



PIXLEY ka SEME

**DISTRICT FRAMEWORK
FOR 2026/2027 IDP REVIEW**

August 2025

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OUR LOCAL MUNICIPALITIES

ENTHANJENI MUNICIPALITY

RENOSTERBERG MUNICIPALITY

UBUNTU MUNICIPALITY

UMSOBOMVU MUNICIPALITY

THEMBELIHLE MUNICIPALITY

SIYANCUMA MUNICIPALITY

SIYATHEMBA MUNICIPALITY

AND KAREEBERG MUNICIPALITY

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1. INTRODUCTION

According to the Municipal Structures Act Amendment Act, a District Municipality is responsible for Integrated Development Planning (IDP) 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 Municipal Structures Act further states that this framework binds both the District Municipality and the Local Municipalities in the area of the District Municipality. This District Integrated Development Planning (IDP) Framework must at least:

- Identify the plans and planning requirements binding in terms of National and Provincial Legislation on the District Municipality and the Local Municipalities;
- Identify all matters that must be included in the District IDP and Local IDPs and that require alignment;
- Specify the principles to be applied and the approach to be adopted in respect of those matters; and;
- To determine procedures for consultation between the District and Local Municipalities in the process of drafting their respective IDPs as well as procedures to effect changes to the framework.

The Framework for Integrated Development Planning is the mechanism to ensure alignment and integration between the IDPs of the Pixley ka Seme District Municipality and local municipalities of Emthanjeni, Umsobomvu, Siyancuma, Ubuntu, Thembelihle, Siyathemba, Renosterbeg and Kareeberg. According to Section 27(1) of the Municipal Systems Act, No 32 of 2000 *“Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole”*. The function of the framework is to ensure that the processes of district IDP and local IDPs are mutually linked and can inform one another. Pixley ka Seme District Municipality is responsible for drafting this framework. Pixley ka Seme District Municipality adopted a five (05) year Integrated Development Plan (IDP) for the municipality in 2017. The IDP was developed in accordance with the requirements as set out in the Municipal Systems Act 32 of 2000, Municipal Finance Management Act 56 of 2003 and Local Government: Municipal Planning and Performance Management Regulations 2001 and 2006.

Pixley ka Seme District Municipality's five (05) year vision is to:

“Developed and Sustainable District for Future Generations”

To achieve the vision, the Municipality has committed to the mission statement:

Mission

- Supporting our local municipalities to create a home for all in our towns, settlements and rural areas to render dedicated services;
- Providing political and administrative leadership and direction in the development planning process;
- Promoting economic growth that is shared across and within communities;
- Promoting and enhancing integrated development planning in the operations of our municipalities; and
- Aligning development initiatives in the district to the National Development Plan.
- Our Strategic objectives to address the vision will be:

Strategic Objectives

- Compliance with the tenets of good governance as prescribed by legislation and best practice.
- To provide an independent and objective internal audit assurance and consulting service to add value and to improve the administrative operations of all the municipalities in the district through an approach that is systematic and disciplined.
- Promote economic growth in the district.
- To provide a professional, people centred human resources and administrative service to citizens, staff and Council.
- Administer finances in a sustainable manner and strive to comply with legislative requirements to achieve a favourable audit outcome.
- To provide disaster management services to the citizens.
- To provide municipal health services to improve the quality of life of the citizens.
- Guide local municipalities in the development of their IDP's and in spatial development.
- Monitor and support local municipalities to enhance service delivery.

