

# Integrated Development Planning

## 1.1 BACKGROUND TO THE INTEGRATED DEVELOPMENT PLANNING PROCESS

The advent of integrated development planning has constituted a major watershed for local authorities in South Africa, being regarded by the national legislature as the key tool to re-orientate and refocus the vision and mission of local authorities as they prepare to manage a new developmental role.

During the apartheid era, local government planning was characterised by the following:

- ❑ It was a technically-driven process without meaningful community participation.
- ❑ It focused on regulation and control of land use through a web of restrictions aimed at entrenching racial segregation spatially, socially and economically.
- ❑ It served the demands of the privileged groups in society, at the expense of the disenfranchised and the urban and rural poor.
- ❑ It was largely sectoral, with little integration between transport, land use and infrastructure plans.
- ❑ It was neglectful of issues relating to environmental sustainability and economic viability.
- ❑ It was largely unconcerned with poverty alleviation, social health and welfare.
- ❑ It neglected the facilitation of economic development.

During the 1990s, the concept of integrated planning was adapted in South Africa from strengthening international trends towards holistic and more sustainable development, and was seen locally as an appropriate method of beginning to address the deficiencies and injustices of apartheid planning.

It was stressed early on that a new system of municipal planning should:

- ❑ ensure the participation of communities
- ❑ address most urgently the citizens' basic needs
- ❑ aim to disintegrate unjust spatial or institutional patterns of privilege
- ❑ aim to ensure integrated and sustainable development, and
- ❑ be focused on delivery.

These ideas gradually crystallised into the new concept of Integrated Development Planning, which was defined by the intergovernmental Forum for Effective Planning and Development (FEPD) as:

*A participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and the marginalized.*

This concept was subsequently enshrined in a variety of documents such as the White Paper on Local Government, the Constitution of 1996, the Development Facilitation Act (1995), the Local Government Transition Act - Second Amendment Act (1996), the Municipal Structures Act (1999) and the Municipal Systems Act (2000).

## **1.2 TRENDS IN LOCAL PLANNING**

International trends towards democratisation and grassroots participation in local planning have led to increasing decentralisation of government generally, and planning specifically. The South African Constitution of 1996 subscribed to this movement by creating local government as a distinctive, though interrelated sphere of the state, with its own executive and legislative authority and a vitally important developmental mandate.

### **1.2.1 DEMOCRATISATION**

The global trend towards democratisation emphasises the need for the equitable distribution of resources and services to the whole population. This includes also the key principle of participatory planning, where ordinary citizens can make their voices heard on issues that affect their lives.

Participatory planning implies that individuals, groups and organisations should be able to access information relevant to development, and be empowered therefore to participate in decision-making processes for the areas in which they live and

work. The purpose of this is to strengthen citizens' sense of ownership of social, economic, environmental and infrastructural resources.

In South Africa, all development-related legislation passed since 1994 requires participatory planning processes, with the most recent Municipal Systems Act of 2000 redefining the concept of a municipality to include the community itself. This reaffirms the need for inclusive and transparent setting of local development priorities.

### **1.2.2 GOVERNANCE AS ENABLEMENT**

The international trend is towards government as an “enabler” of service delivery to its citizens. Municipalities are regarded as vehicles for local economic development, suggesting that they should aim to create a climate conducive to investment and economic growth. They should seek to strengthen partnerships with other roleplayers, and seek to build alliances aimed at local development and improved delivery of services.

In South Africa, local economic development is regarded as an important outcome of the integrated development planning process. This process is intended to create opportunities for putting development issues on the local agenda, and establishing co-operative partnerships in support of local development.

### **1.2.3 INTEGRATION**

The international trend towards integration is based on the premise that a greater mindfulness of the interdependence of sectoral arenas will both increase the effectiveness, as well as improve the efficiency with which scarce resources are used by local governments.

In South Africa, characterised by inequitable growth and development, a high degree of poverty, increasing demands and limited resources, the challenge of integration is even more pronounced. However, it is only through this method that the scarce resources of the country will be used in a more efficient manner.

