

CHAPTER 1

INTRODUCTION

GREAT KEI MUNICIPALITY (GKM) reviewed IDP for 2010/2011 financial year and it has been in place for at least two months. In ensuring that the IDP is being properly implemented, Section (s) 34 of the Municipal Systems Act of 2000 requires that it should be reviewed annually.

The Act also stipulates that the IDP must be reviewed in accordance with an assessment of the municipality's performance measurements. This means that an integral part of the IDP review is the monitoring and review of a municipality's performance achieved through its Performance Management system (PMS). GKM has adopted its PMS and is in a process of implementing it for this financial year utilizing a customized balanced scorecard system.

In addition, (Section 34 (b) of the Act) stipulates that the IDP may be amended in accordance to a prescribed process, to be prepared and adopted in terms of (Section 28 of the Act)

This **PROCESS PLAN** outlines the manner in which this IDP review will be undertaken. The IDP has been prepared to be consistent with the District framework Plan. The IDP of a municipality is reviewed annually for the reasons set out below:

The IDP has to be reviewed annually in order to:

1. Ensure the relevance as the Municipality's Strategic Plan.
2. Inform other components of the Municipal business process including institutional and financial planning and budgeting.
3. Inform the cyclical inter-governmental planning and budgeting cycle.

For the IDP to remain relevant a Municipality must assess implementation performance and the achievement of its targets and strategic objectives.

The IDP is reviewed to reflect the impact of successes as well as corrective measures to address problems. The IDP is also reviewed to adapt to the changing internal and external circumstances that impact on the priority issues, objectives, strategies, projects and programmes of IDP.

The Municipality's strategic plan that is IDP informs Municipal decision-making as well as all the business processes of the Municipality. The annual revision of the IDP must inform the Municipality's financial and institutional planning and most importantly, the drafting of the annual budget.

The IDP review process and the budget review process are two distinct but integrally linked processes which must be coordinated to ensure that the revision of the IDP, budget related policies and the tabled budget are mutually consistent and credible. (The Municipal Finance Management Act, No. 53 of 2003; Local Government Municipal Planning and Performance Management Regulations, 2001)

1.1 THE LEGISLATIVE CONTEXT

The IDP Review is legislated in s (34) of the Municipal System Act which stipulates that:

A Municipal council-

- a) Must review its integrated development plan-
 - i. annually in accordance with an assessment of its performance measurements in terms of s941; and
 - ii. to the extent that changing circumstances so demand; and
- b) May amend its IDP in accordance with prescribed process.

1.1.1 SPECIFICS ABOUT THE MUNICIPAL AREA

The Integrated Development Planning process in Great Kei Municipality is a unique situation of historical transition and emerging new identity for the municipality. The Great Kei Municipality is bounded in the East by the Great Kei River and Mnquma Municipality, in the South East by the coastline between Kwelera and Kei Mouth, in the West by the Buffalo City Municipality and the Amahlathi Municipality, which is situated in the North. The Great Kei Municipality encompasses a large area characterised by very different features and communities and is divided into six wards, which are the amalgamation of previously different communities and municipal entities, including Komga, Kei Mouth, Cintsa East and Cintsa West, Haga Haga, Mooiplaas and Kwelera. The former municipalities (TLCs) have merged into one, and also other areas, which previously were not included in either of them, are now part of Great Kei Municipality. The administrative structure is being gradually defined and new functions and roles are being identified and allocated.

The legal requirements are clear in that the IDP had to be produced within a certain timeframe, it must include a number of essential components and it must be processed in a regulated way according to the legislation, with an explicit requirement for meaningful public participation.

The situation remains very challenging as the IDP is to be seen as a management tool for the municipal administration as well as a tool for the development of partnerships and strategic alliances at different levels. Its development therefore provides the Great Kei Municipality with a strategic instrument for overall institutional and communal development. The IDP, as a strategic plan, supports the process of defining the development issues and the institutional framework for initiating and implementing concrete actions that are urgently needed.