2. BACKGROUND

- Framework is a mechanism to ensure alignment and integration between IDPs of the district and its LMs
- To ensure that processes of district and LMs are mutually linked and can inform one another
- Municipality's process plans need to comply with the district IDP framework
- Process plan is an organized activity plan that outline the process of developing the IDP and Budget
- IDP & Budget are 2 distinct but integrally linked processes, must be mutually consistent and credible
- Districts are responsible for drafting the IDP Framework

2.1 Legal context

According to Section 153 of The Constitution of the Republic of South Africa, 1996, a Municipality must 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. According to Section 27(2) of the Municipal Systems Act, No 32 of 2000 the Framework binds both the District Municipality and the Local Municipalities. The Act states that the framework must at least cover the following issues:

a) Identify plans and planning requirements binding in terms of National and Provincial legislation on the District Municipality and the Local Municipalities or on any specific Municipality;

b) Identify 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 co-ordinate 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. The Municipal Finance Management Act, No 56 of 2003 (MFMA) is very clear in respect to time-frames for the IDP and the budget. Sections 21 and 24 of the MFMA requires that the budget and IDP schedule or the IDP Process Plan be adopted by Council by the end of

August of each financial year, the draft Budget and IDP be tabled before the Council in March, and the final Budget and IDP to be adopted by Council in May.

2.2 What elements does IDP Review process comprise?

Aside from the statutory imperative, it is necessary to review the IDPs in order to:

- Ensure the IDP's relevance as the Municipality's strategic plan
- Inform other components of the Municipal business processes, including institutional and financial planning and budgeting
- Inform the cyclical Inter-Governmental planning and budget processes In the IDP review cycle changes to the IDP may be required from these main sources
- Improving the IDP process and content. Improvements to the IDP process and content may be considered from the previous year's Provincial Assessment report. These can be regarded as inputs into the IDP development process.

The main output is a 5 year strategic document. This strategic document is likely to comprise a number of components, including:

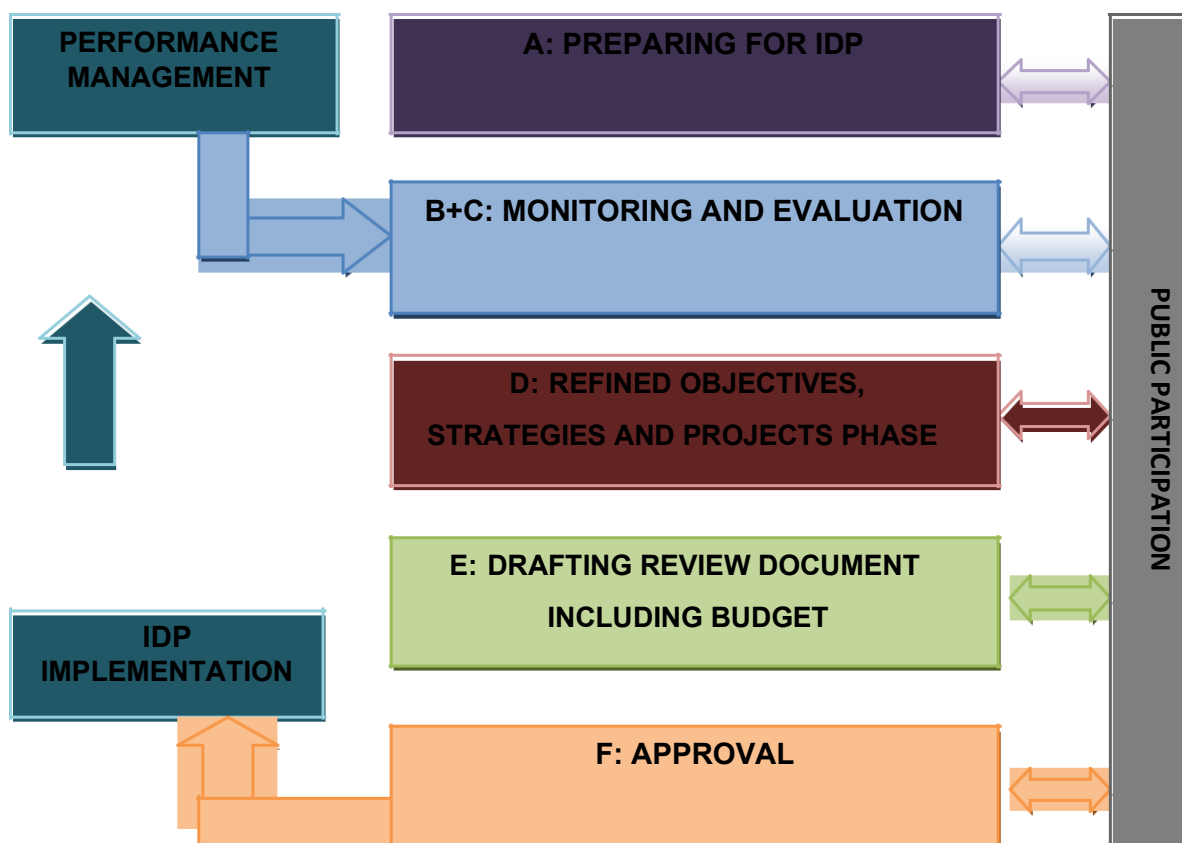
- Institutional Plan
- Financial Plan
- Spatial Development Framework
- Performance Management Framework
- Various Sector Plans
- List of programs and projects
- Service Delivery and Budget Implementation Plan