### **1.2.4 SUSTAINABILITY**

In 1992, the leaders of 179 countries adopted a global plan for sustainable development called “Agenda 21”, which was based on the recognition that continued economic growth is not sustainable unless it complements the processes of ecological and community development. It was stressed that sustainable development would only be achievable with the participation and co-operation of local authorities, through participatory local planning processes. “Local Agenda 21” suggested therefore that municipalities should undertake consultative planning processes with their citizens and all other relevant

stakeholders, and should aim to build consensus on the development agendas and priorities of their local communities.

Sustainable development is essentially a strategy by which communities seek economic development approaches that also benefit the local environment and quality of life, rather than undermining it. It has become an important guide to many communities that have discovered that traditional approaches to planning and development are creating, rather than solving, societal and environmental problems. Where traditional approaches can lead to congestion, urban sprawl, pollution and the exhaustion of resources, sustainable development offers real, lasting solutions that will strengthen our future.

Sustainable development provides a framework within which communities can use resources efficiently, create efficient infrastructures, protect and enhance their quality of life, and create new businesses to strengthen their economies. It can help us create healthy communities that can sustain not only the present generation, but also those that follow.

Sustainable development is not a new concept. Rather, it is the latest expression of a long-standing ethic involving peoples' relationships with the environment and the current generation's responsibilities to future generations.

For a community to be truly sustainable, it must adopt a three-pronged approach that considers economic, environmental and social resources. Communities must consider these needs in the short term as well as the long term.

### 1.3 THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT

Sustainable development has been defined in the following way :

*"Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."*

United Nations World Commission on Environment and Development.

A strong consensus emerged at the United Nations Conference on Environment and Development (held in Rio de Janeiro in 1992) on 27 fundamental principles underpinning the process of sustainable development, which include the following principles that are regarded as fundamental values in the integrated development planning process of Buffalo City:

- ❑ *Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.*
- ❑ *The right to development must be fulfilled so as to equitably meet developmental and environmental needs of present and future generations.*
- ❑ *In order to achieve sustainable development, environmental protection shall constitute an integral part of the development process and cannot be considered in isolation from it.*
- ❑ *All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world.*
- ❑ *To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate demographic policies.*
- ❑ *Environmental issues are best handled with the participation of all concerned citizens, at the relevant level.*
- ❑ *Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development.*
- ❑ *The creativity, ideals and courage of the youth of the world should be mobilized to forge a global partnership in order to achieve sustainable development and ensure a better future for all.*
- ❑ *Indigenous people and their communities and other local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognize and duly support their identity, culture and interests and enable their effective participation in the achievement of sustainable development.*
- ❑ *The environment and natural resources of people under oppression, domination and occupation shall be protected.*
- ❑ *Peace, development and environmental protection are interdependent and indivisible.*

The sharpening focus on, and broadening support for the concept of sustainable development as encapsulated in the above principles and others, has found expression in various legal and policy documents in South Africa such as the Development Facilitation Act and the National Environmental Management Act, as well as local government legislation itself. Buffalo City Municipality, for its part, will strive to build a local consensus in support of the above principles as a statement of the values that will underpin the planning processes and activities of the municipality during the five-year period of this IDP.

## **1.4 THE PURPOSE OF INTEGRATED DEVELOPMENT PLANNING**

The goal of integrated development planning is to achieve more efficient and more effective delivery of both municipal and other services to communities, and the creation of a framework for economic and social development in the municipality. A number of links also exist between integrated development planning and intended developmental outcomes. More specifically, its goals are threefold:

### **1.4.1 REDRESSING APARTHEID LEGACIES**

Integrated development planning is seen as a tool to restructure the spatial settlement patterns of South Africa's urban and rural areas. It aims to redress spatial imbalances and promote integration of human settlements.

Integrated development planning is also a mechanism to promote social equality, since the planning process is participatory and allows for all stakeholders to have a voice in issues affecting their lives.

It is also intended to redress the pronounced social and economic imbalances such as urban bias, as well as specific disadvantages experienced by marginalized groups based on race, gender, age or disability.