The mandatory time-frame might help to enforce rapid results, but could also constitute a threat to the strategic long-term goals. This is because the burden of content and the depth and quality required, are very difficult to deliver in the prescribed period. In the view of Great Kei Municipality, instruments such as the IDP with statutory guidelines and a comprehensive approach need a strategic focus to gain legitimacy and provide measurable results, whether it is:

- 1 To allocate public resources (welfare distribution)
- 2 To promote economic growth (public and private)
- 3 To prevent development that has negative social and environmental impacts

Great Kei Municipality has attempted to use the IDP and the process of producing it to serve its own purposes, to focus the development efforts of the municipality administration as well as the development efforts of other stakeholders in the wider community. Furthermore, annual reviews of the IDP allow the municipality to expand upon or refine plans and strategies, or to include additional issues. Some issues will certainly require deeper understanding and analysis. In practice therefore, the period covered by the first IDP will be used to gradually develop the Great Kei Municipality IDP into a more comprehensive tool, which will guide and inform all planning and development, and all decisions with regard to planning, management and development in the municipality.

The strategic focus for this IDP process for the five (5) year period would be by and large to establish procedures, identifying urgent needs and common goals – that is to say, to set the future agenda – In addition try to fulfil the comprehensive requirements of the IDP guidelines. The IDP thus is intended to provide the foundation upon which future development planning in Great Kei Municipality will be based.

1.2 THE IDP

Drafting a comprehensive IDP Review that satisfied amongst other things the legal requirements of participation and consultation, required a rather extensive and complex planning process with the involvement of a wide range of role-players from inside and outside the municipality. Such a process had to be properly organized and prepared, and furthermore had to satisfy the statutory requirement of being formally approved by Council. Therefore, to ensure certain minimum quality standards of the IDP process and to attempt to achieve proper co-ordination between the various spheres of government, and proper intergovernmental planning, the preparation of the planning process is regarded as a critical first phase of the IDP process itself.

The Municipal Systems Act required two specific processes to be completed:

1. Adoption of a “process set out in writing” by each municipality which is intended to guide the planning, drafting, adoption and development or review of the IDP.

In order for Great Kei Municipality to comply with the above requirement, a written Process Plan for the preparation of Great Kei Municipality’s IDP is to be produced based on the relevant legislation as well as on the Framework Plan produced by the Amatole District Municipality, utilizing the somewhat extensive IDP Guidelines prepared by the national Department of Provincial and Local Government (DPLG).

2. The Great Kei Municipality IDP Process Plan is to be submitted to the MEC for Local Government of the Eastern Cape Province, in terms of s (32) of the Municipal Systems Act.

1.2.1 THE PRINCIPLE OF CAPACITY BUILDING

Certain leading principles were defined to guide the process of the first IDP for Great Kei Municipality, including the principle of capacity-building. This principle particularly is based on the position that had been adopted by the national and provincial ministries dealing with local government, which was in essence that the planning process is meant to be a locally-driven and participatory process, rather than a process driven primarily by professional “experts” that would result perhaps in a more technically presentable plan that would not be locally owned. In addition, the concept of Community based Planning has to be phased in within municipal planning to ensure proper consultation and participation of all sectors of the communities of Great Kei Municipality. This aspect indicates a shift in the way GKM IDP process will take effect and demands that it should be focus more on community development.

The established Cluster arrangement of municipal staff to work collaboratively on the IDP process is therefore primarily motivated by the requirement to build capacity in the municipality in the arena of inter-sectoral planning, and to broaden the understanding of technical or sectoral specialists of the interdependence of sectors both within the municipal administration as well as outside it. It was regarded also as a mechanism to strengthen the sense of ownership of the Integrated Development Plan, which constitutes the strategic plan for the municipality’s operations for a five-year period, and also governs the municipality’s use of resources during this time.

1.2.2 ORGANISATIONAL ARRANGEMENTS

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1.2.3 WHAT ELEMENTS DOES THE REVIEW COMPRISE (CONTENT)?