2.3 How is the IDP Review Process undertaken?

The process reflected in the diagram below represents a continuous cycle of planning, implementation and review. Implementation commences after the Municipal Council adopts the initial IDP. Through the year of implementation, performance is monitored, new information becomes available and major unexpected events may occur. Some of this information is used to make immediate changes to planning and implementation. Relevant inputs are then integrated into the annual review of the IDP. After adoption of the IDP,

implementation as well as situational changes will continue to occur; this is again monitored throughout the year and evaluated for consideration during the IDP process.

Figure 1: IDP Cycle



Each of these steps is reflected in Annexure B which outlines the time frames and activities within which these steps should take place.

3. ORGANISATIONAL ARRANGEMENTS

Seven structures will guide the IDP and Budget Review Process within the Pixley ka

Seme area:

- IDP/PMS/Budget Representative Forums
- IDP/PMS/Budget Steering Committee
- Technical Intergovernmental Forums (IGR)
- Political Intergovernmental Relation (PIGR)

3.1 IDP/PMS/Budget Representative Forums

The IDP/PMS/Budget Representative Forums, formed as part of the IDP process, should continue to function throughout the IDP development. Should circumstances warrant their

terms of reference or representation may be extended to suit changed circumstances or shortcomings identified during the IDP process. The Representative Forums are comprised of Councillors, Heads of Departments and relevant staff members, Representatives from Sector Departments, Parastatal, NGOs, Business Fraternity, Traditional Leaders, and other interested organized bodies.

3.2 IDP Steering Committees (IDPSC)

The IDP Steering Committees, formed as part of the IDP process, should continue to function throughout the IDP development. Should circumstances warrant their terms of reference or representation may be extended to suit changed circumstances or shortcomings identified during the IDP process. These committees will monitor progress of the IDP development. Of critical importance is that they will be the structure that “puts it all together”. This is important because there are a number of sub-activities that form part of the IDP development, each of which will require a specific focus. The danger is that these activities can become un-coordinated which will result in unnecessary duplication.

3.3 Technical Inter-Governmental Relations (TIGR)

Chapter 3 of the Constitution Act 108 of 1996 provides for the principles that underline the relations between the spheres of Government. The Technical IGR forums were established in terms of section 27 of the IGR Framework Act No. 13 of 2005 and are chaired by Municipal Managers of the District and Local Municipalities. It comprises District and Local Municipality’s Municipal Managers and the District Managers of Sector Departments within Pixley ka Seme area. Amongst its roles, the Technical IGR has a responsibility of ensuring:

- Coherent planning and development in the district;
- Co-ordination and alignment of the strategic and performance plans and priorities; objectives and strategies of the Municipalities in the district and
- Any matter of strategic importance which affects the interests of the Municipalities in the district.

3.4 Political Inter-Governmental Relations (PIGR)

3.5 Budget Steering Committee (BSC)

The Budget steering committees have a responsibility of recommending the budget document as well as any other budget related issues such as changes in internally funded projects, before the approval by council. These committees are chaired by the Mayors or their delegated representatives, with chairpersons of the standing committees and all section 56 employees serving as members.