The Constitution of 1996 requires that a municipality :

*“must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.”*

The strategies, programmes and projects that emerge as a product of the integrated planning process must therefore be evaluated based on the extent to which they improve the living conditions primarily of the disadvantaged.

Integrated development planning should also function as a catalyst for wealth creation and distribution. It is intended to assist in the promotion of socio-economic development through providing a more predictable framework within which governmental, private or foreign investments will more easily be attracted. It will also facilitate the creation of a more investor-friendly environment and the promotion of local economic development.

### **1.4.2 BUILDING A NEW CULTURE OF LOCAL GOVERNANCE**

Integrated development planning is a means of improving the quality of people's lives through the implementation of integrated and sustainable programmes and projects.

It is a cross-cutting process that seeks to co-ordinate and align all dimensions and sectors engaged in development by formulating integrated development strategies that are socially, economically and environmentally sustainable.

Integrated development planning is intended to lay a new foundation for community-building, through inclusively creating a shared vision for the future development of the municipal area. It should focus on developing consensus around strategic developmental priorities, ideally transcending party-political debates and fostering a new grasp of, and commitment to the challenges of poverty alleviation, local economic development and environmental sustainability.

Integrated development planning is also a strategic framework that is intended to improve municipal governance through aligning the financial resources and human capacity of the municipality with the implementation of strategies, programmes and projects that aim to address the prioritised needs of the more deprived, while maintaining the existing infrastructure and economic activities in the municipality.

It is, most fundamentally, a mechanism to achieve local government transformation. The planning process will determine the strategies and functions that will inevitably lead to changes to municipal structures, forms and processes, resulting in a range of operational strategies that should ensure that the municipality is able to deliver effectively, efficiently and economically on the development priorities, objectives, strategies, programmes and projects identified in the planning process. However, this will be an incremental process.

Integrated development planning is a vehicle to expedite delivery. The consultative process is intended to ensure a well-informed, fast-track decision-making process that addresses areas of conflict as they arise at grass-roots level, and broadens the sense of ownership of the outcome.

Integrated development planning is also a barometer for political accountability, and a measuring-tool for municipal performance. Since the IDP is linked to a political term of office, political office-bearers are therefore accountable for its implementation, and communities may use the IDP to assess the performance of their representatives. Councillors may also use it as a way of measuring the effectiveness and performance of the administration, and to assess the extent to which their political mandates have been implemented.

### **1.4.3 FOSTERING CO-OPERATIVE GOVERNANCE**

Integrated development planning is intended as a mechanism to align and co-ordinate the plans and activities of the different spheres of government, as well as a mechanism of co-ordination within the local authority itself. The latter purpose is particularly important, since the IDP will form the basis for engagement between officials, councillors, citizens and other stakeholders, including engagement around such practical concerns as budget allocation.

## 1.5 THE LEGAL BASIS FOR INTEGRATED DEVELOPMENT PLANNING

Chapter 5 (sections 23 – 37) of the Local Government: Municipal Systems Act has created the statutory framework within which all local authorities are obliged to embark upon a process of broadly-defined planning that is aimed ultimately at the complete reorientation of municipalities in South Africa.

Section 25 of the Act defines an IDP as ***“a single, inclusive and strategic plan for the development of the municipality.”***

Section 23 of the Act states that the process of planning that culminates in an IDP must be ***“developmentally-oriented”*** to ensure that it becomes an effective strategic tool that enables local government to achieve its **Constitutional objects**. These objects are listed in section 152 of the Constitution :

- ❑ To provide democratic and accountable 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
- ❑ To encourage community participation in local government matters.

Section 23 of the Act goes on to say that the above process of planning must ensure that a municipality “gives effect to its **developmental duties**” as defined in section 153 of the Constitution.

These require that a municipality must:

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

Section 23 finally goes on to say that the municipality's planning must ensure that it contributes to "the **progressive realisation** of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution." These are:

- ❑ Certain basic environmental rights
- ❑ Property rights
- ❑ The right to adequate housing
- ❑ The right to health care, food, water and social security
- ❑ The right to education

Section 24 of the Municipal Systems Act requires the municipality to align its planning with the development plans and strategies of other affected municipalities and other organs of state "so as to give effect to the principles of co-operative government contained in section 41 of the Constitution."

