systems and administrative arrangements of the municipality and uses IDPs as the point of departure for performance management, resource allocation, organisation change and development.

The Act deals with guidelines on:
- achieving public accountability;
- the formulation of by-laws;
- setting municipal tariffs with a view to the long term sustainability of service deliver;
- improved credit control and debt collection measures to ensure the financial viability of municipalities; and
- establishing a system for performance management.
The Act further provides for a wide range of service delivery alternatives that will enable municipalities to lever institutional capacity from outside its organisational structure. Municipal services must be provided in a manner that is “conducive to the prudent, economic, efficient and effective use of available resources” and “be financially sustainable”.

In terms of the Municipal Finance Management Bill, budgets are to be prepared in accordance with the municipality’s IDP, but may not exceed a growth factor determined by the National Treasury.

Procurement of goods and services in support of development initiatives must be done in accordance with the Preferential Procurement Policy Framework Act.

**IDP Applicability**

Institutional capacity is a critical success factor for local developmental processes. The formulation of development strategies and projects and the compilation of the financial and institutional plans need to be founded on a firm and clear understanding of available institutional capacities for managing, implementing and monitoring the development related activities.

In considering the institutional dimension of development as part of your IDP process, the following can be used as guidelines.

**Define what the institutional dimension means in your municipality, and how it should be addressed in the IDP process**

Each municipality should reflect upon its role in the development of the municipal area through:

- Developing a clear understanding of the legal and institutional framework that should contribute to shaping the organisational design and structure of the municipality by clarifying:
  - the key roles defined for the respective categories of municipalities;
  - the functional and administrative requirements imposed by the respective types of municipalities; and
  - the division of powers and functions as outlined in Schedules 4b and 5b of the Constitution, Section 84 of the Municipal Structures Act and the amendment to Section 84 of the Structures Act.

- Conducting an audit of existing municipal institutional capacities and constraints by:
  - preparing an organogram, depicting existing institutional capacities;
  - preparing a strategic level skills audit of exiting skills and capacities within the administration; and
  - preparing an overview of institutional strengths and weaknesses of the municipality in relation to, policies and by-laws, cultures, procedures and practises in the context of the new requirements of developmental local government.

- Identifying municipal institutional constraints and potentials under consideration of the organisational structure, existing skills and employment equity considerations, policies and by-laws, cultures, procedures and practises in relation to the development priorities emerging from the IDP process.

- Preparing an inventory and preliminary strategic level assessment of the institutional capacity of other developmental role-players outside the municipality.
How can institutional issues be incorporated in the participation process?

It is important to involve institutional, human resource and financial experts where possible from the initial phases of the planning process for the municipal wide analysis, formulation of strategies, projects and an Integrated Institutional Plan. Where the local municipality does not have the capacity, resources or competency to effectively address all development priorities and initiatives it should, as part of the IDP process, create opportunities for various role-players to define their respective contributions to the development of the local area. It is important that the municipality engage with a range of diverse stakeholders and role-players that have institutional capacity to contribute to development initiatives in the local area. These may include other government role-players, NGOs, the private sector, interest groups and local communities.

Ensuring Institutional Sustainability

Institutional sustainability should be considered as part of the design and assessment of all development strategies, project and programmes developed during the IDP process. The operational and maintenance implications of all development initiatives should be considered and quantified in terms of its implications for the organisational structure and human and financial resources of the municipality. Decisions should contribute to ensuring the long-term financial viability of the municipality and the sustainable development of the municipal area as a whole. Not taking into account these considerations may for example lead to a capital investment made to construct a clinic being completed, but not having staff to operate the facility or available operational funding to maintain the facility. Another example would be proposing rebates on service payments and rates to attract economic development resulting in the municipality not receiving enough income to maintain the infrastructure required by new developments.

When providing services that require substantial infrastructure development, municipalities can choose from a number of options in order to meet the service needs of communities in their area. An important consideration in this regard is the level at which a service is provided. The choice of service level is to be informed by the levels of affordability of the institutional costs to the municipality and financial costs to the beneficiaries. Such decisions will have a critical impact on the long-term viability of the particular service and the municipality as a whole.

Where the municipality is not the primary delivery agent, it should ensure that development initiatives can be institutionally supported by the responsible development partner on a sustainable basis.

The role of partnerships in the quest to ensure institutional capacity and sustainability

A range of partnership arrangements (public-public, public-private, public-community) may be used as an approach to harness the institutional capacity and resources (such as expertise, investment and management capacity) of the public and private sectors as well as community based organisations in support of development of the municipal area. Municipalities should consider appropriate partnership arrangements when formulating strategies and designing development projects. The decisions regarding such partnership arrangements should be formalised and included in the Institutional Plan that needs to be prepared in the Integration Phase of the IDP process.
Mainstreaming institutional considerations throughout the planning process

The institutional dimension should be considered throughout the IDP process. If institutional issues arise as a priority issue in the IDP process (e.g. in newly established district municipalities where no institutional capacity exists or in an established municipal where institutional problems severely impair the ability of the municipality to fulfil its constitutional mandate), specific strategies and projects should be formulated to address these issues.

In cases where institutional issues have not been identified as priority issues, the institutional dimension of local development, needs to be considered in the:

- Analysis phase, to develop a municipal wide institutional analysis to inform the formulation of institutionally sustainable strategies and projects.
- Strategies phase, to prepared strategic institutional guidelines to provide direction on viable and feasible institutional approaches.
- Project phase, to indicate the institutional arrangements associated with each project.
- Integration phase, to ensure the planning outputs are managerially linked to implementation.

3.2.5 Poverty alleviation

Local government role

A third of all South African households are living in poverty. In many respects, the Local Government White Paper sets the poverty alleviation agenda for municipal government. A poverty focus means that each municipality must strive to ensure that the needs of vulnerable and destitute households within its area of jurisdiction are adequately and sustainably addressed.

Policy principles

The primary policy approach in respect of poverty alleviation is framed within the equity-focus of the Constitution. Tackling poverty issues requires changing the conditions that keep both women and men poor and, in the process, recognising the different ways in which communities and households might experience poverty.

A key governmental programme targeted at poverty alleviation is the Local Economic Development Programme, discussed in greater detail in section 3.2.3 of this Guide. Another important initiative is the Welfare Strategy which seeks to establish vital safety nets for households and communities specifically vulnerable to conditions of poverty. All government programmes concerned with the outcome of poverty alleviation emphasise the significant role of community partnerships and the need to involve communities and households affected by conditions of poverty in combating poverty.

Importantly, most government sector programmes have been informed to tackle conditions of poverty, such as the Housing Subsidy Scheme. Each of these programmes should be seen as a sectoral effort and contribution which municipalities can draw upon to address conditions of poverty in their municipal areas. These sectoral contributions cannot resolve poverty separately; rather they should form part of an integrated and strategic intervention to target the specific local poverty issues.
**IDP applicability**

Developmental local government is, in many ways, about alleviating conditions of poverty at the local level. This is the municipal mandate of municipalities in terms of recent policy and legislation, which is a shift from the traditional focus of local government from more technical issues such as the provision of municipal services and infrastructure. The following section aims to provide clues on how to approach poverty issues as part of the municipal planning process.

**Make poverty alleviation a core focus of municipal planning and delivery.**

Poverty alleviation is a core area of focus of Integrated Development Planning. As such, mainstreaming poverty alleviation into the IDP process means that poverty alleviation interests feature throughout the process, from the preparation through to the strategy formulation and integration phases. To ensure that poverty alleviation is a core focus of planning and delivery, it is necessary to define what poverty means in the municipal area. This can be facilitated by identifying and specifying what conditions and poverty levels are experienced, not only in terms of income but also in terms of access to socio-economic resources and opportunities, as well as life-sustaining services such as shelter, basic services and a healthy environment. Understanding how poverty affects different settlements and sections of the community will enable the planning process to be more focused and informed by the development needs of these settlements and communities. This would also ensure that throughout the planning process the performance of different strategies, projects and programmes is effectively measured against their respective impacts on households affected by conditions of poverty.

**Ensure that the voice of households and communities affected by poverty is heard in the IDP process.**

Specific attention must be given to the manner in which households and interest groups affected by conditions of poverty are to engage with and participate in the IDP process. The involvement of poverty advocacy groups may be a way to ensure that the decisions reached in the course of the IDP are mindful of the interests of the poor and do not impact negatively on communities living in conditions of poverty. As many of the poor are also illiterate and innumerate, it would be critical to consider preparing and distributing information relating to the IDP process and outputs in an appropriate manner.

**Consider the debates on how to achieve poverty alleviation in planning and implementation.**

There are varied opinions on the best way to achieve poverty reduction. Economic growth is often portrayed as an essential platform for employment creation. To achieve economic growth, different strategies may be sought including the promotion of industrial or commercial activity within the municipal area. Another opinion on the matter of poverty alleviation argues that the provision of social infrastructure is the key precondition for the poor to participate in the economy and be capacitated to overcome their conditions of poverty. This means that the prioritisation of municipal spending in favour of either economic growth or social investment needs to be debated in the planning process. Typically, these debates may focus on the merits and de-merits of prioritising new service delivery in settlements where backlogs are significant versus maintaining services in areas where economic activity is a key factor of job-creation and retention in the municipal area.
Similarly, during the project design phase, labour intensive construction mechanisms may be selected to promote poverty alleviation. These may not always be the most cost-effective short-term solutions and various options would need to be debated. However, it is worth costing the negative outcomes of high unemployment as well as the advantages of cheaper capital intensive projects when evaluating the preferred method for implementing development strategies.

**Develop an Integrated Poverty Alleviation and Gender Equity Programme**

To ensure that a consistent set of measures to reduce poverty is developed and implemented, the IDP will have to include an Integrated Poverty Alleviation and Gender Equity Programme. This Programme will have to refer to the results of the socio-economic analysis performed during the analysis phase as well as to the strategy guidelines on poverty, and provide a consolidated summary of poverty and gender-related activities relevant to the projects. As part of the process of developing the Programme, attention will have to be given to ensuring that the major poverty-related problems identified in the municipal area are being addressed, and that the measures taken to address the priority issues identified in the analysis, do not unduly increase poverty.

### 3.2.6 Gender

**Local government role**

Gender issues, like inter-generation issues, are not simply issues about or concerning women only, they are development issues that affect all the residents of a municipal area. They manifest themselves in terms of different and unequal access to and control of resources and power between men and women. As such, they can entrench conditions of poverty among specific segments of the municipal population (i.e. single headed households, the aged, children, etc), which in turn affects the overall level of poverty and/or development at the local level. Gender equity in a developmental context is about ensuring that both men and women have equal understanding of, access to, and control over social, political and economic resources.

To promote gender equity, local government has a critical role to play in reformulating municipal procedures and practices to ensure greater representation and accessibility. In formulating rules for equitable access to municipal resources and opportunities, municipal government will ensure that norms, values and practices that perpetuate gender discrimination and disempowerment are challenged.

This should take place in respect of those matters that impact on women of all classes, cultures and races, such as setting delivery standards, setting of tariffs, public transport systems and procurement policies.

**Policy principles**

There are no single policy proposals or programmes pertaining to gender issues, aside from the Constitutional provisions of the Bill of Rights. Instead most of the national legislation and policy developed since the democratic transition in 1994, makes explicit the notions of gender equity and equality as key principles of development.

Further, the legal framework relating to municipal planning and delivery sectors such as water and sanitation and national development programmes, such as the housing programme, acknowledges the significance of gender issues, by:

- Specifying concerns over gender equity in the allocation of resources for development;
- Requiring gender-sensitive representation and participation in decision-making; and
- Setting specific targets for access of women and female-headed households to development programmes.
**IDP applicability**

Gender issues are about complex social, economic and political relationships that are not necessarily easily introduced into the IDP process. The following section seeks to provide clues about how to bring gender issues into the process.

