

CAPE WINELANDS DISTRICT



INTEGRATED DEVELOPMENT PLANNING DISTRICT FRAMEWORK

(2022 – 2027)



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1. INTRODUCTION

Section 27(1) of the Local Government: Municipal Systems Act, 2000 (Act32 of 2000), states that:

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

The Cape Winelands District Municipality (CWDM) is responsible for drafting the District IDP Framework Plan, a mechanism to ensure alignment and integration between the IDP’s of the Cape Winelands District Municipality and Local municipalities of:

- Stellenbosch
- Drakenstein
- Witzenberg
- Breede Valley
- Langeberg

The Cape Winelands District Integrated Development Planning District Framework aims to bind both the district municipality and the 5 local municipalities (B Municipalities) through consultation, coordination and alignment between the planning processes. The Framework also identifies the plans and planning requirements binding in terms of provincial and national legislation matters to be included in the IDPs requiring alignment and must specify the principles and approach to be adopted in respect of those matters. This approach requires the district municipality to have a planning framework which is applicable to all stakeholders that plan to implement programmes and projects within the boundaries of the district. In so doing, extensive consultation, coordination and alignment of the IDP processes within the District Municipality and its various Local municipalities must be maintained.

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

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

2. Legal Context of District Framework

There are several pieces of legislation which craft the architecture within which the IDP District Framework will function. These include the Constitution of the Republic of South Africa, Act 108 of 1996, the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), including the Municipal Structures Amendment Act, B51-2000, the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), and the White Paper on Local Government, 1998.

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

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

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

Section 27(2) of the Municipal Systems Act, 2000 (Act 32 of 2000), states that the Framework Plan must at least:

- (a) identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and local municipalities or on any specific municipality;*

- (b) *identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;*
- (c) *specify the principles to be applied and coordinate the approach to be adopted in respect of those matters; and*
- (d) *determine procedures -*
 - (i) *for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and*
 - (ii) *to effect essential amendments to the framework*

3. PURPOSE AND OBJECTIVES OF THE IDP DISTRICT FRAMEWORK

The drafting of a new five-year Integrated Development Plan (2022-2027) necessitates the adoption of an Integrated Development Planning District Framework which guides the process of drafting, reviewing and amending the Integrated Development Plan (IDP) adopted by Council.

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

IDP DISTRICT FRAMEWORK vs IDP PROCESS PLAN

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

The IDP Process Plan is a process set out in writing to guide the planning, drafting, adoption and review of its IDP; it contains events to be undertaken in the process of

developing the actual District IDP, supporting IDP processes of the Local municipalities to ensure alignment.

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

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

4. POLICY PRINCIPLES FOR INTEGRATED DEVELOPMENT PLANNING

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

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

The following policy principles will apply to ensure the above:

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

development process financially. It is, however, accepted that unfunded mandates and disasters may have an effect on the allocation of funds in the budget.

5. ROLES AND RESPONSIBILITIES

DISTRICT MUNICIPALITY

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

"A District municipality has the following functions and powers: Integrated Development Planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality"

The role-player tasked with executing the function of creating the IDP District Framework rests with the IDP Co-ordinator of the Cape Winelands District Municipality.

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

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

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

- Breede Valley Municipality;
- Drakenstein Municipality;
- Langeberg Municipality;
- Stellenbosch Municipality and
- Witzenberg Municipality.

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

LOCAL MUNICIPALITIES

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

PROVINCIAL GOVERNMENT

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

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

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

6. ORGANISATIONAL ARRANGEMENTS, FRAMEWORK PROGRAMME AND TIMEFRAMES

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

- District IDP Managers' Forum
- Provincial IDP Managers' Forum
- Joint District and Metro Approach task team
- Strategic Integrated Municipal Engagements
- District Co-ordinating Forum
- Municipal Managers' Forum
- District Communications' Forum
- Disaster Management Advisory Forum
- Regional Air Quality Management Committee
- Provincial IDP Indaba's, MGRO, LGMTEC and Indaba Working Group
- Provincial IDP Managers' Forum and Public Participation and Communications Forum/

Key activities and responsibilities to be undertaken throughout the 5 -year IDP Cycle (2022-2027) of the IDP, Budget and Performance Management is to be summarised in the process plans of the municipalities within the district.

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

- Meetings of the IDP coordinators/managers of the district and local municipalities to discuss and coordinate IDP related issues as these occur. These meetings will also give the IDP coordinator of the CW District Municipality the opportunity to monitor progress and/or problems at local level and to make provision for assistance/support in time. Meetings will take place at least quarterly and/or as circumstances so demand.

