



**Zululand**  
District Municipality

# **ZULULAND DISTRICT MUNICIPALITIES' INTEGRATED FRAMEWORK PLAN 2026-2027**

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## **[2022-2027 CYCLE]**

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This document is compiled in terms of the Municipal Systems Act No 32 of 2000 which makes provision for a District Municipality to develop an integrated development framework for the area of the district as a whole

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# 1. LEGISLATIVE PRESCRIPTION

In terms of **Chapter 5 Section 27 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 the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.

## 2. PURPOSE OF THE FRAMEWORK PLAN

The **Framework** binds the Zululand Family of Municipalities in order to ensure that the Integrated Development Plan Review Process is carried out jointly, is consultative and therefore aligned. It involves setting a joint time schedule identifying critical milestones for approvals and adoption. **The Framework has to be prepared by the District Municipality (DM) and adopted by the Local Municipalities (LMs).** Thereafter the Framework becomes the basis for the DM and LMs to draft their Process Plans.

The Framework Plan should also give IDP Managers a tool to influence the occurrence of various council activities e.g. budget process, IDP Roadshows and Ward Consultations to take place at the most ideal time to feed into the IDP Process.

This will also improve alignment between our municipalities and sector department processes.

## 3. ROLE PLAYERS/STAKEHOLDERS

The following outlines the roles and responsibilities of the main role-players in the IDP process:

The **IDP Manager** is an official of the municipality assigned the responsibility of championing the IDP process. Amongst other, the following responsibilities have been allocated to the IDP Manager for the IDP Review Process:

- To ensure that the Process Plan is finalized and adopted by Council
- To adjust the IDP according to the proposals of the MEC
- To identify additional role-players to sit on the ZDM Representative Forum, Planning Forum and Steering Committee
- To monitor the participation of role players
- To ensure appropriate procedures are followed
- To ensure documentation is prepared properly
- To carry out the day-to-day management of the IDP process
- To respond to comments and enquiries
- To ensure alignment of the IDP with other IDP's within the Zululand District Municipality
- To co-ordinate the preparation of the Sector
- Plans/operational plans and their inclusion into the IDP documentation
- To submit the reviewed IDP to the relevant authorities

## 4. OTHER KEY ROLES & RESPONSIBILITIES

Role Player	Roles and Responsibilities
Council	<ul style="list-style-type: none"> <li>● Manage drafting of the IDP</li> <li>● Assign responsibilities to the Municipal Manager</li> <li>● Adoption of IDP</li> </ul>
Councillors	<ul style="list-style-type: none"> <li>● Linking the IDP process with their constituencies</li> <li>● Organizing the public participation</li> <li>● Recommend IDP to council for adoption</li> </ul>
Mayor	<ul style="list-style-type: none"> <li>● Decide on the process plan.</li> <li>● Responsible for the overall management, coordination and monitoring of the process and drafting of the IDP Review documentation, or delegate this function.</li> </ul>
Municipal Officials	<ul style="list-style-type: none"> <li>● Provide technical/sector expertise.</li> <li>● Prepare selected Sector Plans.</li> <li>● Prepare draft progress proposals.</li> </ul>
Municipal Manager	<ul style="list-style-type: none"> <li>● Decide on planning process.</li> <li>● Monitor process.</li> <li>● Overall Management and co-ordination.</li> </ul>
Management Committee	<ul style="list-style-type: none"> <li>● Information “GAP” identification.</li> <li>● Oversee the alignment of the planning process internally with those of the local municipality areas.</li> <li>● Co-ordinate, identify and prioritize plans.</li> <li>● Make recommendation to the executive committee.</li> </ul>
Planning and LED Forum	<ul style="list-style-type: none"> <li>● Determine actions to be taken in the review process.</li> <li>● Commission sub-committees for identified action.</li> <li>● Provide guidance to the IDP Planning Forum.</li> </ul>