**Define what gender issues mean in your municipality, and how they will be addressed in the IDP process**

Firstly, it will be necessary, in the preparation phase, to reach a common agreement on how gender issues will be defined for and inform the process. This will include defining what type of gender issues are relevant in the municipal area. Where possible, aggregating information according to gender would facilitate the development of strategies and projects that impact on gender equity and development. For example gender issues can play themselves out in terms of unequal access to employment opportunities between the sexes, it may also be about specific vulnerability to conditions of poverty among single-headed households, or even high levels of domestic violence. Similarly, setting indicators for projects that specify desired outcomes in terms of gender issues would make the objective of gender equity more tangible.

**Ensure adequate representation during the process**

It is necessary to encourage the full representation of women in all aspects of the IDP process, in public participation activities, among technical, professional and implementation staff and through the IDP Representative Forum. Whilst having more women in structures participating in the IDP process is necessary it is not sufficient, to ensure that gender issues feature as part of the IDP process. Municipalities will also have to look at how to increase their own capacity to ensure that the needs of different social groups can be met through the IDP process, by possibly calling on gender advocacy and support groups.

**Mainstream gender issues throughout the IDP process**

Unlike transport or water, gender issues are not sectoral. Viewing gender issues as cutting across all aspects of development does provide a point of departure in this respect. This means that gender issues should feature as part of the process in a targeted systematic manner, not through a once-off acknowledgement of their importance, but continuously in all the phases of the process. Throughout the planning and implementation process and during the monitoring and evaluation activities key questions may be raised to verify that gender issues have received adequate attention. It will therefore be necessary to consider the impact of specific strategies and projects on gender relations. It would be critical to assess how proposed projects and programme take into account the specific user needs of women and single-headed households, such as accessibility and affordability. For instance, where a significant proportion of households in a municipal area is female-headed, their specific needs and priorities might differ from another area where there is a more even spread of male and female heads of households. Issues such as child-care, safety and security and female healthcare may be more prominent in such areas and could best be addressed as part of a gender-focused strategy and set of projects.

**Develop an integrated gender equity programme**

In addition to integrating gender issues as a crosscutting dimension through all the aspects of the IDP, focusing directly on gender issues as a means to address poverty alleviation and equity will require the development of an integrated gender equity programme. This should be integrated into an Integrated Poverty Reduction/Gender
Equity Programme which demonstrates the compliance of the municipal IDP with policy guidelines related to gender issues. This programme should assist in applying measures directed towards alleviating gender inequality and serve as a basis for gender-specific monitoring. Finally, it will be necessary to ensure that the Integrated Poverty Reduction/Gender Equity Programme is adequately resourced in terms of the Integrated Institutional Programme and the 5-Year Financial Plan.

### 3.2.7 HIV/AIDS

**Local government role**

HIV/AIDS is a priority issue for all spheres of government. The problem can be summarised as follows:

- South Africa has the fastest growing HIV epidemic in the world;
- The latest antenatal surveys show that 22.4% of all pregnant women in the country are infected; and
- Communities and households that are the most affected by HIV/AIDS are also the least able to cope and live in areas that have the least access to socio-economic and infrastructure services.

**The impact of HIV/AIDS** and the requirements of households, affected by the epidemic, will in turn affect municipal services and economic activities. This implies that HIV/AIDS is not simply a health issue, and requires that all government institutions have to be up-front in terms of involving themselves in the fight against AIDS. For example, municipalities will need to evaluate the extent and nature of the impact of the pandemic on their municipal service providers’ function, according to their specific HIV/AIDS contexts.

In addition, the drafting of a HIV/AIDS workplace policy is a requirement of the National HIV/AIDS and Sexually Transmitted Diseases Strategic Plan for all public institutions.

**Policy principles**

The following principles are contained in the Strategy for HIV/AIDS and Sexually Transmitted Diseases Prevention, Treatment and Care Efforts for South Africa. They form the basis of government approach and have a bearing on the manner in which municipalities should incorporate this cross-sectoral issue in their planning and delivery functions:

- People with HIV and AIDS shall be involved in all prevention, intervention and care strategies;
- People with HIV and AIDS, their partners, families and friends shall not suffer from any form of discrimination;
- The vulnerable position of women in society shall be addressed to ensure that they do not suffer discrimination, nor remain unable to take effective measures to prevent infection;
- Confidentiality and informed consent with regard to HIV testing and test results shall be protected;
- Education, counselling and health care shall be sensitive to the culture, language and social circumstances of all people at all times;
- The government has a crucial responsibility with regard to the provision of education, care and welfare of all people of South Africa;
- Full community participation in prevention and care shall be developed and fostered;
- All intervention and care strategies shall be subject to critical evaluation and assessment;
• Both government and civil society shall be involved in the fight against HIV/AIDS;
• A holistic approach to education and care shall be developed and sustained;
• Capacity building will be emphasised to accelerate HIV/AIDS prevention and control measures; and
• Sexually Transmitted Diseases prevention and control are central elements in the response to HIV/AIDS.

The HIV/AIDS Plan 2000 identifies the focus of government action in respect of HIV/AIDS as, a reduction of the number of new HIV infections (especially among youth) and of the impact of HIV/AIDS on individuals, families and communities. Specific strategies referred to in the Plan include:
• An effective and culturally appropriate information, education and communications (IEC) strategy;
• Increasing access and acceptability to voluntary HIV testing and counselling;
• Improving STD management and promote increased condom use to reduce STD and HIV transmission; and
• Improve the care and treatment of HIV positive persons and persons living with AIDS to promote a better quality of life and limit the need for hospital care.

IDP applicability

HIV/AIDS impacts on all aspects of development; yet local authorities may find it difficult to introduce HIV/AIDS issues in the IDP process and outputs. The following section aims to provide clues on how to approach those issues as part of the municipal planning process.

Identify where and how HIV/AIDS is affecting current and future development in the local area

The overwhelming majority of municipalities currently have among their constituents, households and portions of their communities affected by HIV/AIDS. To understand where and how the pandemic is progressing will enable the municipality to understand how its communities are likely to develop in future and what their development needs and requirements will be. Conversely, should HIV/AIDS trends not be taken into consideration, resources expended in terms of the IDP process and municipal budgets will be mismatched with the consequences of HIV/AIDS on the local community. As such, local resources will not be utilised in a fully sustainable and beneficial manner.

Plan with the impacts of HIV/AIDS in mind

Planning for the future development of the municipality means taking into account the future impacts of HIV/AIDS at the local and community levels. HIV/AIDS will impact on affected households, not just the individual. These households and communities are likely to have specific social support requirement as their economic situation is likely to worsen as they have to divert a greater proportion of their income towards medical expenses. HIV/AIDS is likely to impact on affordability levels in particular in relation to payment for services, and private investment in housing and commercial activities. Further, AIDS related diseases such as diarrhoea require access to piped water and good sewage systems. This may have a bearing on the level of services which municipalities select and on the manner in which capital investment priorities are selected in the course of the IDP process.
Give HIV/AIDS a voice in the municipal planning process

Although the pandemic is spreading and impacting on many activities in the country, people are still uneasy about coming forward with evidence and experience of the disease. This means that, to ensure that the impacts and requirements of HIV/AIDS are adequately mainstreamed into the IDP process and outputs, specific measures may be required, such as involving resource persons interacting with households and individuals affected by the pandemic. This role could be played by district health or community health officers, as well as HIV/AIDS advocacy and support groups, in all the phases of the process.

Develop an Integrated HIV/AIDS Plan

The Integrated HIV/AIDS Plan should spell out what actions the local municipality will take in respect of the management of the pandemic and its impacts at the local level. To ensure that the Plan is implemented, attention will need to be given to the human and financial resources allocation to the implementation of the HIV/AIDS Plan. Because the fight against HIV/AIDS and its development impacts spans beyond the immediate resource base of local government, it will become important to craft strategic partnerships with role-players and stakeholders involved in and affected by the pandemic. These will range from the district municipality, to the business sector, to community organisations and other concerned and responsible governmental institutions.

3.2.8 Urban and rural development

Local government role

A key responsibility of municipalities is to ensure integrated planning and management for efficient functioning of cities, towns and rural areas. In the Urban Development Framework, this role is defined in relation to:

- The desirability of embarking on a Local Agenda 21 programme, and to integrate it into local planning and development initiatives. As stated in section 2.1.2 of this Guide, Local Agenda 21 can add value to the IDP process, but should be regarded as a value adding and not parallel process;
- The selection of levels of services by municipalities in respect of the needs of their communities and the ability to pay for them;
- The undertaking of long-term planning and financial modelling with respect to infrastructure investment programmes and in relation to the long-term planning of national and provincial departments; and
- The levying of user charges to cover recurrent operating costs.

Although the policy documentation consulted to inform the drafting of this section separates urban from rural development, it is critical to acknowledge the interdependency between both.

The problem statements of both the Rural and the Urban Development Frameworks can be summarised as follows:

- The spatial and economic structure of urban areas does not serve the needs of the majority of the population. This generates a range of socio-economic and environmental costs, such as long commuting distances, which are largely borne by the lower income groups;
- Communities living in rural areas are particularly vulnerable to conditions of poverty;
- Significant backlogs in terms of municipal services still persist in both urban and rural areas; and
- Municipalities do not always have the financial and human resources to address these problems.
Policy principles

The policy documents drawn upon to inform this section are the Urban Development Framework and the Rural Development Framework. The reader should take note that the Urban Development Framework is currently being reviewed, under the leadership of the Department of Housing.

The principles developed in both policy documents are defined according to the following principles:

- **Integrating urban and rural settlements** based on access to sound social and physical infrastructure;
- Ensuring the **democratic and participatory aspects of municipal planning** to achieve accountability and enhance access to resources and opportunities;
- Promoting **environmental sustainability** in development;
- Supporting measures to **provide safety and peace for all**; and
- Considering the **financial and redistributive requirements** of development.

Four strategic programmes have been developed through the Urban Development Framework. These programmes were conceptualised to ensure that the various national programmes developed by other government departments are structured and implemented in a co-ordinated and coherent manner, and include:

- Integrating the city;
- Improving housing and infrastructure;
- Promoting urban economic development; and
- Creating institutions aimed at fostering significant transformation and building capacity of government.

Five strategic programmes are envisaged in the Rural Development Framework that seek to build:

- Local democracy and development to support the establishment of local institutions for rural development;
- Local economic development and rural livelihoods to define job-creation opportunities in several sectors, strengthen local partnerships, and incorporate environmental concerns into rural economic development;
- Rural infrastructure to develop and upgrade rural household infrastructure;
- Social sustainability to clarify the rights of the disadvantaged and vulnerable rural groups and to look at ways in which they can contribute to better service delivery and living conditions; and
- Local capacity to plan and implement.

IDP applicability

Traditionally, the concern of municipal management was primarily focused on urban development. This concern has, since the re-demarcation process, been redefined to encompass rural development as well. As such, the range of issues which municipalities now have to tackle has been broadened and diversified. The following section aims to provide clues on how to approach those issues as part of the municipal planning process.
Planning for both urban and rural areas

Prior to the re-demarcation process, most local councils were responsible for planning in mostly urbanised area. Since the re-demarcation, the area of jurisdiction of local municipalities covers rural as well as urban areas. This does not mean that similar development solutions should be sought across the municipality, in areas such as service provision for example. However, the development needs of both rural and urban areas need to be addressed so that planning for delivery in urban areas does not happen at the detriment of rural development and vice versa.

Participatory aspects in urban and rural areas

To ensure that the needs of both rural and urban areas are adequately addressed, specific attention will have to be given to the logistical requirements of participation activities in the process. With the re-demarcation of municipalities, the area of jurisdiction of the local municipalities has greatly increased, along with their population. Some local communities also reside far away from the urban core. This means that the participatory aspects of IDP need to be strategic in identifying and ensuring the involvement of key representatives and stakeholders who are able to speak for rural dwellers. It also implies that special logistical arrangements may need to be made to provide for the travel and transportation needs of some of the participants in the IDP process.