- Workshops presented under the auspices of the CWDM to discuss problems/issues of regional interest with all interested parties and to determine IDP strategies in this regard will only be arranged when a specific matter requiring consultation has been identified.
- Policy and other serious issues that cannot be dealt with by the IDP coordinators/managers alone, will be referred to the District ~~Coordinated~~ Co-ordinating Forum (DCF).
- Delegated councillors of local municipalities serving in the CWDM Council must also regularly report to their councils on matters of local interest.

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

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

Mechanisms for participation

The following mechanisms for participation will be utilized:

District IDP Managers' Forum, District Public Participation Forum and District Communication Forum

This Forums will represent all stakeholders and will be as inclusive as possible. Efforts will be made to bring additional organisations into above mentioned forums and ensure their continued participation throughout the process.

Media

Local newspapers and the CWDM's internal and external newsletters will be used to inform the community of the progress of the IDP.

Social media

The District's website and facebook will also be utilised to communicate and inform the community. All relevant documents will be placed on the website for communities and service providers to download.

Radio Slots

The community radio stations will be utilised to make public announcements where necessary. Radio slots will also be used for public participation sessions when we need to adhere to Covid-19 regulations.

Assistance by the Cape Winelands District Municipality

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

- Assistance to build capacity locally, on request for example by means of training;
- Assistance with facilitation of workshops;
- Providing information/data gathered at district level that is relevant to local IDP processes, in particular with regard to binding legislation, and information already gathered in rural areas.

7. MATTERS, MECHANISMS AND PROCEDURES FOR ALIGNMENT AND CONSULTATION**HORIZONTAL AND VERTICAL ALIGNMENT**

Horizontal and vertical alignment within an IDP must be achieved by way of:

- Framework/Process Plan: The main responsibility of horizontal alignment lies with the Cape Winelands District Municipality. Legislation requires of District Municipalities to prepare and adopt an IDP District Framework which indicates how the District and Local Municipalities will

align their IDPs. The Framework Plan provides the linkages and binding relationships to be established between the District and Local Municipalities in the region and in doing so, proper consultation, coordination and alignment of the IDP process within the district and the various Local Municipalities can be maintained.

- Sector Department alignment: This is essential to ensure that the District and Local Municipalities' priorities are reflected in the different departments' project prioritisation process and in turn, that the department's projects are reflected in the IDP. Regular and strategic meetings with the Sector Departments would be required during the course of the IDP Review.
- Horizontal alignment will focus on addressing issues at both District and Local municipal level, while Vertical alignment will focus on issues that affect the municipalities from National and Provincial departments, and other organisations. Planning therefore needs to be informed by all stakeholders in order to effectively and efficiently allocate resources.
- Mechanisms have been put in place to assist in ensuring alignment of matters between the District and Local municipalities in Cape Winelands. This will be done by way of scheduled District IDP Managers' Fora, followed by the District Public Participation and Communication Fora. Proper and effective communication between the different spheres of government is therefore crucial in order to achieve successful alignment of matters.

Alignment with Sector Departments will take place through:

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

The following alignment activities are envisaged between the CWDM and the five local municipalities on the one hand and between local government levels and role-players at national, provincial and corporate service-delivery levels on the other hand:–

PHASE	TIME	ALIGNMENT ACTIVITY	SPHERE	RESPONSIBILITY	STRUCTURES
Analysis	Sept- October	Information on new priorities to CWDM	Local	Local IDP coordinators	Community issues brought to Municipality's attention through ward committee /public meetings/ stakeholders meetings
Strategies	October - Nov	Joint decision-making on localised guidelines. District-level strategic workshops.	Local, CWDM and other spheres	CWDM IDP Coordinator	Issues are being discussed. Find possible solutions through internal IDP and Budget meetings.
Project plan	Nov - Dec	Technical planning input	Local, CWDM and other spheres	Technical functionaries	Details of the possible solutions are discussed to determine what is needed(budget, timing, how long, when, by who)
Integration	Dec - Feb	Facilitation of non-line function programmes	CWDM and other spheres	CWDM and functionaries from other spheres	Identified projects are integrated

					and budgeted for through internal meetings.
Approval	March - May	Submission of draft IDP	Local, CWDM and other spheres	IDP Coordinators	Draft Plan is tabled at Council and discussed at Ward committee/ public meetings/ stakeholder meetings
Approval	March - May	Comment on draft IDP	Local, CWDM and other spheres	IDP Forums Other role-players	Public comment before final approval by Council in May.