Role Player	Roles and Responsibilities
District Development Model Clusters	<ul style="list-style-type: none"> <li>● A coordinated District level approach to business by all 3 spheres.</li> <li>● Redirect and confirm Co-operative governance &amp; integrated collaborative planning and implementation undertaken at a District level by all 3 spheres.</li> <li>● Institutionalized Long term co-planning in One Plan per District towards Sustainable Development and Spatial Transformation &amp; Equity whilst addressing 'burning' short term issues.</li> <li>● DDM is a practical Intergovernmental Relations (IGR) mechanism for all three spheres of government &amp; SOE's to work jointly and to plan and act in unison.</li> <li>● Manage rural/urban migration, sustainable growth and development;</li> <li>● Determine and/or support local economic drivers;</li> <li>● Determine and manage spatial form, land release and land development;</li> <li>● Determine infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services;</li> </ul>
Planning Professional	<ul style="list-style-type: none"> <li>● Methodological guidance.</li> <li>● Facilitation of planning workshops.</li> <li>● Support with guidance on Sector Plans (sources of funding and guidelines).</li> <li>● Documentation.</li> </ul>
The Zululand District Municipality	<ul style="list-style-type: none"> <li>● Coordination roles for local municipalities.</li> <li>● Ensuring horizontal alignment of the IDP's of the municipalities in the district council area.</li> <li>● Ensuring vertical alignment between the district and local planning.</li> <li>● Facilitation of vertical alignment of IDP's with other spheres of government and sector departments.</li> <li>● Provide events for joint strategy workshops with local municipalities, provincial and national role players and other subject matter specialists.</li> </ul>
ZDM Rep Forum	<ul style="list-style-type: none"> <li>● Representing stakeholder interest and contributing knowledge and ideas.</li> </ul>
Government Departments	<ul style="list-style-type: none"> <li>● Provide data and information.</li> <li>● Budget guidelines.</li> <li>● Alignment of budgets with the IDP.</li> <li>● Provide professional and technical support.</li> </ul>
COGTA	<ul style="list-style-type: none"> <li>● Monitoring of Municipal IDP</li> <li>● Provide professional support</li> </ul>
Consultants	<ul style="list-style-type: none"> <li>● Providing the required specialist services for various planning activities as and when needed.</li> </ul>

## 5. THE INTEGRATED PROCESS (IDP, BUDGET, PERFORMANCE, SECTORAL PLANS)

Integrated process includes;

### Integrated Development Plan.

- Planning and refinement (next financial year)
- Implementation ([current year] [SDBIP])

### Performance Management

- Planning (next financial year)
- Monitoring and evaluation (current year)
- Reporting (current year)

### Water Services Development Plan

- Planning (next financial year)
- Implementation (next financial year)

### Spatial Development Framework

#### Budget

- Planning (next financial year)
- Implementation (current financial year)

### District Development Model One Plan One Budget Review

- Planning and refinement (next financial year)

The entire process is based on the MFMA, MSA and COGTA timeline.

### Proposed timeframes

<i>Phase/Activity</i>	<i>Output</i>	<i>Start</i>	<i>Conclude</i>	<i>Responsible</i>
(MFMA 21(1)(B)&53(1)(b) Table in Council IDP & Budget Process Plan	Process Plan	15 July-25	30-Aug-25	Mayor
(MSA 34(a)&77(f) Commence process of review of backlogs, service delivery impact, establish direction and policy, confirm priorities, identify budget parameters, revenue envelope and financial outlook to review fiscal strategies	Status Quo Assessment	31-Aug-25	30-Sep-25	Accounting Officer
Review provincial plus national sector& strategic plans, determine strategic objectives and priorities for service delivery and development	Strategic Planning Session; Municipal Strategic Plan	TBD	TBD	Council
Conclude first draft budget & policies for council discussion	Draft Budget	31-Aug-25	30-Oct-25	Accounting Officer
Commence preparation of Departmental Operational Plans	SDBIP	01-Oct-25	01-Dec-25	Accounting Officer
MFMA 68 Commence Community& Stakeholder consultation and finalise inputs from bulk service providers and agree on	IDP Roadshows,	01-Nov-25	30-Apr-2026	Accounting Officer

price increase, , review, tariffs adjustment for council deliberation	Ward Engagements				
MFMA 127(2) Table in council annual report	Annual Report	31-Jan-26	31-Jan-26	Accounting Officer	
MFMA 22 (b) Submit approved adjustment budget to provincial and national treasury	Adjustment budget	01-Feb-26	28-Feb-26	Accounting Officer	
MFMA 16 (2) 17&87(3) Table in Council the Annual Budget	Draft Annual Budget	31-Mar-26	31-Mar-26	Accounting Officer	
MFMA 23 Consult with community and stakeholders on the tabled budget	IDP Rep Forum/ DDM Forum	01-Apr-26	30-Apr-26	Accounting Officer	
MFMA 24 (1) Consider approval of the Annual Budget	Council/EXCO Session	31-May-26	30-Jun-26	Council	
MFMA 16 (1), 24(2)&53(1) (c ) (i)Approve Annual budget	Council Session	30-Jun-26	30-Jun-26	Council	
MFMA 53 (1) (c) (ii)Prepare and Approve SDBIP	Submission to Mayors Office	30-Jun-26	28-Jul-26	Mayor	