4. MECHANISMS FOR PUBLIC PARTICIPATION

One of the main features of the Integrated Development Planning is the involvement of community and stakeholder organizations in the process of developing the IDPs. Participation of affected and interested parties is very important to ensure that the IDP addresses the real issues that are experienced by the citizens of a Municipality. The District Municipality will, at the start of the IDP review process, place a blanket notice on the Local newspapers inviting interested parties to participate in the representative forums of all Municipalities within the Pixley ka Seme District. Municipalities are required to develop a strategy for public participation which outlines when, how and on what issues they are going to engage communities in during the IDP process. Community Based Planning will form an integral part of the IDP process and as such the structures and venues utilized for this purpose will be utilized for reporting back to the community. The District will also use the following participation mechanisms:

- **IDP Representative Forum:** The Forum will represent all stakeholders and will be as inclusive as possible. Additional organizations will be encouraged to participate in the Forum throughout the process.
- **Media:** Amongst other means,
 - The local press will be used to inform the community of the progress with respect to the 2026/2027 IDP Review.
 - Radio broadcasts covering the area of the Municipality
 - Municipal notice boards, including libraries, satellite offices, Municipal websites.

5. MECHANISMS AND PROCEDURES FOR ALIGNMENT

The IDP planning process is a local process, which requires the input and support from other spheres of Government at different stages. Alignment is the instrument to synthesize and integrate the top-down and bottom-up planning process between different spheres of Government. Mechanisms and procedures for vertical and horizontal alignment have been discussed under Section 2 (TIGR, PIGR, IDP Representative Forum and Steering Committees), however, it is important to note that the planning processes need to be coordinated and addressed jointly. The District Municipality must ensure that alignment between Local Municipalities takes place, and the Corporative Governance and Traditional Affairs (COGHSTA) plays a coordinating role in ensuring that all other spheres and especially Sector Departments understand the need for alignment and their role within the local IDP process. The district will develop a district-wide year planner that outlines all the IDP activities that will take place in each Local Municipality and district. The year planner will be informed by all District and Local Municipalities' IDP Process Plans.

5.1 Sector plans

Municipalities have identified and developed a number of strategies and plans as reflected in their various IDPs. New sector plans may be developed and/or existing ones reviewed during the IDP process. It is important to note that all Pixley ka Seme District Municipality Sector Plans were conducted on the local space and as such covers the entire Pixley ka Seme district-wide area. Municipalities when developing their own sector plans can be able to extract information pertaining to their local areas and use it as a point of departure.

Table 1: Sector Plans

Plans	Comments
Disaster Management Plan	Approved in 2008 – Outdated
Growth and Development Strategy	Approved in 2006 – Outdated
Environmental Management Plan	Not in place
Air Quality Management Plan	Not in Place
Spatial Development Framework (SDF)	Approved in 2022
Integrated Waste Management Plan (IWMP)	In place
Integrated Environmental Management Plan	In place
Human Settlement Plan	Approved March 2017
Climate Change Vulnerability Assessment and Response Plan	November 2016: Still in draft
Rural Development Plan	Approved March 2017
Tourism Master Plan	Not in Place
Integrated Transport Development Plan	Approved in 2005 – Outdated

5.2 Alignment between the District and Local Municipalities

Alignment is the instrument that synthesises and integrates the top-down and the bottom-up planning process between different spheres of Government. Not only is alignment between the District and the Local Municipalities important, but also between the Local Municipalities within the jurisdiction of the District Municipality. The alignment procedures and mechanisms should be incorporated in the process plans of the Municipalities, while the responsibility for alignment rests with the District Municipalities. The IDP Manager for the District will be responsible for ensuring smooth coordination of local municipal IDP reviews and their

alignment with the district IDP compilation through the use of workshops and bilateral discussions with affected sector departments or Municipalities. This will also be achieved through the District IDP Forum. The Inter-Governmental Forum will also be used to ensure that beneficial alignment of programmes and projects occur.