Some of the above-mentioned still requires final clarification of functions. **Joint strategic workshops** on each of the above-mentioned issues will be held at district level to ensure alignment.

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

Joint strategic workshops will also consider the following aspects:

- Regional economic development;
- Human development in the region;
- The Spatial Development Framework for the region;
- The sustainable utilisation of scarce resources, with special reference to environmental viability;
- Proactive consultation and coordination between district and local municipalities on delivery programmes and projects in the district, to ensure an integrated approach throughout and the achievement of common district objectives in the process;
- Action-specific principles, e.g. bioregional planning principles, will be fundamental to all spatial planning in the district;
- Information sharing among municipalities in the region;
- Priorities identified by more than one local municipality which as such can be regarded as partial regional priorities;
- Proactive definition of components, strategies and programmes of the IDP/IDPs arising from non-municipal line functions, as well as crosscutting dimensions such as poverty, gender issues, etc. that have to be addressed;
- Coordination of actions and implementation of IDP strategies.

Facilitation process in regional context:

These refer to aspects which are not necessarily municipal line functions. They should nevertheless be included in IDPs on the express understanding that the relevant local municipality or district municipality, as overall representative, will relay such matters to the

various sector role-players at provincial and national levels and will act as facilitator(s) in the promotion processes.

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

- CWDM acts as facilitator/convenor to promote matters that may represent a district-wide problem or have a district-wide impact, while each local municipality is individually responsible for matters that are relevant locally.
- Representatives/specialists of each issue that come to the fore are identified in the various towns (each town need not be represented). Advertisements inviting experts to participate can be published in the local papers.
- The group that is identified forms a special study group for example to address problems in education etc.
- CWDM or the local municipality concerned assists the study group with arrangement of meetings and other supporting actions in performing their task.
- When the study group makes a recommendation, district-wide actions are further facilitated with the support of CWDM, and local actions with the support of the relevant local municipality. The relevant local municipality or CWDM together with the study group negotiate with other spheres of government to ensure the implementation of the components.
- A dynamic checklist is formalised with the aid of the study group to monitor that the crosscutting dimensions mentioned above are incorporated in all strategies and projects.
- Joint strategic workshop(s) is/are presented by CWDM for the proactive identification and definition of crosscutting dimensions and actions that may arise from non-municipal line functions and for the coordination and implementation of actions.

Binding plans, planning requirements and policy on national, provincial and local levels

To ensure that both the district and local municipalities are aware of all relevant binding national and provincial legislation, policy, programmes, strategies and available funds and that these are considered in the various IDP processes, the Framework contains the following information:–

Policy Frameworks

The following policy frameworks must be taken into considering throughout the planning, development, adoption, implementation and Performance Management processes of the municipal IDPs within the Cape Winelands region. In addition, policy directives across the spheres of government also need to be taken into account, namely the State of the Nation Address, State of the Province Address and the State of the District Address.

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

Sector Plans

- 4.2.1 Water Services Development Plans
- 4.2.2 Integrated Waste Management Plan
- 4.2.3 Integrated Transport Plans
- 4.2.4 Land Development Objectives

- 4.2.5 Housing Strategy (Plan)
- 4.2.6 Local Economic Development Strategies
- 4.2.7 Integrated Infrastructure Planning
- 4.2.8 Integrated Energy Planning
- 4.2.9 Spatial Development Framework
- 4.2.10 Environmental Implementation Management Plans

Policy

- Public Sector Procurement Reform in SA
- Integrated Pollution and Waste Management for SA
- Land Reform Strategies
- Rural Development Framework
- Draft White Paper on Spatial Planning and Land Use Management, 2001
- Urbanisation Policy
- Farm Worker Housing and Fringe Policy
- Bio-regional Planning Policy and Guide
- Guidelines for Subdivision of Agricultural Land

Planning tools

- Key Performance Areas and targets;
- IDP District Framework;
- Joint District and Metro Approach planning initiatives and
- Public Participation programmes.