In the IDP process, changes to the IDP may be required from three main sources:

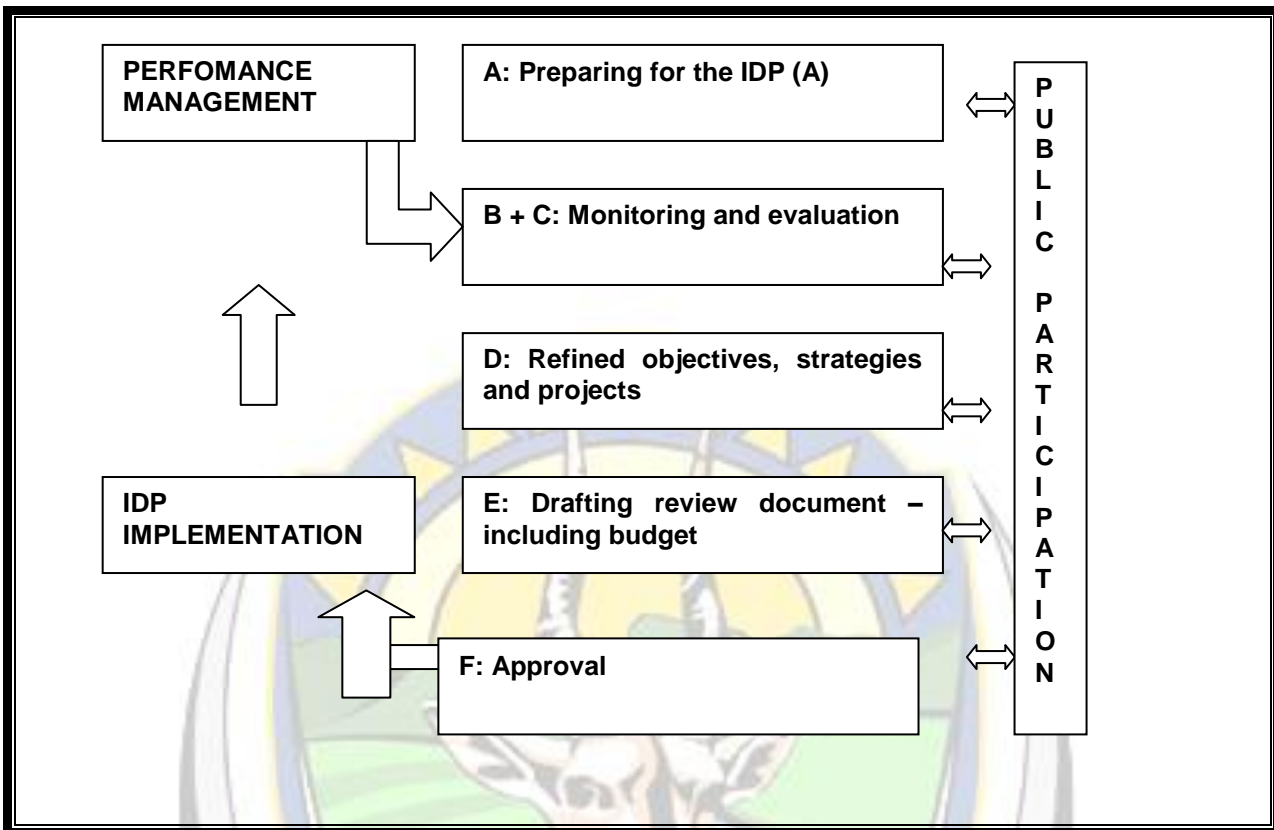
- Comments from the MEC, if any
- Amendments in response to changing circumstances; and
- Improving the IDP process and content

These can be viewed to be inputs into the IDP process. A requirement to be able to undertake the review is a Performance Management System. The main output is reviewed IDP. This, depending on the circumstances of the Municipality, is likely to comprise a number of components, including:

- A reviewed spatial development framework
- Reviewed sector plans
- Updated list of projects
- Budget
- Reviewed municipal and departmental scorecards

1.2.4 HOW IS THE IDP REVIEW UNDERTAKEN (PROCESS)?

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.



Each of these steps is discussed in detail in the Action Plan which is attached as an Annexure A.

The following structures, used will guide this years' IDP process.

- 1 IDP representative Forum
- 2 IDP Steering Committee
- 3 IDP Cluster Teams
- 4 DIMAFO

1.2.5 ROLES AND RESPONSIBILITIES IN THE IDP PROCESS

The implementation of the IDP involved the municipality officials as well as other stakeholders outside the administration itself - private and public on different levels. This meant that responsibilities in the municipal administration had to be defined both in terms of the internal and the external perspective. Developing a five year Integrated Development Plan for the municipality would require a strong emphasis on building strategic partnerships to include clearly defined responsibilities among other actors that are to be project leader in working together with the municipality to attain its key objectives. This is especially important in the section of the IDP addressing the economic development of Great Kei municipality.