6. BINDING PLANS AND LEGISLATION

National legislation can be distinguished between those that deal specifically with Municipalities arising from the Local Government White Paper on the one hand and sector planning legislation on the other. The Municipal Structures Act, No 117 of 1998, Municipal Systems Acts, No 32 of 2000, and Municipal Finance Management Act, No 56 of 2003 are specific to local Government. The Municipal Systems Act has a specific chapter dedicated to IDPs and is the driving piece of legislation for the development and review of IDPs. Arising from the Municipal Systems Act, the IDP and PMS Regulations need to be complied with. National sector legislation contains various kinds of 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 (like a housing strategy and targets).
- Links between the IDP and budget process as outlined in the Municipal Finance Management Act.
- District Framework Plan for 2025 – 2026 IDP Review
- Legal compliance requirement (such as principles required in the Spatial Planning and Land Use Management Act (SPLUMA) and the National Environmental Management Act (NEMA).
- More a recommendation than a requirement, which is deemed to add value to the Municipal planning process and product (in this case, Local Agenda 21).

These are highlighted in the table below:

Category Requirement	Sector Requirement	National Department	Legislation/Policy
Legal requirement for a District/Local Plan	Water Services Development Plan	Department Water and Sanitation	Water Services Act, No 30 of 2004
	Integrated	Department of	National Land

	Transport Plan	Transport	Transport Act, No 5 of 2009
	Integrated Waste Management Plan	Department of Environment & Nature Conservation	White Paper on Waste Management in South Africa, 2000
	Spatial planning	Department of Rural Development and Land Reform	Spatial Planning and Land Use Management Act, No 16 of 2013
	Disaster Management Plan		Constitution of the Republic of South Africa, 1996
Requirement for sector planning to be incorporated into IDP	Housing strategy	Department of Human Cooperative Governance, Human Settlements and Traditional Affairs	Housing Act, No 107 of 1997
	Integrated Environment Plan	Department of Environment and Nature Conservation	National Environmental Laws Amendment Act, No 14 of 2009
	Local Economic Development Strategy	Department of Economic Development and Tourism	Municipal Systems Act, No 32 of 2000
	Spatial framework	Department of Rural Development and Land Reform	
Requirement that IDP complies with	National Environmental Management Act: Principles	Department of Environment and Nature Conservation	National Environment Management Act, No 107 of 1998
	Spatial Planning and Land Use	Department of Rural	Spatial Planning and Land Use

	Management Act: Principles	Development and Land Reform	Management Act, No 16 of 2013
	Environmental Implementation Plans (EIPs)	Department of Environment and Nature Conservation	National Environment Management Act, No 107 of 1998
	Environmental Management Plans (EMPs)	Department of Environment and Nature Conservation	National Environment Management Act, No 107 of 1998
	IDB/Budget link Department of	Finance	Municipal Finance Management Act, No 56 of 2003
	Developmental Local Government	Department of Local Government	White Paper on Local Government, 1998
Value adding contribution	Sustainable Development and Environmental Awareness	Department of Environment and Nature Conservation	Local Agenda 21
	Global Partnership responding to worlds main development challenges	Department of Social	Development Millenium Development Goals

In terms of provincial legislation, the Provincial Spatial Development Plan and the Provincial Growth and Development Strategy should be used as guiding policy documents and therefore need to be considered during the IDP process. Each Local Municipality and the District Municipality must include all the planning documents that have been approved by Council or other strategies that might be relevant to the IDP process, as accompanying documents to the IDP.

6.1 Other plans to be considered

In terms of Section 153 of the Constitution Municipalities must participate in National and Provincial development programmes. Moreover, Section 25 of the MSA states that an IDP

adopted by the Municipality must be compatible with National and Provincial development plans and planning requirements binding on the Municipality.