Consider the linkages between urban and rural development

In planning for delivery and development in either rural or urban areas, attention should be given to the functional inter-linkages between both types of municipal areas. For instance, in designing strategies that are geared towards economic development, attention could be given to the manner in which urban facilities may serve to enhance rural activities. For example, if the promotion of a particular crop for agricultural production is seen to be advantageous in a particular municipal area, attention should be given to the support role which more urban areas can play in respect of functions such as marketing and distribution. Conversely, the more urban areas of municipalities can capitalise on the opportunities which rural areas provide.

If urban or rural development issues are prioritised consider developing an integrated urban and/or rural development programme

The integration phase is an important opportunity to verify that crosscutting issues and dimensions have adequately been addressed. At this phase, the general urban/rural development guidelines and principles should have been incorporated into the IDP programmes and plans. If rural and/or urban development issues are prioritised in the analysis phase, and these are the focus of specific strategies and projects, the municipality may consider consolidating and integrating these into a dedicated urban and/or rural development programme to ensure coherent and dedicated public investment in those realms.
4. OVERVIEW OF DEVELOPMENT SECTORS

Sectors are defined here as fields of intervention aimed either at specific human needs (such as food, housing, water, health, education, transport, recreation) or as specific ways of satisfying human needs (such as agriculture, trade, mining, tourism). Sectors, as fields of intervention, are frequently related to specific planning and implementation agencies (departments, ministries) heading up such interventions. The key characteristic of sectors in the IDP process is that they may or may not be considered in the planning process, depending on the specific local needs and resources. Section 4.1 aims to provide generic guidelines for dealing with sectors in the IDP process.

The chapter on “sectors” includes such departmental tasks and programmes, which do not fulfil the characteristics of a “dimension” discussed in Section 3. The following sectors are dealt with here:

- Health
- Education
- Tourism
- Safety and Security
- Land (Land Reform Programme)
- Energy
- Transport
- Water and Sanitation
- Housing (National Housing Development Programme)
- Infrastructure (Consolidated Municipal Infrastructure Programme)

Each of these sectors has a national (and in some cases provincial) department with policy and programmes that can be taken into consideration in the course of the local planning process. The focus of this section is on sectors, and specific national programmes within those sectors, which may particularly assist local government in terms of local delivery by providing policy and legislative guidance, funding or other guidance and/or support. There are numerous other sectors that could have been dealt with here (agri-forestry, manufacturing, retail etc.). The focus here, is however, on those sectors that are particular local government competencies, that have specific national or provincial departments with policy and legislation impacting on local government or that have specific relevance for local planning, Section 4.2 provides guidelines for dealing with each of these specific sectors in the IDP process.

For each, the local government role is outlined and an overview of the major policy issues and principles that guide local planning is provided. Finally planning process hints are provided for each sector. This is an initial exploration of the sector-IDP linkages and, as such, should form the basis for further discussion and refinement based on interaction with those engaged in local planning processes and those in national and provincial sector departments or support agencies.

4.1 Generic guidelines for dealing with sectors

The primary message of the guidelines is that the local circumstance differ from municipal area to municipal area. Therefore, in each local context, planning decisions relating to sectoral contributions should be directly informed by the specific local context. In fact, certain sectors or aspects of sectors may not relate to the priority issues in a given municipality, and may thus not need to be considered as part of the IDP process (unless legal requirements specify otherwise). It is important that these

...
Guidelines are used to stimulate creative planning approaches rather than to stifle them. Bearing this in mind, an attempt has, however, been made to:

- Give an indication of the **role of sector-related planning** in IDP;
- Identify a range of possible **entry points for sectors** into the IDP process;
- Stress the importance of a **multi-sectoral, integrated** approach to addressing local priority issues; and
- Provide **methodological hints** on how sector policies and strategies may be dealt with in each phase of the planning process and on which **planning decisions** need to be **informed by sectoral policies and strategies**.

### 4.1.1 Role of sector planning in IDP

Local government powers and functions are outlined in the Constitution and in the Municipal Structures Act. They vary from sector to sector, and according to provincial discretion on the delegation of functions to municipalities in respect of some sectors. The **principle** underlying the **role of sector planning in the IDP process** is clearly outlined in Guide III and can be summarised as follows:

- **Sector planning requirements** contained in national sectoral legislation in respect of municipal functions such as water and environment should be dealt with as **part of the IDP process, where they are relevant to the local priority issues.**
  - Additional aspects of sector planning requirements not fully covered in the IDP process would then require a parallel planning process to the IDP. The concept of sector planning relevance is explored in greater detail below.

- **Specific sectors which fall beyond the ambit of local competencies, such as education, may be directly related to the priority issues identified in a specific municipal area. As the municipality is not the implementation agency, attention will still need to be given to the planning process from analysis to integration, to facilitate alignment and co-ordination with other spheres of government and institutions, in the course of the IDP process. What is proposed here is that even for sectors where there are no legally prescribed planning requirements, local government can use the integrated planning process to lever national and provincial sectoral contributions (funds and support) for local development by ensuring compliance with national and provincial policy principles and sectoral guidelines.**

Some provincial and national sector departments have set up municipal sector-driven planning requirements, to inform their strategic planning, budgetary and implementation processes. For example the Department of Water Affairs and Forestry requires municipalities that are Water Services Authorities to formulate Water Services Development Plans, and the Department of Housing requires municipalities to formulate a housing strategy and targets as part of their IDP process. These planning requirements are meant to assist in the process of alignment.

Sector planning requirements vary in nature and status. The following categorisation of requirements can assist municipalities in differentiating between the various kinds of requirements:

- (a) legal requirements for the formulation of a sector plan;
- (b) a legal compliance requirement;
- (c) a planning requirement to be undertaken as a component of, or part of, the IDP; and
- (d) a recommendation, which is deemed to add value to the municipal planning process and product.

The following table uses this categorisation to summarise the requirements.
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<tr>
<th>Sector Department</th>
<th>Legal requirement for plan</th>
<th>No separate plan required – sector planning incorporated within IDP</th>
<th>Legally binding compliance requirement</th>
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<tr>
<td>DLA</td>
<td>LDO’s (to be replaced with spatial component of IDPs)</td>
<td>Proposed that environmental and land reform planning be incorporated within IDP</td>
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<td>Local Agenda 21 principles (integration of social, economic and environmental issues; concern for the future; community partnership; recognise ecological limits; local and global impacts; equity justice and accountability) Strategic Environmental Assessment (SEA)</td>
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<tr>
<td>DEAT</td>
<td>Sub-sector plans such as waste management plans, oil spill contingency plans</td>
<td>Coastal Management issues must be considered in local integrated planning and as component of IDP where relevant to IDP priority issues or parallel for legal requirement aspects not relevant to IDP priority issues. Sector planning tools applicable in IDP process esp. SEA’s in analysis phase and EIAs (a step within the EIM procedure) in project planning.</td>
<td>NEMA principles, EIP’s and EMP’s</td>
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<td>DWAF</td>
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<td>DPLG</td>
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<td>Spatial framework, infrastructure planning, LED, within the IDP.</td>
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The IDP approach and methodology is about ensuring that developmental local government is driven by local priorities. Similarly, sector planning from a developmental government perspective should also be driven by local priorities, strategies and projects. In practice, this means that only relevant sectors, or relevant aspects of sectors, should be planned for in the IDP process. In terms of sector alignment concerns through the IDP process and products, the notion of “sector relevance” forms the core guideline of the approach developed by the new methodology.

**Sector relevance**

The challenge for municipalities is to strike a balance between meeting legal requirements for planning and ensuring that municipal planning is led by local priorities. The notion of sector relevance is proposed as a conceptual tool for determining the manner in which sector planning should feature as part of different municipalities’ planning process. A sector is relevant if it has a place in municipal priorities identified during the Analysis and the Projects phases. The IDP method aims to assist municipalities to plan in an integrated, as opposed to sectoral manner. Therefore, the priorities and projects are unlikely to be sectoral in nature. This means that to have a place in municipal priorities and projects a sector, or more likely, aspects of a sector, will have to relate, influence or contribute, in some way, to the priority issues.

**Aligned and incorporated**

Municipalities need to decide themselves whether a sector is relevant to their priorities. The decision is likely to be about what aspects of a sector are relevant. Guide 3 provides detailed guidelines on how to go about assessing whether a sector is relevant or not for the IDP process. If the sector, or aspects of it, are relevant, then planning for that sector, or for specific aspects of it, should be incorporated into the IDP process.

**Aligned and parallel**

Relevance is the basis on which aspects of a sector can be incorporated into the IDP process or alternatively (and only if there are specific sector process and output requirements) whether components of sector planning need to occur in a discrete parallel process, as there are some legal requirements with specific planning outputs. In meeting these requirements, municipalities may have to accommodate a planning process which is related to, linked with but outside of the IDP process, i.e. parallel. This would occur if the sector, or aspects of it, did not feature in the IDP priorities. For example, integrated transport planning requires that Transport Authorities produce operating licensing strategies. As these are more operational than strategic in nature, municipalities may find that they need to produce these in parallel with the IDP process, as they may not relate to the priority issues. Here, sector planning would only happen in parallel for those sectors with legal requirements that cannot be incorporated into the IDP process because they are not related to the priorities.

The extent of incorporation will depend primarily on the municipal context (its needs, priorities and strategies). Another influencing factor is the nature of the sector planning requirements. For example, water is relatively easy to align, as the target setting requirement can accommodate water as “relevant” to IDP priority issues where water targets are high or as less significant where water targets are not set or are low.
The following diagram provides a graphic representation of the concepts described above.

Case 1

IDP Process

Sector Planning

The sector is strongly related to the priority issues which arise from the IDP Analysis. Only minor aspects of the sectoral planning requirements do not fit into the issues focused IDP process and have to be done as “homework” outside the IDP process.

Case 2

IDP Process

Sector Planning

Aspects of the sector requirements are partly related to the priority issues arising from the IDP process. E.g. public passenger transport may be a priority issue, while road maintenance may not be a priority. The sector department will do its public passenger transport planning as part of the IDP process, while the minimum planning requirements for road maintenance will have to be done outside the IDP process.

Case 3

IDP Process

Sector Planning

There is only a very small overlap between a few aspects of a sector planning requirements and IDP priorities. In such a case, the sector staff will only be asked to provide a few specific contributions to the IDP.
4.1.2 Entry points for sector planning

Sectors may enter the planning process at different points:

1. As a **major theme** underlying a number of priority issues. For example in a local area in which agricultural production is hampered by lack of water for irrigation, where communities suffer from water-borne diseases due to polluted borehole-water, where there is not adequate bulk water spare capacity to service all communities, and where council revenue is depleted due to huge losses in the water management system, water can be identified as a theme underlying a number of locally driven priorities.

2. As a **strategy** or a **component of a strategy** to address local priority issues. For example, tourism may emerge as part of a strategy to address the priority issue of unemployment.

3. At a **project level**. For example, there may be a strategy of creating agri-villages to address farm-worker evictions and housing provision within these agri-villages could be one project.

In each of these cases the sector will be dealt with differently and planning decisions around the sector will differ depending on its entry point into the planning process. The sector specialist will have changing roles to play at each stage of the IDP process (see Section 4.1.4).

4.1.3 Focused, inter-sectoral, integrated and sustainable approach

In order to maximise the value of an integrated planning process it is important to recognise that not all sectors or components of a sector will make a contribution in addressing priority issues or would even have to form part of the strategies developed to address these priority issues. In the interests of a focused planning process and integrated development, sectors should only play a role within the IDP process if they emerge as themes underlying priority issues, have relevance as interventions to address priority issues, or form part of specific projects targeted at achieving strategies. This concept is captured in terms of the notion of “relevance” of a specific sector to the local context and to each IDP process.