The role of each of these structures/ individuals is reflected in the table below:

PERSON/ STRUCTURE	ROLES AND RESPONSIBILITIES
Mayor	<ul style="list-style-type: none"> ▪ Manage the drafting of the IDP process; ▪ Assign responsibilities in this regard to the Municipal Manager; ▪ Submit Process Plan to the Council; and approval; ▪ The responsibility for managing the drafting of the IDP has been assigned to the Municipal Manager.
Council	<p>The Council will in addition be responsible for:</p> <ul style="list-style-type: none"> ▪ Drafting IDP process, which will involve participatory processes similar to those that prevailed in the drafting of the foundation document. In addition to these will be the phasing in of Community Based Planning into the planning process
Ward councillors	<p><i>Ward Councillors</i> are the major link between the municipal government and the residents.</p> <p>As such, their role is to:</p> <ul style="list-style-type: none"> ▪ Link the planning process to their constituencies and/or wards. ▪ Be responsible for organising public consultation and participation within their wards. ▪ Ensure the municipal budget is linked to and based on the IDP.
Municipal Manager/ Strategic Director	<p>The IDP Manager will have the following responsibilities:</p> <ul style="list-style-type: none"> ▪ Preparing the Process Plan <p>Day to day management and coordination of the IDP process in terms of time, resources and people, and ensuring:</p> <ul style="list-style-type: none"> ○ The involvement of all roleplayers, especially officials; ○ That the timeframes are being adhered to; ○ That the planning process is horizontally and vertically aligned and complies with national and provincial requirements; ○ That conditions for participation are provided and; ○ Chairing the IDP Steering Committee; Management of consultants if any are utilized
DIMAFO	<p>DIMAFO is the institutional structure spearheaded by ADM to monitor alignment and integration of the IDP process between ADM and the local municipalities.</p> <p>Great Kei Municipality is represented by the following members:</p> <ul style="list-style-type: none"> ▪ Chairperson of the IDP Representative Forum ▪ Chairperson of the IDP Steering Committee, (Municipal/ Strategic Director ▪ Great Kei Municipal political and Administrative champs of the Institutional and Finance cluster
IDP Steering Committee	<p>The Steering Committee is a technical working team of dedicated officials who support the Strategic Director to ensure a smooth planning process. The Municipal Manager is responsible for the process but will often delegate functions to the officials that form part of the Steering Committee</p> <p>Chairperson: Municipal Manager (or Strategic Director)</p> <p>Secretariat: Heads of Department Spatial Development – sector plan champs</p>

	<p>Cluster champs – if not already included in HOD’s Chief HR Officer (Training) Internal Audit (Still to be established)</p> <p>The IDP Steering Committee will be responsible for the following:</p> <ul style="list-style-type: none"> ▪ Commission research studies ▪ Consider and comment on: <ul style="list-style-type: none"> ○ Inputs from subcommittees (s), study teams and consultants; ○ Inputs from provincial sector departments and support providers ▪ Process, summarise and draft outputs; ▪ Make recommendations to the Rep Forum; ▪ Prepare, facilitate and minute meetings. Prepare and submit reports to the IDP Representative Forum
<p>IDP Representative Forum</p>	<p>Great Kei Municipality will make use of the established IDP Representative Forum which enhances community participation in the drafting of the IDP.</p> <p>The IDP Representative Forum will be used to assist with the IDP process</p> <p>Chairperson: The Mayor or a nominee</p> <p>Secretariat: The secretariat for this function is provided by the IDP Steering Committee</p> <p>Membership: It will comprise the same members as the previous year and additional relevant representatives will be invited to participate</p>
<p>Support providers and planning professionals</p>	<p>Service providers will be used for the following:</p> <ul style="list-style-type: none"> ▪ Providing methodological/ technical support on the sector plans, budget reform, mainstreaming and other adhoc support as and when required; ▪ Facilitation of workshops as and when required
<p>Head of Departments</p>	<p>The Heads of departments are responsible for:</p> <ul style="list-style-type: none"> ▪ Providing relevant technical, sector and financial information for analysis in determining priority issues ▪ Contributing in offering technical expertise in the consideration and finalization of strategies and identification of projects. ▪ Providing operational and capital budgetary information ▪ Being responsible for the preparation of project proposals, the integration of projects and sector programmes ▪ Being responsible for the preparing amendments to the Draft IDP for submission to the municipal council for approval, submission to District Municipality and the MEC for local government for alignment.