Thus the following plans must also be considered:

- The National Development Plan
- National Spatial Development Perspective
- Medium Term Strategic Framework and the Provincial Strategic Framework
- Provincial Growth and Development Plan
- Mandate of Local Government
- Sustainable Development Goals
- Back to Basics
- National Key Performance Indicators
- Credible IDP Framework

7. ACTION PROGRAMME

The action programme is detailed in Annexure B. Each Municipality's Process Plan would need to comply with this. It should be noted, that in terms of the attached action plan, the legislative timeframes as per the Municipal Finance Management Act No 56 of 2003 and Municipal Systems Act No 32 of 2000 have been considered. Therefore, adherence to such timeframes is of utmost importance.

The action programme is aligned to the IDP Phases as follows:

DISTRICT IDP FRAMEWORK: ACTION PROGRAMME	
Phase 0: Pre-Planning Phase	
■ Develop District IDP Framework with LMs ▪ District-wide consultation on IDP Framework ■ Adopt Framework and IDP Process Plan, Budget & PMS Process Plan ■ Advertise the process calling for interested parties ■ Resuscitate IDP and Budget Steering ▪ Committees, Rep Forum, TIGR and PIGR ■ Discuss rollovers, savings declarations and new applications	July – August 2025

▪ Define financial position and capacity of the District ▪ Assess accuracy of staff allocation versus current budget	
Phase 1: Analysis Phase	
▪ Launch the IDP process ▪ Analyze the current situation on service standards/gaps/ backlogs/ resources	September – November 2025
Phase 2: Strategic Phase	
▪ Formulate solutions to address the problems ▪ Revisit the 5 Year Strategic Plan: confirm vision, mission and values refine objectives, strategies and KPI set targets for year 1 + 2 outer years ▪ Solicit inputs from Sector Implementation Plans	December 2025 – February 2026
Phase 3: Project Phase	
▪ Transformation of strategies into concrete localized projects that will inform the budget and development of business plans	February – March 2026
Phase 4: Integration Phase	
▪ Harmonize projects in order to arrive at consolidated and integrated programs ▪ Consideration of sector plan requirements and guidelines	March 2026
Phase 5: Approval Phase	
▪ Draft IDP, Budget and initial SDBIP to be adopted by Council before end of March ▪ Submission to MEC COGTA within 10 days of approval / Provincial & National Treasury ▪ Advertise and allow 21 days for public comment ▪ IDP/Budget Road-shows (Public Consultation) April / May ▪ Incorporate relevant inputs ▪ Adoption of final IDP, Budget and draft SDBIP before end of May	March – May 2026

▪ Submission to MEC COGTA/ PT and NT ▪ Publish IDP and Budget within 14 days	
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8. FUNDS AVAILABLE

The Department of Corporative Governance and Traditional Affairs has not advised the district of any budget allocations set aside for Municipalities. It is therefore, the responsibility of each Municipality to ensure that the IDP development process is budgeted for internally. Pixley ka Seme District Municipality will review the IDP internally and there is no budget set aside for the revision of the IDP.

9. MONITORING AND AMENDING

Actual practice might result in certain scenarios that were not anticipated. It is thus critical that the monitoring and review mechanisms be catered for in the planning process. The following with regards to monitoring and amendment of the Framework Plan is recommended:

- The Municipal Manager and/or delegated official co-ordinate and monitor the whole process;
- Progress to be reported to the Executive Mayor. Any deviations from the municipalities' Process Plans that might affect district wide activities must be highlighted;
- The Executive Mayor may be advised to make amendments to the
- Framework Plan should these be required. An example of this would be revisiting time frames in the event of unforeseen delays.

10. CONCLUSION

The District and its Local Municipalities will be bound by this plan as outlined terms of Section 27 (2) of the Local Government Municipal Systems Act (Act 32 of 2000). All Municipalities will develop and adopt process plans in line with this document. Furthermore, the provisions of this document shall be followed by all the Municipalities in the compilation of their 2025/2026 Process Plans and ultimately the compilation and adoption of the 2026/2027 Integrated Development Plans.