An **inter-sectoral** approach should be adopted to address local priority issues. If thought is given to the exact nature of problems and causes underlying priority issues, in many cases, the involvement of a range of sectors may be required to address them. A lead agency/department may emerge for specific issues. However, **co-ordination is required to realise integrated and sustainable outcomes.** This means that specific sector agencies should not relinquish their responsibility, if not the lead agency, in participating in the development and implementation of strategies and projects which dependent on their involvement. Considering the **social, economic and physical dimensions of a priority issue** would provide direction in this respect. For example, the issue of water quality may lead to a project to rehabilitate a river that may be led by the “environmental” department. However, it has social, economic and physical dimensions that need to be addressed by other departments in an interdisciplinary way. The social and economic dimensions may involve the need to provide employment to affected communities – linkages to and information from the Local Economic Department would be required in this case. There is thus a need for a number of relevant sector specialists to address priority issues in an interdisciplinary way. Relevant sector specialists should engage in a process of debate and discussion as they contribute to the formulation of strategies and projects to address local priority issues. The IDP specialist should ensure that sector specialists are given the
opportunity to make creative inputs and consider the role, if any, their sector can play in achieving the overall development objectives and priorities. He/she should manage the integration of sector-specialist contributions to ensure progress in moving towards realising the overall vision.

4.1.4 Role of sector-planning by phase – methodological hints

A sector specialist (if such a person is available in the municipality) or a competent resource person involved in a particular sector who has been co-opted to handle sector-specific issues in the planning process, has an important role to play in the IDP process. Their role may differ in each phase of the IDP process but generally the role of sector specialist includes ensuring that:

1. Analysis is informed by sector know-how;
2. Information is provided on national and provincial sector policies, strategies and budgets;
3. Local strategies and project proposals comply with national and provincial sector policies and planning requirements;
4. Sector plans or programmes are in line with locally driven priorities, objectives and strategies;
5. Projects are designed in an implementable manner by contributing their technical know-how and implementation experience; and
6. They work effectively in inter-sectoral multi-disciplinary teams.

The IDP specialist should encourage the participation of sector specialists at appropriate points in the process in a manner that ensures that sectoral policy principles are upheld but that sectoral contributions do not detract from the integrated approach to planning. Sector specialists within the municipality are likely to be involved throughout the process whereas external sector specialists will be involved at appropriate points as and when needed by the municipality.

In the Analysis Phase existing sector information must be compiled and analysed. If a particular sector emerges as a theme underlying a number of priority issues, an in-depth analysis of these and other issues related to this sector needs to be undertaken. Attention needs to be given to understanding the exact nature of the issue (dynamics and trends; causing factors; resources and trends etc) which will assist in checking what contribution a sector can make in contributing to the priority issue that needs to be addressed. If, for example, the theme of housing/shelter underlies many of the priority issues, causing factors for the shelter problem, such as poor access to land, lack of credit or tenure problems need to be explored.

With respect to the Transport, Water, Waste Management and Infrastructure sectors there are legal minimum planning requirements (with regard to IDP and/or sector planning outputs and process) that the relevant sector specialists needs to address in the Analysis Phase (see Planning Activity 1/9A in Guide 3).

Strategy decisions are informed by national and provincial policy, strategic guidelines and sector-specific strategies (such as the Primary Health Care strategy in the health sector for example) and given local meaning by being applied to the local context. In the Strategies Phase localising national and provincial principles, guidelines and strategies will form a significant contribution from the sector specialist or competent resource persons’ role. It is important that principles underpinning specific sectors and sector-related strategies (as outlined in Section 4.2 below) are addressed in the strategies that have sectoral components or are sector-specific. This Guide can only point in general terms to the current national policies and legal requirements for each
sector, especially in respect of those sectors where the provincial sphere has legislative and implementation competency. However, the sector specialist should assist the process of localising sectoral policy principles within the Strategies Phase of the IDP process, on the basis of their working knowledge of national and provincial guidelines and policies.

Further, policy principles can be used to assess alternative strategies in the light of their potential contribution to achieving various sectoral policy principles (A matrix for applying policy principles in this way is provided in the Toolbox provided in Guide IV). This will assist to ensure that local IDPs align with, rather than contradict, or compete with these sectoral policies.

The sector specialist or competent resource person will also need to inform the assessment of the appropriateness of different strategies, by reflecting on the local reality examined in the Analysis Phase and whether potentials identified for the sector in this phase are being maximised in terms of different strategies. Generic guidelines are provided below for applying policy principles within specific local contexts.

In the Projects Phase the sector contribution to detailed project design is invaluable. Sector specialists or relevant resource persons will sit on inter-sectoral, multi-disciplinary Project Task Teams to input into the design of projects. They will have to assist the development of project proposals, preliminary budgets, and the setting of indicators for monitoring. The Project Task Teams will agree on project outputs, targets and locations, major implementation activities, timing, responsible agencies, costs and budget estimates and sources of finance. All of these decisions are dependent on specific sector expertise and know-how but need to be made by teams that give attention to the integrated nature of the projects. The role of the sector specialist or resource person in this phase is to specifically ensure:

- The compliance of project proposals with sector policies and sector planning requirements. Where there are specific sector planning requirements, Guide III indicates how these should be met. It may be useful to assess alternative project design options in the light of their potential contribution to achieving policy principles or meeting sectoral guidelines. A matrix for applying policy principles to a project design is provided in the Toolbox in Guide IV.
- Sector plans or programmes are in line with locally driven priorities, objectives and strategies.

If this is achieved, the chance of accessing sectoral funding is high and a smooth planning-implementation link is more likely.

In the case where there are legally required sector plans (water, transport, waste management) Guide III indicates that sector departments may lead the drafting of project proposals for sector projects and submitting summaries of these proposals (which take into account municipal priorities, objectives and strategies) to the IDP Steering Committee.

In the Integration Phase project proposals are again screened for compliance with sector requirements by sector agencies or specialists. Final decisions are taken on these draft project proposals by the IDP Representative Forum under consideration of aspects such as compliance with policies, priorities, strategies and feasibility/viability criteria as well as co-ordination between projects in terms of space, time and contents. The sector specialist will also need to play a role in amending project proposals, where necessary.
4.1.5 Types of planning decisions to be informed by sectoral policies and strategies

Sector guidelines may be relevant for all aspects or dimensions of project planning. This Guide provides hints on the possible implications of different sector guidelines in respect of the following aspects:

Type of Development to be Promoted: WHAT?

Sector policies may provide guidance for local decisions on the type of development to be promoted e.g. the type of tourism, housing, infrastructure etc.

Location: WHERE?

Sector policies may provide guidance, for local decisions on the location of a specific project or facility. Tourism development guidelines, for example, may say something about preferred sites or environments for the construction of hotels. Guidelines from education may indicate expected catchment areas of schools that may inform local decisions on the location of a school.

Target Group: WHOM?

Sector policies may include clear policy principles stating which population groups should receive preference. Housing guidelines, for example, may prioritise access for female-headed households. The guidelines for Agriculture may suggest a focus on certain scale of farming activities and farmers.

Promotion/Support Measures: HOW?

Sector policies may have developed specific types of promotion and support measures. Some sectors may, for example, encourage incentive schemes or marketing strategies. Spatial planning policy encourages, for example, the provision of infrastructure to stimulate specific types of development, and promotes the use of land use management and zoning instruments as a means to encourage certain types of development in specific areas. Sector policy tends to emphasise the notion of partnerships for development and community participation as a means to promote development.

4.2 Sector-specific guidelines

4.2.1 Health

Local government role

Health is a sector where all three spheres of government, NGOs and the private sector play a role. Different spheres of government are responsible for providing different levels of services. At present there is a strong drive towards setting up service agreements between provincial health departments, district municipalities and local municipalities with joint planning activities between province and district being seen as essential. The national department’s health plan provides for the establishment of health districts in every part of the country for the provision of a package of Primary Health Care (PHC) services in these districts. The aim is that these health districts will operate within the boundaries of the newly demarcated district and metropolitan municipalities. In each health district, a team will be responsible for the planning and management of a comprehensive package of PHC and district hospital services in line with national and provincial policies and guidelines.

District municipalities are responsible for maintaining hygienic and clean conditions in their area of jurisdiction, preventing the occurrence of any nuisance or condition harmful to the health of local residents, preventing pollution of water for human use and rendering primary health care services.
Depending on the municipal context, municipal health services may include:

- Environmental health services;
- Provision of clean water and sanitation;
- Prevention of infectious or communicable diseases;
- Health promotion and education;
- Provision of community rehabilitation services;
- Treatment of minor injuries and diseases; and
- Provision of essential medicines for primary care.

The extent of services provided will vary according to the specific municipal capacity and service agreements set up between provinces and municipalities. These service agreements will have clearly outlined performance indicators.

District Health Authorities are broadly concerned with health care, support services, administration and finance, planning and human resources management. A recent National Health MINMEC decision (13/02/2001) envisages that every District or Metropolitan Council will conduct an audit of health care resources in their area and develop a district-based service delivery plan.

**Legal and policy context**

The challenge of the health sector in South Africa is to develop a unified national health system capable of delivering quality health care to all citizens efficiently and in a caring environment.

The policy approach of the health sector is characterised by the following:

- Primary Health Care (PHC);
- Decentralisation of management of services and focus on improving District Health System (DHS);
- Quality of service and caring ethos;
- Accessibility;
- Reaching the poor, the under-served and the vulnerable (including the aged, women and children); and
- Inter-sectoral collaboration, through the mobilisation of all partners.

This approach needs to characterise local health initiatives planned by municipalities.

The principles of the District Health System and those related to Environmental Health are significant for local IDPs. These specify in particular that every South African has the right to a living and working environment that is not detrimental to his/her health and well-being. Similarly, all persons should have access to knowledge on environmental health matters and environmental health services should be accessible, acceptable, affordable and equitably spread. According to those policy principles, environmental health services should be implemented with the active participation of communities and contribute positively towards sustainable physical and socio-economic development. The establishment of effective environmental health surveillance is essential to determine whether or not the services are functional and effective and have a positive health impact.

From the Department of Health’s Ten Point Plan for the next five years the following six points are key in local planning:

- Decreasing morbidity and mortality rates through strategic interventions;
- Improving quality of care;
- Speeding up delivery of an essential package of services through the district health system;
- Improving resource mobilisation and the management of resources without neglecting the attainment of equity in resource allocation;
• Improving human resource development and management; and
• Improving communication and consultation within the health system and between the health system and communities we serve.

There are a number of national health programmes which may be relevant to the municipal context, in respect of local planning. These include:

• The Clinics Building and Upgrading Programme which forms part of the government’s infrastructure development programme to provide health care facilities to previously disadvantaged communities and women and children who previously didn’t have access to these services;
• The Integrated Nutrition Programme, aiming for optimum nutrition for all South Africans through the implementation of integrated nutrition activities. This programme aims to develop links with the Primary School Nutrition Programme (PSNP) and the National Nutrition and Social Development Programme (NNSDP); and
• Other health programmes comprising the National HIV/AIDS Control Programme, the National Programme of Action for Children, Youth Programmes, and the National and District Health Information Systems.

Hints for considering the health sector in the IDP process

There is no separate legal requirement of municipalities for health planning or for a specific health plan as a separate output from the IDP process. It should thus only be addressed directly as part of the IDP process if health-related issues emerge as part of or as local priorities. The role of health planning in the integrated development planning process will thus vary depending on the type of municipality and the local context. But in the case of a district council or metropolitan council (which are District Health Authorities) an audit of health care resources and a district-based service plan are required by the Department of Health (in line with the National Health MINMEC decision mentioned in Section A).

The audit of health care resources and district-based service plan may not necessarily be undertaken as part of the IDP process but can be conducted as parallel processes by metropolitan and district health departments. Relevant outputs from this audit and service plan should be fed into the integrated development planning process at appropriate phases if health-related matters emerge as local priorities. Local municipalities are not required to conduct the audit or prepare service plans. Instead, they may only consider providing the relevant information to District Health Authorities and take the District/ Metropolitan plans into account in their local IDPs, for alignment purposes.