1.3 THE STRATEGIC IDP/ LED DEPARTMENT

A Strategic IDP/ LED department under the auspices of the Strategic Director who has been appointed under the direct oversight of the Municipal Manager is charged with responsibilities as outlined above. The Municipality has a Special Projects Unit, that assists with public participation process and these duties are linked to activities of the Strategic IDP/ LED department. The Director for Strategic Planning Services will be staffed with IDP Manager but currently is staffed with a Secretary and LED Officer.

1.3.1 CLUSTER WORKING TEAMS

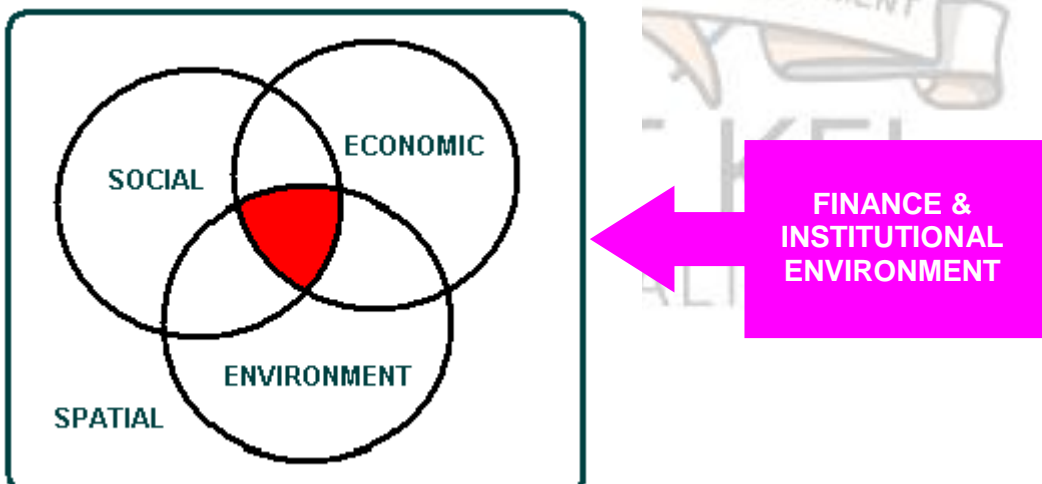
The IDP process will be informed by the dimensions of sustainable development and underpinnings of Local Agenda 21, which are:

- The social and cultural dimension;
- The economic dimension; and
- The ecological/environmental dimension.

These three dimensions can be seen as mostly non-spatial arenas, while a fourth dimension, i.e. the spatial dimension should be added. It is in the daily living space where social, cultural and economic interactions take place, where all the environmental problems arise but also where the sustainable solutions have to be innovated, planned and implemented. In addition a financial and institutional dimension, corresponding to the resources of Great Kei Municipality IDP process is also linked.

The IDP process tried to incorporate all these dimensions of sustainable development applying a holistic approach to planning. The action programme will be methodologically structured along these principles.