Summary of proposed key dates in respect of consultations is as follows:

<b><i>Stakeholder Alignment Meetings 1</i></b>		
<b>Planning and Development Committee</b>		
<b>Period</b>	<b>Milestone</b>	<b>Date</b>
Quarter 1	Review and align situational analysis	Sept 2025
Quarter 2	Review and align strategies	Nov 2025
Quarter 3	Review and align projects; prepare draft IDP for submission to COGTA	Feb 2026
Quarter 4	Finalise and align final IDP for tabling to council	Apr 2026

<b><i>Stakeholder Alignment Meetings 2</i></b>		
<b>Planning and Development Forum</b>		
<b>Period</b>	<b>Milestone</b>	<b>Date</b>
Quarter 1	Consider progress report on current IDP implementation, DDM Cluster meetings, IDP planning, SPLUMA compliance and other pertinent development planning issues	Sept 2025
Quarter 2	Consider progress report on current IDP implementation, DDM Cluster meetings, IDP planning, SPLUMA compliance and other pertinent development planning issues	Nov 2025
Quarter 3	Consider progress report on current IDP implementation, DDM Cluster meetings, IDP planning, SPLUMA compliance and other pertinent development planning issues	Feb 2026
Quarter 4	Consider progress report on current IDP implementation, DDM Cluster meetings, IDP planning, SPLUMA compliance and other pertinent development planning issues	Apr 2026

<b>Community Consultation Meetings</b>	
<b>ZDM Roadshows: 2026/2027 Draft IDP, Budget and LED</b>	
<b>Municipality Visited</b>	<b>Date</b>
uPhongolo	01-30 Nov 2025
eDumbe	
Abaqulusi	
Ulundi	
Nongoma	
<b>ZDM Roadshows: 2026/2027 Final IDP, Budget</b>	
<b>Municipality Visited</b>	<b>Date</b>
uPhongolo	01-30 April 2026
eDumbe	
Abaqulusi	
Ulundi	
Nongoma	

<b>Approval Process</b>	
<b>Council</b>	
<b>Sitting</b>	<b>Date</b>
Quarter 1	To be determined
Quarter 2	To be determined
Quarter 3	To be determined
Quarter 4	To be determined

Municipalities are urged to tie up with this timeline in order to ensure strong alignment of information content between the district and local municipality IDPs, The processes are intertwined and therefore inform one another at various stages of the timeline as indicated in the diagrams below and overleaf:

The key process in this case is the IDP, which must tie up and facilitate integration between the various processes listed above.

The phases of the IDP include:

1. Planning
2. Situational Analysis
3. Development Strategies
4. Project Identification
5. Integration
6. Adoption



Key structures will be sitting during the various phases to ensure that all stakeholders participate in the drafting of the IDP. The structures will also aid the IDP Managers to incorporate all sector strategies that may exist from other spheres of government so that municipal IDPs are responsive to national and provincial government spending spatially.

## **6. CONSULTATION STRUCTURES TO FACILITATE ALIGNMENT**

### **6.1. Management Committee**

The Management Committee fulfills the role of the Steering Committee at District Municipality level in facilitating the review process and providing support to the IDP Manager. It is a technical working team championed by the Municipal Manager (or their nominees), heads of departments and senior officials who support the IDP Manager and ensure a smooth planning process. In municipalities where there are relevant portfolio councilors who want to be part of the IDP Steering Committee they should be included. In these cases the appropriate protocol must be considered.

### **6.2. Planning and Development Committee**

Chaired by the district, this committee is the key alignment structure between municipalities and other relevant stakeholders. The committee enables the district to play a co-ordinatory role in the planning and implementation processes between the district stakeholders to limit duplication, conflict and promote sharing of resources and best practices.