4.2.2 Education

Local government role

In terms of the Constitution, education is a national and provincial function; whereby national government is responsible for the over-arching policy framework and the development of curricula, and provinces are the primary implementation agency.

The fact that education is not explicitly a municipal competency does not mean that the education sector falls beyond municipal concerns. Similarly, provincial education departments invariably operate in local areas to service local community education needs and requirements. As such, to ensure that provincial education plans and budget allocations for local intervention are informed by local education requirements, local planning, through the IDP process if education emerges as a local priority issue or part thereof, should be undertaken. Consequently the necessary alignment and communication needs to occur between the provincial and the municipal sphere.
Further, local government can play a **supportive role** in the provision of education services and facilities. In particular, the provision of infrastructure, from water and sanitation services to public transportation services and also identifying appropriate land and ensuring it is set aside in the municipal land use management system, are key aspects illustrating the way in which municipalities may facilitate the operational activities of the implementation agency for education, and the provincial education departments.

**Legal and policy context**

The major point of departure for policy and legislation in the education field is the **correction and integration** of the education system designed during the apartheid regime. This has included the integration of several education departments and curricula, tackling the inequitable distribution of education resources and facilities, and providing for uniformity of standards and qualifications.

The mission statement of the Department of Education sets the overall principle for education in South Africa:

“**Our vision is of a South Africa in which all its people have equal access to lifelong education and training opportunities, which will contribute towards improving their quality of life and building a peaceful, prosperous and democratic society.**”

The National Department of Education has identified specific **strategic priorities** for the next five years (from 2000), including the following:

- Making the provincial education system work through **co-operative governance** (alignment);
- Tackling **illiteracy among adults and youths**;
- Developing **schools as centres of community life**;
- Ending conditions of **physical degradation** in South African schools;
- Developing the **professional quality** of the teaching force;
- Ensuring the success of active learning through **outcomes-based education**;
- Creating a **vibrant further education and training system** to equip the youth and adults to meet the social and economic needs of the 21st century;
- Building a **rational, seamless higher education system** that grasps the intellectual and professional challenges facing South Africans in the 21st century; and
- Dealing urgently and purposefully with the **HIV/AIDS emergency** in and through the education and training system.

This framework, set by the national sphere of government, needs a point of reference at local level. These **issues, strategies and priorities need to be localised and implemented in a local context** in cases where education is identified as a local priority issue. This is where local government should play a role as set out in the following section.

**Hints for considering the education sector in the IDP process**

Education is not a local government competency and it should only form part of the IDP process, where it is identified as a local priority issue or part thereof. If it is not identified as a local priority or part thereof, the role of local government would not extend beyond a supportive role. If education does emerge as a local priority issue or part thereof, the role of local government would need to go beyond a supportive role and would include determining local education strategies, projects and an integrated programme through the IDP process. This information would be submitted to the education department of provincial government for consideration and alignment with national and provincial priorities/principles.
The IDP thus becomes a tool for co-operative governance between spheres of government, ensuring that priorities and projects identified at national and provincial level are informed by local needs. If education is identified as a local priority issue, it should be ensured that national priorities and strategies are considered in relation to local proposals. For example, community facilities such as meeting halls, sport fields and libraries provided by local government can be placed in the same node as a school, for shared provision and used between the students and larger community, making schools the centre of community life as expressed by the national priority.

Municipalities can assist in making co-operative governance work by ensuring that representatives from the provincial Education Department attend relevant sessions in the IDP process or when individual projects are designed. Municipalities can also assist in establishing partnerships between local government, national or provincial education authorities and private sector role-players to provide for instance adult training in skills needed by the local business community, if this becomes a local priority issue.

4.2.3 Tourism

**Local government role**

Many tourism functions are provincial competencies. Aspects such as policy development and implementation, environmental planning, product development, marketing and promotion are particularly relevant. Generally, municipalities merely support specific provincial tourism functions although local tourism is specifically mentioned as a local government competency in the Constitution. Therefore, in instances where tourism is significant in the municipal area, or where tourism development potentials are high the local tourism function and the general functions of local government will have a bearing on local tourism planning. These include, in particular, land-use planning and management, the provision of municipal infrastructure, public health and safety, public transport, and the ownership and maintenance of ports and airports.

If there are specific tourism resources in an area, municipalities have a responsibility to play an active role in specific tourism-related activities and functions including **planning for the provision and maintenance of tourist services, sites and attractions**, such as camping and caravan sites, recreational facilities (parks, historical buildings, sports facilities, theatres, museums, etc.) and public services. In this way they can support and encourage tourist-related local economic development initiatives.

Ways of **marketing and promoting specific local attractions and disseminating information on them**, in areas that have them, **is an important aspect of tourism promotion**. Specific international marketing and major projects have a significant impact on the quality of the visitor’s experience (such as programmes aimed at reducing crime and violence, improving attitudes to visitors, etc). They are primarily driven by Tourism SA in collaboration with the provinces and the private sector. However, local government can proactively explore marketing and promotion possibilities for tourism development. Further, municipalities can also play an important role in tourism planning, and lobby the national and provincial tourism organisations to promote their local tourist facilities to the international and national market. Some municipalities have opted to devote resources (both financial and institutional) to developing a tourism strategy and set up effective local structures for the development, management and promotion of the tourism sector. For instance, such municipalities have begun to promote and financially support the establishment of local publicity associations/community tourism and marketing organisations to facilitate, market, co-ordinate and administer tourism initiatives in their areas of jurisdiction.
Legal and policy context

According to the *White Paper on the Development and Promotion of Tourism in South Africa* (May 1996), there are a number of *principles* that guide the development of responsible tourism in South Africa including local tourism initiatives. Tourism development should be:

- Private sector-driven but set within an enabling framework provided by government to support the economic, social and environmental goals and policies of the government.
- Based on effective community involvement and dependent on the establishment of co-operation and close partnerships among key stakeholders.
- Underpinned by sustainable environmental practices.
- Used as a development tool for the empowerment of previously neglected communities and should particularly focus on the empowerment of women in such communities.

The *White Paper* also sets out a number of policy guidelines. A few key guidelines for consideration in the local government planning process are provided here. Where relevant, local policies and actions based on these guidelines could become part of their local tourism strategy:

Traditionally, a key aspect of local government support to tourism promotion has been the setting up of *investment incentives*. In terms of the IDP process, considering incentives promotion as a strategy for tourism promotion would need to investigate their viability and feasibility. Further, the developmental role of government in supporting emerging entrepreneurs and small enterprises would need to be considered, in particular in respect of project proposals that stimulate local community involvement and community-based tourism projects.

Similarly, considering the *environmental management* aspects of tourism development incentives of private enterprises and communities may be used to promote and encourage sustainable and responsible tourism development. Integrated Environmental Management procedures for all new tourism projects should be mandatory and social and environmental audits of tourism projects should be undertaken. In particular the policy strongly suggests that neighbouring communities should participate in and benefit from economic activities generated in and around conservation areas.

Cultural heritage is an aspect of tourism development which needs to be managed. For municipalities in particular, this requires the effective protection and sustainable utilisation of *cultural resources*, in all land use planning and development projects.

In terms of *infrastructure planning*, the focus for tourism should be on the maintenance and upgrading of infrastructure in order to improve accessibility and mobility, in particular in respect of rural areas. The expansion of tourism infrastructure should be considered as part of a long-term strategy rather than on an ad hoc basis. The negative environmental impacts that the provision of bulk infrastructure for tourism may have must always be considered in the planning process.

**Hints for considering Tourism in the IDP process**

There is no separate IDP output or sector-planning requirement for tourism. However, where tourism promotion is identified as a strategy for addressing local priority issues, it should be dealt with as part of the IDP process. It is important to recognise that tourism is not likely to be the sole economic generator at local level. It should only be focused on if it is a comparative or competitive advantage of the local municipal area,
and even then, the value of tourism is often in its multiplier effect (it can enhance the value of other sectors or economic activities in the area). Local tourism strategies should therefore be pursued as part of a multi-sectoral approach and tourism should only emerge as the dominant economic generator where there is remarkable local potential. It is, thus, vital that planning for tourism is aligned with the planning of all other sectors affected within the IDP process. For alignment to be achieved, national and provincial policy guidelines together with the local context would need to inform the formulation of a local tourism strategy.

Tourism promotion, as part of the IDP process, can also be an opportunity to achieve development outcomes related to the dimensions of development explored in Section 3 of this Guide. In particular, aspects such as possibilities for poverty reduction, employment generation and empowerment of women and the protection of the local physical and cultural environment, are dimensions that can directly from part of tourism promotion objectives. Importantly, participation processes undertaken in the IDP process present an opportunity for the interests of local communities to feature as part of a tourism strategy, as required in terms of the legal and policy context.

4.2.4 Safety and security

Local government role

Safety and security issues can have a significant impact on the levels of development in a specific municipality. These issues range from policing and combating crime to fire fighting, traffic policing and environmental health. The latter issue – environmental health – is examined in the section pertaining to the Health sector in this Guide. Traditionally, safety and security issues have focused on issues such as fire prevention, for instance by working with local industries to ensure safety standards, and traffic management, law enforcement and education and information campaigns. Disaster management functions are often also included as part of these functions.

Policing and combating crime are areas which most municipal role-players may not be familiar with, although some metropolitan municipalities have taken the lead in setting up metropolitan police forces. However, the policing aspects of safety and security can be considered as part of the municipal developmental context. This does not mean that all municipalities should embark on setting up their own police forces, rather that they can play a part in the enforcement of safety and security measures by supporting other role-players more involved in those matters within their area of jurisdiction.

Apart from the traffic policing role and fire safety functions which municipalities are required to play, local government can provide an important support role in safety and security matters. This support role can be achieved in aspects of municipal functions such as:

- The promotion of specific layout and urban design models that enhance security, by promote greater visibility;
- Social crime prevention activities built along community partnerships;
- Education on basic environmental and building safety; and
- Mobilising public and private resources to support the promotion of local safety and security efforts.

Legal and policy context

The principles contained in the White Paper on Safety and Security are captured in concepts such as accountability, effectiveness and service-oriented policing based on a multi-agency approach.
The policy agenda is shaped by two key objectives:

- The need to rehabilitate the police to ensure they become protectors of communities; and
- The need to mobilise communities to participate in the provision of safety and security.

The White Paper presents safety and security in terms of policing or law enforcement and crime prevention. The Social Crime Prevention Programme seeks to reduce the socio-economic and environmental factors that influence people to commit crimes and become persistent offenders.

The White Paper does not directly refer to the role of local government in respect of safety and security. However, it proposes that **safety and security is a shared responsibility between the different spheres and departments of government.** This implies that municipalities should also play an active part in this sector.

**Hints for considering the safety and security sector in the IDP process**

There is no separate IDP output or sector planning requirement for policing and crime prevention related, safety and security issues. Therefore, these issues should only be dealt with in the course of the IDP if they form part of the priority issues identified during the analysis phase. The Systems Act, on the other hand, provides for the formulation of a **Disaster Management Plan as part of the IDP process.** This plan is aimed at enhancing the capacity of the municipality to prevent and to deal with disasters and to avoid developments which are subject to a high risk of disaster.

Developing the Disaster Management Plan would require the involvement of people who are knowledgeable in the field and aware of likely disaster risks. In particular, sourcing guidance from the National Centre for Disaster Management on ways to develop a localised disaster management strategy according to the municipal circumstances would assist municipalities. Finally, all project proposals would also have to be assessed in terms of their compliance with the local disaster management strategy.

If crime-related safety and security issues are identified as part of a priority issue in the analysis phase, the following specific process hints may be applied. In the analysis phase, care should be given to detailing the nature of the issues related to safety and security conditions. For example, differentiating between different types and places of crime, the profile of both criminals and victims, and causes of crime identifiable from the in-depth analysis of priority issues. Similarly, in the development of strategies, key safety and security policy and legislation would have to be taken into consideration. Because few municipalities have established policing capacity, the involvement of the relevant sector departments and other organs of state in the formulation of strategies would be critical, to ensure that the relevant role-players are mobilised and committed to achieving local strategies that are safety and security sensitive.