All municipalities must locally take into account the following:

- IDP: Cape Winelands District Municipality
- IDPs of all five Local municipalities within the region
- Existing approved Spatial Development Frameworks (SDFs) and/or structure plans (link to SPLUMA)
- Existing approved Water Services Plans
- Existing approved Disaster Management Plans
- HIV/AIDS Strategies

- One Plan outcomes

Components for inclusion in integrated development plans

Clear *analysis* of municipal reality & clear development *strategy*

- Socio-economic analysis of municipal area:
(Ward-based profiling within the municipal area)
- Clear development vision

Vision, Objectives and Strategies

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

Targeted basic *services and infrastructure* investment

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

Community involvement in planning and delivery

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

Institutional *delivery capacity* within municipality

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

Alignment with national/provincial programmes

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

1. Strategic issues: Improve LED plans to enable critical trade off decisions to be made and ensure implementation	Analysis Strategy	Rigorous analysis of the economic reality of the municipality Clear economic development strategy
	Infrastructure Investment	Targeted economic infrastructure investment strategy or plans ED responses linked to community priorities
2. Implementation issues: Ensure local implementation capacity, & identify actions to reach commitment between the national, provincial and local sphere on the priority actions	Delivery Capacity	Institutional delivery capacity of municipality Skilled human resources, implementation systems (i.e. project management, budget and performance management through clear key performance indicators)
	Alignment	Intergovernmental commitment to delivery on IDP (between the 3 government spheres & between district and local municipalities)

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

Procedures and principles for monitoring the planning process

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

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

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

- The District IDP Managers' Forum meets after each phase in the IDP process to evaluate progress and to identify where changes, amendments or departures to/from both the District Framework and the planning process are required.
- Each municipality must notify the CWDM within five (5) working days of any departure from its Action Plan that may have an impact on district-level activities and programmes (e.g. the identification of local priorities are delayed and therefore the district-level strategic workshop on priorities would have to be postponed).

Requests to amend the District Framework must include:–

- The wording of the proposed amendment;
- Motivation for the amendment;

- Expected implications of the amendment.

CWDM's IDP coordinator deals with the process and ensures that all proposals for departure/amendment are reported to role-players and that their comment is invited.

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

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

9. CONCLUSION

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

ANNEXURE “A”

Framework for contextualising and applying the NSDP at district level

a. Developing a shared analysis

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

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

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

b. Shared socio-economic vision or development trajectory

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

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

c. Priority interventions and Critical strategies

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

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

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

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

government and extra-government institutions into a participatory and integrated decision-making process is therefore important.

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

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

Implementing the framework

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

ANNEXURE “B”

Principles of the National Environmental Management Act 107 of 1998

- 1) The principles set out in this section apply throughout the Republic to the actions of all organs of state that may significantly affect the environment and—
 - (a) shall apply alongside all other appropriate and relevant considerations, including the State’s responsibility to respect, protect, promote and fulfil the social and economic rights in Chapter 2 of the Constitution and in particular the basic needs of categories of persons disadvantaged by unfair discrimination;
 - (b) serve as the general framework within which environmental management and implementation plans must be formulated;
 - (c) serve as guidelines by reference to which any organ of state must exercise any function when taking any decision in terms of this Act or any statutory provision concerning the protection of the environment;
 - (d) serve as principles by reference to which a conciliator appointed under this Act must make recommendations; and
 - (e) guide the interpretation, administration and implementation of this Act, and any other law concerned with the protection or management of the environment.

- (2) Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.

- (3) Development must be socially, environmentally and economically sustainable.

- (4) (a) Sustainable development requires the consideration of all relevant factors including the following:
 - (i) That the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied;

 - (ii) that pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;

 - (iii) that the disturbance of landscapes and sites that constitute the nation’s cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied;

 - (iv) that waste is avoided, or where it cannot be altogether avoided, minimised and re-used or recycled where possible and otherwise disposed of in a responsible manner;

 - (v) that the use and exploitation of non-renewable natural resources is responsible and equitable, and takes into account the consequences of the depletion of the resource;

 - (vi) that the development, use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardised;

 - (vii) that a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actions; and

- (viii) that negative impacts on the environment and on people's environmental rights be anticipated and prevented, and where they cannot be altogether prevented, are minimised and remedied.
- (b) Environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option.
- (c) Environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.
- (d) Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.
- (e) Responsibility for the environmental health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle.
- (f) The participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured.
- (g) Decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognising all forms of knowledge, including traditional and ordinary knowledge.
- (h) Community well-being and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means.
- (i) The social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment.
- (j) The right of workers to refuse work that is harmful to human health or the environment and to be informed of dangers must be respected and protected.
- (k) Decisions must be taken in an open and transparent manner, and access to information must be provided in accordance with the law.
- (l) There must be inter-governmental co-ordination and harmonisation of policies, legislation and actions relating to the environment.
- (m) Actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures.
- (n) Global and international responsibilities relating to the environment must be discharged in the national interest.

- (o) The environment is held in public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage
- (p) The costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects must be paid for by those responsible for harming the environment.
- (q) The vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.
- (r) Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.