The terms of reference of the Planning and Development Committee are as follows:

- support the IDP Manager in preparing for the IDP review and throughout its process;
- provide terms of reference for specific planning activities
- commission research studies
- consider and comment on inputs from any sub-committees, study teams, consultants, provincial sector departments, or service providers
- make content recommendations
- process, summarise and document outputs
- prepare, facilitate and document meetings.
- consider Development Planning Shared Services matters
- consider Planning and Development Act ramifications
- configure spatial information and strategies on Geographical Information Systems
- Facilitation, co-ordination and monitoring of the implementation of the district Growth and Development Plan

### **6.3. District Development Model Clusters**

The District Development Model (DDM) is an operational model for improving Cooperative Governance aimed at building a capable, ethical Developmental State. The key overarching objective is to narrow the distance between people and government by focusing on the District Municipality as a centre of joint planning, coordination, monitoring, and evaluation of service delivery initiatives by all 3 spheres of government.

#### *District Political Hub*

The District Political Hub is chaired by the District Mayor, Ministerial Champion and MEC Champion. It comprises Local Mayors, Speakers, Chair of District House of Traditional Leaders, Support Teams of the Ministerial Champion, District Mayor and MEC Champion. The purpose of the Political Hub is to oversee the approval, and monitoring of the ONE PLAN & ONE BUDGET, promote greater accountability of government, ensure inclusion of community needs and account to the province for the DDM functionality and impact.

#### *District Technical Hub*

Chaired by the District Municipal Manager and the Provincial HOD Champion, the structure sees representation from Local Municipalities and the Senior Managers, National/Provincial Sector Departments, District Cluster Conveners/ Local Municipal Managers and other support structures. The purpose of the Technical Hub is to oversee the development and recommendation of the One Plan and One Budget, ensure all 3 spheres of government are accountable & participating, ensure streamlined IGR structures, coordinate shared services and report to the Political Hub.

The terms of reference are the following:

- represent the interests of the community
- provide an organizational mechanism for discussion, negotiation, and decision-making between the stakeholders, including municipal government
- ensure communication between all stakeholder representatives
- monitor the performance of the planning and implementation process.

The suggested composition of the District Development Model is as follows:

- Executive Councils of the District and Local Municipalities
- Top Management
- Provincial and National Sector Department Managers
- Traditional Councils
- Resource Persons
- Community Representatives

Each municipality (DM and LMs) will have to decide on the actual composition of its IDP Representative Forum and to specify how these institutional arrangements have been, or are to be, set up.

### **6.4.IGR Structures**

In order to improve and enhance alignment and sharing of information amongst municipalities in Zululand, Intergovernmental relations, structures and methods, mechanism of communication have been revised.

One of the key adjustments made is the allocation of a Municipal Manager to each of the Key Performance Areas where alignment is to be improved within the district. These include the Corporate Services and Communication Forum, District Area Finance Forum, Social and Disaster Management Forum, Planning and Development Forum, Infrastructure Forum.

Each Municipal Manager will report on his/her portfolio to the Municipal Managers' Technical Forum where there are standing items. It is anticipated that critical matters with a bearing on all municipalities in Zululand will be known on time, at the same depth of information to minimize different interpretations. Further, decisions taken will be to the benefit of the region as a whole which will aid co-operation in all sectors.

Zululand District Municipality or the chair of the IGR forum will provide secretariat.

A schedule of the different meetings including the Municipal Manager's Technical Forum will be communicated once it is approved.

IGR STRUCTURE	POLITICAL HUB	TECHNICAL HUB	GSCID CLUSTER	ESCID CLUSTER	JCPS CLUSTER	SOCIAL CLUSTER
CHAIRPERSONS	Hon .Mayor Khumalo & Inkosi LD Ntshangase	Mr Hlongwa & Mr Nkontwana	Hon Mayor Mkhabela & BJ Thwala	Hon. Mayor Ntshangase	Hon Mayor N. E Mkhwanazi	Hon. Mayor Ndaba Ndaba
TRADITIONAL LEADERSHIP PARTICIPATION	Yes	Yes				Yes
DATE OF MEETINGS 2025-2026	18 March 2025 19 June 2025 18 September 2025 27 November 2025 19 March 2026 18 June 2026	13 March 2025 12 June 2025 11 September 2025 20 November 2025 12 March 2026 11 June 2026	20 February 2025 17 April 2025 17 July 2025 3 October 2025 9 February 2026 16 April 2026	06 February 2025 24 April 2025 24 July 2025 23 October 2025 5 February 2026 13 April 2026	13 February 2025 10 April 2025 10 July 2025 9 October 2025 12 February 2026 9 April 2026	6 March 2025 8 May 2025 7 august 2025 30 October 2025 5 March 2026 7 May 2026