4.2.5 Land reform

**Local government role**

In terms of the 1997 **White Paper on Land Policy**, most land reform activities tend to exclude local government in favour of the provincial and national spheres of government. The policy on **Land Redistribution for Agricultural Development** (2000) on the other hand makes explicit provisions for the district municipalities to play a key role, and the involvement of local role-players to assist in the application process. This does not mean that these functions will now fall under municipal competencies, but that planning for land reform should occur in close co-operation with district and local
municipalities’ role-players. As such, **municipalities will have to engage proactively with the land reform programme and its operations**, by supporting the activities of other government role-players active in this sector within their area of jurisdiction.

Secondly, **land reform projects directly affect demands on planning and implementation**, in areas such as municipal services and land use planning. Therefore, co-ordination between local government and the other organs of state active in the planning and implementation of land reform projects will be critical to ensure integrated development at the local level.

**Legal and policy context**

The 1997 **White Paper**, identifies the following key problems and areas of focus in terms of land reform in the country:

- The unjust and inequitable distribution of land ownership arising from the Apartheid legacy;
- Landlessness and poverty among the rural poor;
- Insecure tenure conditions;
- Unsustainable land uses;
- Inefficient land administration; and
- Inappropriate systems of registration of property rights.

The 1997 land policy establishes the land reform programme as consisting of the following three programmes:

- The Land Redistribution Programme;
- The Restitution Programme; and
- The Tenure Reform Programme.

Collectively these programmes aim to ensure the transfer of 30% of all agricultural land over a period of 15 years.

**The Land Redistribution Programme** aims to provide access to land for residential and productive uses to labour tenants, farm workers, women and new emerging farmers. This programme consists of four strategic priorities including group-based production projects, equity schemes, commonage projects and settlement.

According to the policy on **Land Redistribution for Agricultural Development** (2000), drafted to redefine the scope of action of the redistribution component of the land reform programme, redistribution products comprise of two main sub-programmes:

- The livelihoods programme (food safety, commonage projects, settlement projects and labour tenant projects); and
- The commercial agriculture programme (farm worker equity schemes, commercial farmer projects and parastatal and state-farm restructuring projects.

Both aspects are primarily focused on land reform for agricultural purposes; whereby beneficiaries can access a once-off grant, on a sliding scale basis, depending on the extent of their own contribution (either in land, cash or labour). The minimum own contribution amounts to R5 000 which would entitle the beneficiary to R20 000. The maximum grant amount is R100 000.

**The Land Restitution Programme** aims to restore land and provides other restitution remedies to people dispossessed by racially discriminatory legislation or practices after July 1913.

**The Tenure Reform Programme** seeks to provide secure tenure and to prevent arbitrary or unfair evictions. This entails new systems of land holding, land rights and choice of forms of ownership.
**Hints for considering land reform in the IDP process**

There is no specified separate IDP output or sector planning requirement for land reform. However, where the issues of **landlessness, inequitable access to land and a historical predisposition to land claims** have been identified as priority issues, or part thereof, in a municipal area, land reform would need to be addressed in the course of the IDP.

The **demand-led nature of land reform projects** means that it is often difficult to plan for land reform. However, the IDP process presents an important opportunity for officials and stakeholders in land reform to identify possible project and interventions at the local level, if land related matters are identified as a priority issue or significantly related to a priority issue. If so, in the analysis phase, the extent of landlessness and conditions of insecure tenure in specific communities would provide valuable input via the IDP process to national land affairs planning and budget allocation. Because the land reform process requires the participation of communities it can enable the pro-active identification of land claims as well as quantify and specify the nature of the local demand for land reform intervention within specific communities.

In addition, **land reform could also be approached in terms of its operational aspects**, as a tool to implement a particular development strategy. For example, if rural poverty and landlessness emerge as a priority issue and agricultural development for landless households forms part of the strategies developed in phase 2 of the process, then in the projects phase considering the merits and demerits of alternative approaches to accessing land may be required.

In general the **demand-led nature of land reform projects**, as driven by the policy approach, means that it is often difficult to plan for land reform. However, the IDP process presents an important opportunity for officials and stakeholders in land reform to identify possible projects and interventions at the local level if land reform related matters are identified as a priority issue or significantly related to a priority issue. If so, in the analysis phase, the extent of landlessness and conditions of insecure tenure for specific communities affected would provide valuable input to national land affairs planning and budget allocation. Because the land reform process requires the participation of communities it can enable the pro-active identification of land claims as well as quantify and specify the nature of the local demand for land reform intervention within a municipal area for specific communities.

**4.2.6 Energy**

**Local government role**

Although the **Energy White Paper** acknowledges that municipalities have a limited role in energy management, it argues that **they are responsible for economic and physical planning and, as such, are concerned with the supply and use of energy**. Similarly, because all energy related policy, programmes and projects are implemented in urban areas, municipal government will have to co-ordinate its development activities with those of energy stakeholders and role-players, to ensure alignment and integrated development. To do so, municipalities will need to be aware of and interpret national energy policy to suit the local context.

Further, energy related issues may extend beyond the immediate concerns of the issue of efficiency and institutions of the public sector. They could impact on the municipal revenue generated in terms of **municipal fuel levies**. Other energy issues which have an impact on municipal development are directly related to the **availability and choice of different types of energy source**. For instance, for many households,
the primary source of energy remains coal and anthracite. The use of these, and other combustibles may need to be considered in terms of the possible environmental health risks which they can present. Similarly, energy efficiency measures may be promoted by municipalities, to inform residential and commercial development processes. Indeed, they have a critical role to play in shaping urban land use structures, correcting spatial imbalances and reducing pollution levels created by long travel distances and times for commuting.

**Legal and policy context**

The **White Paper on Energy** commits government to:

- Enabling access to affordable and sustainable energy services for small businesses, disadvantaged households, small farms, schools and clinics in all urban and rural areas and a wide range of other community establishments;
- Ensuring that energy production and distribution is sustainable; and
- Promoting the principles of energy efficiency, reduction in emissions and concomitant health problems, the development of alternative and renewable energy sources, and the building of thermally efficient low costs housing.

The **White Paper on Energy identifies four policy approaches** including:

- The transformation of state-owned entities;
- Reshaping of governance principles;
- The enhancement of socio-economic welfare within communities; and
- Changing people’s attitudes towards the use and importance of national energy resources.

The White Paper on Energy provides that energy suppliers and service providers should adopt an “integrated resource planning approach” for large investment decisions. For instance, the National Electricity Regulator will only license new facilities upon the satisfactory completion of an integrated resource plan. This approach is meant to ensure that the natural preference of utilities for large supply-side investments are compared on an equal footing with all feasible alternatives, and that their environmental costs are integrated into an economic analysis.

**Hints for considering energy issues in the IDP process**

The White Paper on Energy provides that electricity should be linked into the municipality’s infrastructure investment plan. It also states that at the local level, the **Integrated Energy Plan (IEP)** should form a component of the integrated development plan (IDP). The approach to sector alignment described in the introduction to sectors in this Guide should therefore serve to inform the manner in which energy issues are dealt with, where they are relevant or not to the municipal priority issues.

Energy issues can emerge as relevant during the IDP process, particularly where they are identified as a factor of poverty or where inadequate existing energy practices are an important factor of environmental degradation. In addition, energy issues may also have to be addressed where municipal energy requirements are affected by the scale of land development or land use activities proposed by the strategies developed in the course of the IDP processes.

**4.2.7 Transport**

**Local government role**

The Department of Transport has enacted numerous pieces of legislation and policy, three of which have particular significance for integrated development planning. These are the **National Land Transport Transition Bill, the White Paper on Transport and**
These documents present the key national issues related to the transport sector as:

- A lack of efficiency in terms of consumer demand;
- Poor financial viability and sustainability of public sector investment; and
- Inability to meet the basic accessibility needs (to work, health care, schools, shops) in many developing rural and urban areas.

Transport is intimately related to spatial development issues, which fall within the ambit of local government functions. These issues are examined in detail in the section of this Guide dealing specifically with the spatial dimension of development.

Some municipalities have been identified as municipal transport authorities. This designation encompasses a number of transport planning and services responsibilities which those selected municipalities have to abide by, including:

- Preparing transport plans for the transport area, for which it will be responsible in terms of implementation and monitoring;
- Developing land transport policy within its area based on national and provincial guidelines, its vision for the development of the area, and incorporate spatial development policies on matters such as densification, infilling and development corridors;
- Perform financial planning with regard to land transport within or affecting the transport area, with particular reference to transport planning, infrastructure, operations, services, maintenance, monitoring and administration; and
- Encourage, promote and facilitate public consultation and participation.

**Legal and policy context**

The department has put forward a number of principles, in the White Paper on Transport, which impact on the nature of land development, by proposing specific approaches to public transportation planning, and land transportation planning including:

- The need for integration of transportation planning with related planning functions such as land use planning;
- The selection of transportation strategies that are effective, efficient and have the highest impact on users and customers;
- The development of strategies that support national priorities such as economic growth, human resource development, democratising the state and society; and
- Enabling customers requiring transport for people or goods to access the transport system in ways which best satisfy their chosen criteria.

The policy approach of the Department of Transport specifies that:

- Transport planning and investment should result in better functioning cities, towns and rural areas;
- Concerns should be given to the efficiency and the fiscal effectiveness of transportation; and
- The realisation of the economic and social role of transport should seek to tackle the lack of affordable basic access to transport.

**Key objectives of departmental policy and legislation**, including the Moving South Africa Strategy and the White Paper on Transport, which have a bearing on municipal planning and management are:

- To maintain and develop the transportation infrastructure system, and prioritise its development in terms of sustainable economic and development needs;
- To foster a sound financial base for transportation infrastructure and public transportation;
• Promote environmental protection and resource conservation;
• Enhance the competitiveness of South African industry and the quality of life of its citizens by providing protection of consumers, safety and security, and meeting accessibility, reliability and mobility needs by providing transport infrastructure to serve the purpose;
• Ensure that the transport needs of the country’s disabled population are taken into account when new infrastructure is planned and designed;
• To ensure sustainable and dedicated funding for passenger transport infrastructure, operations, and law enforcement;
• To encourage more efficient urban land use structures, correcting spatial imbalances and reducing travel distances and times for commuting to a limit of about 40 km or one hour in each direction;
• To promote the use of public transport over private car travel, with the goal of achieving a ratio of 80:20 between public transport and private car usage;
• To promote rural development that will improve access to opportunities by ensuring that rural workers are housed in close proximity to their work locations and services, thereby reducing the need to travel;
• To improve accessibility and mobility, limiting walking distances to less than about one kilometre in urban areas; and
• To ensure that public transport is affordable, with commuters spending less than about 10% of disposable income on transport.

A key element of the Moving South Africa Strategy is the rationalisation of the public transportation system and the decrease in subsidies to municipalities to undertake public transportation functions. This will have a bearing on the sustainability of specific land development activities, particularly where such development results on land uses for specific customer segments and profiles that are highly dependent on public transportation, such as new housing development projects.

Hints for considering transport in the IDP process

The Transport Bill provides that Transport Planning Authorities, including qualifying municipalities, are responsible for legal transport planning requirements. Where the municipality is a Transport Planning Authority, it is responsible for producing an Integrated Transport Plan.