Section 26 of the Systems Act goes on to list those components of an Integrated Development Plan that are obligatory. It states that a plan must at least reflect:

- (a) *the municipal council's **vision** for the long-term development of the municipality with special emphasis on the municipality's **most critical development and internal transformation needs**;*
- (b) *an **assessment of the existing level of development** in the municipality, which must include **an identification of communities which do not have access to basic municipal services**;*
- (c) *the council's **development priorities and objectives** for its elected term, including its **local economic development aims** and its **internal transformation needs**;*
- (d) *the council's **development strategies** which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;*
- (e) *a **spatial development framework** which must include the provision of **basic guidelines for a land use management system** for the municipality;*
- (f) *the council's **operational strategies**;*
- (g) *applicable **disaster management plans**;*
- (h) *a **financial plan**, which must include a budget projection for at least the next three years; and*

- (i) *the key performance indicators and performance targets determined in terms of section 41.*

In addition to these core components, national regulations have been published in August 2001 that spell out other components of an IDP that are obligatory.

The Municipal Systems Act states [refer section 26(d)] that development strategies must be aligned with National and/or Provincial sectoral plans and planning requirements.

National legislation can be distinguished between that which deals specifically with municipalities arising from the Local Government White Paper on the one hand, and sector planning legislation on the other.

The Municipal Structures and Systems Acts are specific to municipalities. The Systems Act has a specific chapter dedicated to IDPs and is the driving piece of legislation for the development of IDPs. Arising from the Systems Act, the IDP Regulations also need to be complied with.

National sector legislation contains various requirements for municipalities to undertake planning. Sector requirements vary in nature in the following way:

- ❑ Legal requirements for the formulation of a discrete sector plans (e.g. a Water Services Development Plan).
- ❑ A requirement that planning be undertaken as a component of, or part of, the IDP (e.g. a housing strategy and specific targets).
- ❑ Legal compliance requirement (such as principles required in the Development Facilitation Act and the National Environmental Management Act).
- ❑ Recommendations that are deemed to add value to the municipal planning process and product (e.g. Local Agenda 21).

**TABLE 1.1 : Requirements of Sectoral Legislation**

CATEGORY OF REQUIREMENT	SECTOR REQUIREMENT	NATIONAL DEPARTMENT	LEGISLATION / POLICY
Legal requirement for a district / local plan	Water Service Development Plan	Department of Water Affairs and Forestry	Water Services Act
	Integrated Transport Plan	Department of Transport	National Transportation Bill
	Waste Management Plan	Department of Environmental Affairs & Tourism	White paper of Waste Management
	Spatial Planning Requirements	Department of Land Affairs	DFA / Land Use Management Bill

			(forthcoming)
Requirement for sector planning to be incorporated into IDP	Housing Strategy and Targets	Housing	Housing Act (Chapter 4, Section 9)
	Coastal Management Issues	Department of Environmental Affairs & Tourism	
	LED	Department of Provincial and Local Government	Municipal Systems Act
	Integrated Infrastructure Planning	Department of Provincial and Local Government	
	Spatial Framework	Department of Land Affairs. Department of Provincial and Local Government	Municipal Systems Act & Land Use Management Bill
	Integrated Energy Plan	Department of Minerals and Energy	White Paper on Energy Policy, December 1998
Requirements that IDP complies with	National Environmental Management Act (NEMA) Principles	Department of Environment & Tourism	National Environmental Management Act (107 of 1998)
	Development Facilitation Act (DFA) Principles	Department of Land Affairs	Development Facilitation Act
	Environmental Implementation Plans (EIPs)	Department of Environment & Tourism	National Environmental Management Act (107 of 1998)
	Environmental Management Plans (EMPs)	Department of Environment & Tourism	National Environmental Management Act (107 of 1998)
Value adding contribution	Local Agenda 21		