## 7. ACTIVITIES TO BE ALIGNED

### Table of activities to be aligned

<i>Phases</i>	<i>Alignment Activity</i>	<i>District/Local Municipality</i>	<i>Local Government/ Provincial/ National</i>
Phase 1: Analysis	Key Development Priorities	<b>X</b>	<b>X</b>
Phase 2: Strategies	District Strategic Workshop	<b>X</b>	<b>X</b>
Phase 3: Projects	Project Planning Co-ordination	<b>X</b>	<b>X</b>
Phase 4: Integration	Integration of Sector Programmes	<b>X</b>	<b>X</b>
Phase 5: Approval	Submission of draft IDP	<b>X</b>	
	Comments on draft IDP	<b>X</b>	
	Compilation of District Summary of LM IDPs	<b>X</b>	

## 8. Focus Areas for review

It is worth mentioning that a new IDP will be developed as part of the new cycle ending June 2026. Therefore an entirely new process will be followed taking into consideration the COGTA IDP Framework.

### 8.1.Demographics

Census 2011 & 2021 and Community survey 2016 data will be fully incorporated into the IDP document to justify existing and newly identified key issues.

### 8.2.Development Strategies

Based on the previous year's financial and non-financial performance, service delivery backlogs and identified key issues, the development strategies will be revised to talk to the current situation.

### 8.3.Sector Plans

The following sector plans are scheduled for review and incorporated into the IDP:

<i><b>Item</b></i>	<i><b>Date of Last Review</b></i>	<i><b>Next Review Completion Deadline</b></i>	<i><b>Value</b></i>
1. Spatial Development Framework Plan	May 2022	June 2027	No funding Requires Funding
2. Water Services Development Plan	May 2023	June 2026	R1,000.000.00
3. Financial Plan	May 2023	June 2026	NA
4. Human Resource Strategy	May 2025	June 2030	In-house
5. Local Economic Strategy	Nov 2022	June 2027	No funding Requires Funding
6. Integrated Public Transport Plan	2009		No funding Requires Funding
7. Environmental Management Framework	2018		No funding Requires Funding

## **8.4.Policies and bylaws**

Policies and bylaws will be reviewed by end June 2026.

## **8.5.Financial Plan and Budget**

The Financial Plan and budget are revised annually in terms of the MFMA. A decision will be taken whether to review the following;

1. Subsistence and Traveling policy
2. Credit control policy
3. Tariff policy
4. Investment and cash management policy
5. Insurance policy
6. Supply chain management policy
7. Asset management policy
8. Risk management policy
9. IT Disaster Recovery Plan
10. Fraud Prevention Strategies

## **8.6.Risk Management Plan**

The municipality reviews its risk management plan every year to address matters that are a risk to the municipality so as to ensure that negative consequences are mitigated or avoided. The risk plan has been linked with the IDP strategy. The action plan is addressed during Management Committee Meetings every Monday.

## **8.7.Key Performance Measures**

These include Key Performance Areas, Key Objectives, Objectives, Strategies, Indicators and targets. All these are reviewed annually in line with the development strategies to monitor implementation thereof.

# **9. COGTA MONITORING AND EVALUATION**

## **9.1.IDP Hearing Assessments**

The MEC draft IDP assessments are estimated to take place in April 2026 to assist municipalities with alignment of strategic planning and activities.

## **9.2.MEC Panel**

It is proposed that the final IDPs are adopted by end May 2026.

# **10. AMENDMENT PROCEDURE**

Each municipality will be responsible for monitoring its own Process Plan whilst ensuring that the District Framework is being followed as agreed.

The amendment procedure will be according to the Municipal System Act as follows:

- a. Each municipality is to inform the District Municipality (IDP Manager) on deviations of the Action Programme in its Process Plan that affect district wide activities;
- b. After each Phase the Management Committee is to assess progress and decide on whether amendments are necessary;
- c. The DM has the mandate to decide when and how an amendment takes place and therefore postpone an activity or continue with the agreed programme;
- d. All municipalities have to agree before the Framework is amended.

## **11. IDP TEMPLATE FOR 2025/2026**

The COGTA template will be utilized.