Those aspects of the transport planning requirements that are relevant in terms of the IDP process should be dealt with as part of the process. Transport planning authorities are responsible for that their Integrated Transport Plans pursue the following objectives:

• Enhancing the effective functioning of cities, towns and rural areas through integrated planning of transport infrastructure and facilities, transport operations including freight movement, bulk services and public transport services within the context of those integrated development plans;
• Directing employment opportunities and activities, mixed land uses and high density residential development into high utilisation public transportation corridors and discourage urban sprawl where public transport services are inadequate;
• Giving priority to infilling and densification along public transport corridors;
• Giving higher priority to public transport than to private transport by ensuring the provision of adequate public transport services and applying travel demand management measures to discourage private transport;
• Enhancing accessibility to public transport services and facilities and transport functionality in the case of persons with disabilities; and
• Minimising adverse impact on the environment.

For this to occur, municipalities located in the area of jurisdiction of a Transport Planning authority will have to ensure that they plan for their transport planning needs based on their local priorities and informed by the key objectives to be considered by the Transport Planning Authorities. In this way alignment should occur between the local priorities and the legal requirements of the Transport Planning Authorities.

4.2.8 Housing

Local government role

Local government powers in the Constitution and the Housing Act (1997) include the power to administer matters such as housing and all other related matters like building regulations, municipal planning and service provision. Local government must also create an enabling environment for housing development in its area of jurisdiction. The Housing Act, 1997 was promulgated in response to the need for definition of the roles of the spheres of government. The principle behind the allocation of roles is that government functions should be performed by the sphere closest to the people.

Specifically, according to the Housing Act (1997), municipalities must work within national and provincial policy and must, as part of the integrated planning process, ensure the progressive access of local inhabitants to adequate housing. Municipalities also need to address health and safety issues and service provision, both economically and efficiently. Housing delivery targets must also be set as part of the integrated development planning process. Additional housing-related responsibilities of municipalities include: identifying and designating land for housing; creating and maintaining a public environment conducive to housing development; resolution of conflicts around the housing development process; providing bulk engineering services; and planning and managing land use and development. The national and provincial governments are required to support municipalities concerning these responsibilities. Provincial departments are also required to prepare multi-year Provincial Housing Development Plans which draws on local IDPs and sets out a plan for housing provision within the province.

Any municipality may participate in a national housing programme in accordance with the rules applicable to such programme. As regards the administration of national housing programmes by municipalities, any municipality may apply in writing to the MEC to be accredited for the purposes of administering one or more national housing programmes.

Municipalities can play a particular role in supporting the People’s Housing Process and in land release. It is at the local level that the Spatial Development Framework of the IDP needs to act as an instrument for co-ordinating government investment in local development. Thus local IDPs should give consideration to the seven strategies outlined in the White Paper (mentioned below), among others, if housing is identified as a priority for the municipality.

Policy and legal context

Policy attempts most importantly to address not only the enormous housing backlog but also to address the dysfunctional housing market, spatially separated communities as well as social segregation.

The Housing White Paper, 1994 sets out the government’s broad housing policy and strategy. There are eight broad principles for housing sector activity drawn from the
White Paper (as well as the DFA, 1995 and the Housing Act, 1997). The relevance of these for local government planning is highlighted below:

1. **People centred development and partnerships**
   This principle calls for the contribution of all role-players in partnership with one another in order to meet the housing challenge.

2. **Skills Transfer and economic empowerment**
   In order for communities to reap the benefits of skills transfer and economic empowerment, local government housing policies and strategies should be aimed at enabling and supporting communities in participating in the satisfaction of their own housing needs. As a result, emphasis is placed on supporting the development of partnerships between local initiatives with larger established companies and service providers that are committed to providing support and training. Strategies to protect the rights of, and inform and educate housing consumers on the technical, legal and financial aspects of housing may need to be prioritised.

3. **Fairness and equity**
   Local government should be sensitive to the removal of discriminatory mechanisms and ensuring equality in respect of gender, race, religion and creed. The achievement of equal and equitable access to housing opportunities must be promoted within local housing policy.

4. **Choice**
   Apart from the freedom of choice in the process of satisfying his/her own housing needs, it is recognised that people should be able to access and lever resources on a collective basis.

5. **Quality and Affordability**
   Houses must be built to quality standards and at a price that recipients can afford. Housing products must have a market value.

6. **Innovation**
   Responses to the housing crisis must be innovative and diverse. Innovation is required in terms of localising national housing policy, formulating local housing strategies that are flexible enough to respond to varied situations and varied inputs and also ensuring planning and implementation of housing projects occurs in an integrated fashion.

7. **Transparency, Accountability and Monitoring**
   The flow of funds must be transparent. It is important that appropriate monitoring mechanisms are implemented, that risk and responsibilities are not separated among decision-makers and that responsible authorities are fully accountable for performance against agreed standards and targets.

8. **Sustainability and Fiscal Affordability**
   Housing delivery should be initiated at scale on a sustainable basis. The short-term action should therefore not undermine the long-term viability. The local housing process must be fiscally, socially, financially and politically sustainable in the long-term. This means balancing end-user affordability, the standard of housing, the number of housing units required, and the fiscal allocations to housing.
   
   Local housing strategies that emerge from the integrated development planning process should reflect these principles. Alternative strategies should be assessed in terms of their contribution to achieving these principles.
The White Paper details seven strategies that have evolved at national level and are in the process of being implemented nationally:

- Stabilising the housing environment.
- Mobilising housing credit.
- Providing subsidy assistance.
- Supporting the people’s housing process.
- Rationalising institutional capacity.
- Facilitating speedy release and servicing of land.
- Co-ordinating government investment in development.

One or more of these national strategies are likely to form an important component of local housing strategies depending on the local housing context and locally identified priorities.

National Housing Programmes

Housing Subsidy Scheme

The Housing Subsidy Scheme is the primary housing assistance measure which was introduced in March 1994. It is targeted at beneficiaries with a household income of less than R3 500 per month who have not owned fixed residential property previously, and who satisfy a range of criteria. There are six subsidy mechanisms that together comprise the housing subsidy scheme.

- **Project-Linked subsidy**
  This is offered on a stepped scale, linked to household income. The intention is to assist beneficiaries to acquire ownership of fixed residential properties for the first time, and to enable them to buy homes in projects approved by Provincial Housing Development Boards (PHDBs).

- **Individual subsidy**
  The intention is to allow beneficiaries to buy existing homes or homes in projects not approved by PHDBs. They are also offered on a stepped scale, linked to household income.

- **Project-linked Consolidation subsidy**
  This provides a “top-up” amount to qualifying beneficiaries who have already received a subsidy under the previous state financed site and service subsidy programme, including projects funded by the IDT. The subsidy is only available where a household earns more than R1 500 per month. It is granted to enable a beneficiary to provide or upgrade a dwelling on the site.

- **Institutional subsidy**
  This provides a R16 000 subsidy to an institution for each qualifying beneficiary whose household resides in their institution’s stock and who earns not more than R3 500 per month. It allows the institution to offer rental, deed of sale, shareblock or other tenure options to households. Rental may be converted to ownership after the household has resided in the stock for at least four years.

- **Relocation Assistance**
  This subsidy is offered to borrowers who, on 31 August 1997, were at least three months in arrears, and who needed to relocate to more affordable housing.

- **Rural subsidy: informal land rights**
  To enable households who have defined undisturbed informal land rights to access the housing subsidy to provide for their housing needs.

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1 As outlined in the National Housing Code, March 2000, Department of Housing.
People’s Housing Process
This process provides an alternative route for accessing above mentioned subsidies. It aims to support people who want to build their homes themselves to access consolidation, project-linked, institutional and rural housing subsidies and other support measures.

Discount Benefit Scheme
This scheme promoted home ownership for tenants or debtors who live in state-financed housing. Under this scheme tenants receive a discount on the price of the property to enable them to buy it, or a deduction in the amount outstanding. People may receive a maximum discount up to R7 500 on the price of the property.

Public Sector Hostels Redevelopment Programme
This programme provides grant funding for the upgrading and/or conversion of hostels owned by public sector institutions to create humane living conditions and to provide affordable and sustainable housing opportunities on either a rental or ownership basis. It allows for three forms of redevelopment; rental for single persons or families; ownership in line with the Housing Subsidy Scheme policy; alternative use, such as school or community centre.

Hints for considering housing in the IDP process
Establishing a housing strategy and targets would need to feature as part of the IDP outputs, where housing has been identified as a priority issue or part thereof. In other words, if housing emerges as a local priority issue, planning for housing would need to occur within the ambit of the IDP process, and be according to the requirements of the Housing Act.

Because funding for housing development is drawn down from the provincial sphere, a key aspect of planning for and implementation of housing interventions revolves around achieving sector alignment. Therefore, developing a local housing strategy needs to be an iterative process giving consideration both to national and provincial policy principles and the local analysis and priority identification. It is important to achieve alignment and consistency between housing strategies, projects and targets within the local integrated development plan and those within the multi-year Provincial Housing Development Plan. Thus it would be useful to involve the provincial housing department at appropriate points in the local planning process and to forward the local IDP (including the local Housing Development Strategy and Targets) to the provincial department. The multi-year Provincial Housing Development Plan (which incorporates local plans) should also be made available to local municipalities.

Similarly, strategies and projects that are aligned with the national housing policy principles and are co-ordinated with national strategies are most likely to access these funds. However, it is important to recognise that the national strategies should not be the only frame of reference in devising a housing strategy as part of the IDP. Housing is much broader than simply accessing subsidies for low-income housing and creative strategies should go beyond this. They should, for example, consider ways of influencing and stimulating private sector housing development.

Alignment between sectors also needs to be achieved. Planning for housing needs to overcome the problems of planning housing developments in isolation without any consideration for accessibility of housing developments to other physical, social and economic infrastructure.

Consideration should also be given to how a specific housing strategy can address as many aspects of the priority issues as possible. For example, can the housing strategy have an emphasis on local labour utilisation and/or part of an agri-village strategy and/or use alternative materials that would lessen energy and service requirements.
4.2.9 Water and sanitation

Local government role

An estimated 21 million South Africans do not have access to adequate water and/or sanitation facilities. This situation has significant health impacts such as the spread of communicable diseases, these in turn affect:

- The quality of life and longevity of local communities;
- Economic productivity levels and attendance at schools; and
- Environmental sustainability in terms of pollution and unsustainable use of water.

The lack of basic services such as water supply and sanitation is a key symptom of poverty and under-development. The provision of such services must form part of a coherent local development strategy if it is to be successful. The way in which South Africa’s limited water resources are used must also be part of such a local development strategy.

The Constitution stipulates that local government is responsible for the provision of water supply and sanitation services. This suggests that in respect of water and sanitation delivery, specific implementation strategies should be formulated at the provincial and local level rather than at national level.

Municipal responsibilities in respect of sanitation and water include:

- The provision of communal infrastructure (planning, programming, and financing);
- The operation and maintenance of infrastructure;
- Communication with consumers (agreement on standards, setting tariffs, collecting revenues);
- Maintenance of public health (health education, pollution prevention and control);
- The promotion of development (facilitating community involvement);
- The provision of technical assistance for upgrading on-site systems;
- Facilitating the establishment of and capacity building of local water and sanitation committees (in rural areas);
- Co-operation with others to pool experience and generate consistent approaches; and
- Reporting to provincial government.

The transfer of government water services works is the transfer of ownership and operational responsibilities for any water services works from the national to the respective water services authority in which it is situated. The services to be transferred are primarily ex-homelands schemes that have from 1994 become the responsibility of the Department of Water Affairs as an interim measure. The types of works to be transferred to institutions are reticulation networks, dedicated bulk infrastructure, regional bulk infrastructure, and in some cases the operational responsibility for dams.

The Department of Water Affairs and Forestry has been investigating the feasibility of providing a basic level of water supply free to poor consumers. Since early 2001, the government has decided to provide a basic supply of 6 000 litres of safe water per month to poor households free of charge. This responsibility is primarily held by municipalities, however, municipalities will still have some discretion over this amount. For instance in remote areas with scattered settlements, and in water stressed areas, it may not be feasible to provide this amount.

Municipalities that are water services providers have to provide the resource for the supply of water to their consumers, either from their internal revenue generation activities or from an outside source. The following revenue options may be considered to subsidise the cost of basic water supply:
• By cross-subsidising from trading surpluses raised by charging certain consumers more than the cost of providing services;
• By cross-subsidising from trading surpluses raised from other accounts, such as local rates and taxes;
• By drawing from district council levies;
• From the S-grant portion of the equitable share from nationally generated revenue; and
• Other transfers and conditional grants from national government.

At present the sanitation delivery approach and funding mechanisms applicable in rural areas tend to differ from those of urban areas. In rural areas, the norm was based on VIPs and health and hygiene promotion. In more urban areas, delivery approaches have focused on conventional water-borne sanitation, by making use of programmes such as CMIP. In urban areas, sanitation technologies are often reduced to just two choices: full flush toilets or VIPs. In fact there are a range of alternatives in use in the country. Whilst there is no best option, each technical option, its associated capital and operating costs, and impact on the carrying capacity of the environment, would need to be considered in relation to the specific municipal and settlement context. Municipalities need to demonstrate that any new sanitation installation is sustainable in the long term.

In terms of water provision, sustainability also needs to be considered. Sustainability in this respect means that the water services being provided will need to be provided indefinitely at the levels for which they have been designed.

Legal and policy context

The major aim of the national water and sanitation policy is to contribute to improving the health and quality of life of the whole population. The water quality management policy makes provision for the water quality objectives, of any water resource, to be determined by the users and Department of Water Affairs and Forestry (DWAF).

The following presents key principles governing the manner in which DWAF envisages the provision of water and sanitation services:
• Government must create an enabling environment through which all South Africans can access services and support in obtaining those services.
• The use of scarce public funds must be confined to assisting those who are unable to attain a basic level of service.
• Individual householders are ultimately responsible, although communities may require a degree of conformity to achieve the “healthy environment” envisaged in the Constitution. A careful balance needs to be achieved between what is affordable to households, communities and the national economy.
• The limited national resources available to support the provision of basic services should be equitably distributed throughout the country, according to population and level of development.
• The way in which basic services are provided must take into account the growing scarcity of good quality water in South Africa.
• Water and sanitation systems must be sustainable. This means they must be affordable to the service provider, and payment by the user is essential to ensure this.
• Water and sanitation development is not possible in isolation from other sectors. Co-ordination is necessary between different departments, all spheres of government and other stakeholders.
• The environment must be considered in all development activities.
At present, significant investments are being made in the provision of safe water supplies for all. The Municipal Infrastructure Investment Framework, recently accepted by Cabinet, indicated that government must devise ways of prioritising investments and targeting subsidies.

The Department operates a number of other programmes that have a direct bearing on local level development, such as the Working for Water Programme. This programme is a multi-departmental public works driven intervention, with the express purpose of dealing effectively with the problem of invading alien plants. The Community Water and Sanitation Programme and the Rural Water Programme are other examples of programmes developed by the Department of Water Affairs, targeting poor communities, which municipalities may use to resource their infrastructure development requirements.

Hints for considering water and sanitation in the IDP process

The compilation of Water Services Development Plans (WSDP) by Water Services Authorities is a planning requirement of the Department of Water Affairs. The approach to sector alignment described in the introduction to the sectors in this Guide should therefore serve to inform the manner in which water and sanitation issues are dealt with either as part of the IDP process or as a discrete parallel but aligned process. The guiding principle, here, is the concept of relevance of the sector planning requirement to the IDP priority issues identified in the Analysis phase.

In the event of the Water Service Authority covering more than one local municipality, each local municipality should be represented in the planning team for the Water Services Development Plan to ensure mutual alignment of the WSDP and the water related projects of the IDP.

Water and sanitation issues must also be integrated into programmes for the provision of other basic needs and strategies. For instance, the improvement of water supply in an area, frequently stimulates communities to look at other improvements needed, such as sanitation. This concern for integration implies that water and sanitation issues will often have to be addressed as part of a package of interventions encompassing not only economic, but also social, environmental and infrastructure matters.

4.2.10 Municipal infrastructure

In previous sections of this Guide, specific elements of municipal infrastructure (energy, water and sanitation, transport) have been dealt with. In this section municipal infrastructure as an inclusive or integrated concept will be discussed. The reason for this approach is twofold:

- To emphasise that planning decisions about infrastructure, coupled to planning for investment in infrastructure, need to take into account all the elements of municipal infrastructure as opposed to concentrating on a specific element of infrastructure; and
- To incorporate an understanding of the Consolidated Municipal Infrastructure Programme (CMIP), a national programme run by the Department of Provincial and Local Government and a major source of funding for municipal bulk and connector infrastructure, to the IDP process.

Local government role

The White Paper on Local Government (1998) states that local government is responsible for the provision of household infrastructure and services, including infrastructure such as water, sanitation, local roads, stormwater drainage and electricity.
The provision of infrastructure as one of the major functions of municipalities has been legislated. In terms of the Municipal Structures Amendment Act (33 of 2000), the provision of certain elements of municipal infrastructure is included in the powers and functions of district municipalities. These are potable water systems, bulk supply of electricity, domestic waste-water and sewage disposal systems, and municipal roads which form an integral part of a road transport system for the area of a district municipality as a whole. The generic principle that emerges here is that district municipalities are responsible for the more district wide and bulk level of services, with local municipalities attending to the more local specific services (e.g. local roads).

In the context of IDP, municipalities have to undertake integrated infrastructure investment planning that needs to form part of the IDP process. This must precede and form the basis for any funding applications. This also means that all elements of infrastructure have to be planned for in an integrated way.

Legal and policy context

The White Paper on Local Government (1998) emphasises that municipal infrastructure is an essential component of social and economic development. This principle implies that infrastructure planning should not be approached sectorally, but should be guided by the contribution infrastructure can make to priority development issues in a municipal area. The White Paper further states that the starting point for infrastructure investment should be those communities that experience the highest levels of need for basic services. In the short-term, projects will thus tend to be needs orientated. In the medium-term, enhancing growth will become an increasingly important criterion.

Municipal infrastructure comprises many sectoral elements (e.g. water, roads and electricity) that are the competency of different sector departments at national and provincial level, each with their own requirements and principles. This fact, together with the above principles contained in the White Paper, pose one of the key challenges of integrated development planning: to ensure that infrastructure planning is not approached sectorally but rather in the context of the local priority issues.

The Consolidated Municipal Infrastructure (CMIP) Programme 2 of the Department of Provincial and Local Government allocates funds and provides technical supervision. The programme is administered by provincial authorities who allocate funds to local authorities. CMIP aims to drive local development through the provision of bulk infrastructure in a co-ordinated manner. The guiding principles of CMIP, all of which need to underpin infrastructure planning in the IDP process, are:

- At least a basic level of services for all South Africans within 10 years (2010);
- Long-term financial sustainability;
- Strengthening the institutional capacity of municipalities;
- A single, coherent funding process for municipal infrastructure;
- Rapid improvement of delivery of services;
- Synchronised housing and infrastructure delivery;
- Integration of apartheid areas;
- Urban and rural equity in service delivery;
- Utilising the benefits of economies of scale in delivering community facilities and services; and
- Reporting and monitoring are very important principles in CMIP.

2 The most recent guidelines for this programme are provided in The Consolidated Municipal Infrastructure Programme Handbook Fourth Edition Technical Guideline, November 2000. Other more specific guideline documents are Municipal Service Options: A guideline for local authorities, August 2000 and CMIP Procurement Guidelines, November 2000.
With respect to the **Consolidated Municipal Infrastructure Investment Programme** municipalities are responsible for:

- Preparing all applications for funding, technical reports and business plans, placing contracts, and monitoring the quality of the project;
- Establishing project teams for each approved CMIP project. The composition of the teams will vary from project to project, but is likely to include relevant officials, a project consultant/specialists and community representatives;
- Reporting on progress at costs and any financial or other irregularities to the provincial programme manager; and
- Taking over the completed project as an asset of the municipality and operating and maintaining it.

There are a number of other government, parastatal and non-government bodies that can play a role in **resourcing municipal infrastructure provision**:

- Part of the **housing subsidy scheme** may be used to fund internal services;
- The **Department of Water Affairs and Forestry** uses **Reconstruction and Development (RDP) funding** for peri-urban and rural infrastructure. Projects are prioritised through provincial planning forums and implemented by municipalities, water boards and community structures;
- Line department funds exist for other urban infrastructure provision such as transport;
- Bodies such as the Development Bank of Southern Africa provide **concessional finance** to municipalities;
- **Private sector loans or equity** can be used for infrastructure provision;
- Further funding is raised from municipality reserves, special levies, and household connection fees; and
- Own municipal funding can also be used.

The White Paper on Local Government emphasises the need to look beyond more traditional ways and means of infrastructure provision. In addition to capital grants from CMIP and other funding programmes, the White Paper identifies the following **ways to achieve infrastructure provision**:

- Local cross-subsidisation;
- Mobilising private investment in municipal infrastructure; and
- Assisting groups within the community to establish their own delivery institutions.

Other important **considerations in planning for infrastructure** are also contained in the White Paper:

- Level of service provision, which will be affordable and sustainable in the context of communities for which infrastructure is provided;
- The issue of subsidising the operating costs of infrastructure provision to poor households; and
- Recognising that the provision of infrastructure is integral to the provision of housing.

**National strategic and policy objectives** have been set as a basis for prioritisation and it would thus be in the interests of municipalities to take these into consideration in crafting their infrastructure projects and motivating their project applications:

- Share of the total project expenditure allocated to SMMEs;
- Number of woman/youth/disabled workdays created;
- Improvement of overall labour-intensiveness and local job opportunities;
- Capacity building and training objectives for the project; and
- Improved capacity to operate and to maintain cost-effective infrastructure;
• Increased municipal service partnerships and outsourcing; and
• Impact on local economic development, decreased unemployment, opening of new business ventures in the area, improved health and welfare conditions.

Hints for considering infrastructure planning in the IDP process

A 5-year Capital Investment Plan is a required output of the IDP process. The formulation of this plan needs to be based in part on infrastructure investment planning that is directly related to the municipal priority issues identified in the IDP process.

Infrastructure planning within the IDP process should:

Consider the long term viability of infrastructure investment decisions: The capital expenditure to develop infrastructure is only a portion of the total financial commitment that the municipality will have to undertake. Municipalities should also consider the costs of operating and maintaining the infrastructure, costs that will increase as infrastructure ages. In this respect it is important to consider the income that can be generated by the provision of services and which portion of this income would be required for operational expenditure. In turn, this consideration is linked to the affordability levels of the local communities.

Take into account the legal and policy requirements of the relevant sector/s: CMIP applications are likely to emerge from the infrastructure investment planning process, as few municipalities have sufficient internal funding to subsidise infrastructure investment. Whilst the preparation of CMIP applications should not form part of the main IDP process and can be completed by sector specialists in their municipal sector departments, it has to be ensured that CMIP policy guidelines and funding criteria inform infrastructure project proposals and the subsequent applications for funding.

Consider infrastructure investment alternatives in inter-sectoral, multi-disciplinary teams: Such teams should considering infrastructure investment alternatives in deciding on appropriate strategies, project design to address local IDP priorities and to accommodate the CMIP guidelines and funding criteria.

Work towards co-ordinating the integrated development planning process with the CMIP application process: The CMIP process has a phased application process. In Phase 1 (Application Phase), the municipality must prioritise potential projects within its area of jurisdiction and select projects for which it intends to apply for CMIP funding and then complete an application form for each type of service indicating clearly how the projects meet the funding criteria of the programme. This should be done immediately after the project proposals have been finalised at the end of Phase 3 of the IDP. Phase 2 is the Business-Planning Phase where municipalities prepare full business plans for approved projects. This should commence on approval of the IDP by the municipal council. In Phase 3 (Funding Approval Phase) DPLG approves the funding and the municipality implements approved projects in accordance with the conditions set by DPLG and monitored by the provincial co-ordinator.