FIGURE 2. The Dimensions of Sustainable Development



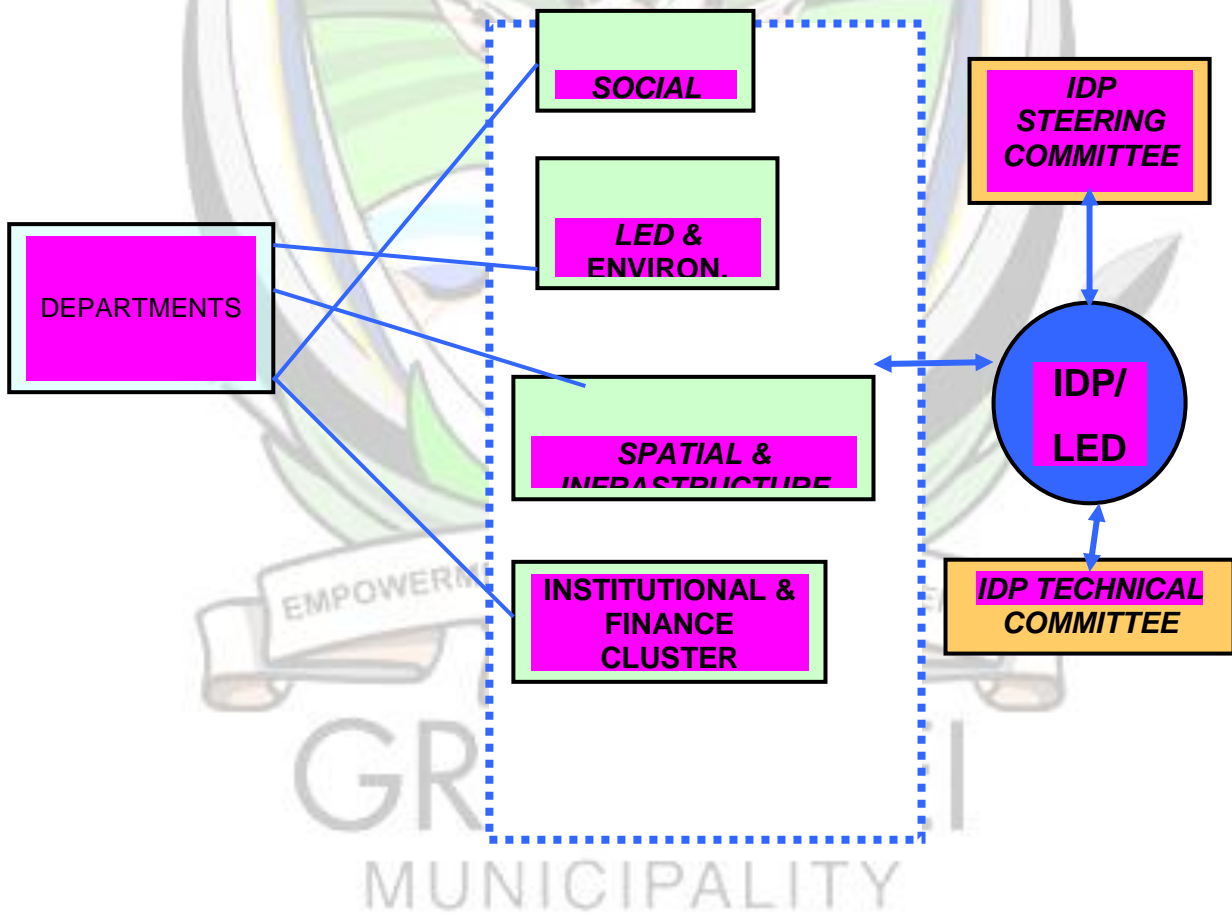
Base on the above theoretical foundation, “Cluster Working Teams” are formed to carry out specific aspects of the IDP process. They are small operational teams composed of a number of relevant municipal department officials and technical specialists, which the process anticipated would later be involved in the direct co-ordination and implementation of identified programmes and projects.

Where appropriate, community and other stakeholders together with specifically nominated councillors have to be co-opted onto these Cluster Task Teams. A special Task Team will be executed by the Municipal Manager to involve stakeholders directly affected by the future projects and to build strategic alliances with stakeholders/partners on local, regional and national level. This will by and large influence the approach to be undertaken by the Municipality to ensure the success of the IDP process and its implementation.

The Task Teams report to the Director Strategic Services and interacts with the IDP Steering Committee.

Figure 3:

CLUSTER STRUCTURAL ARRANGEMENT



1.4 MECHANISM FOR PUBLIC PARTICIPATION

It is salient that one of the main features of the Great Kei Municipality IDP process has been the extensive involvement of communities and stakeholder organizations. Participation of affected and interested parties is obligatory in the IDP process and is set out in s(16 – 18) of the Municipal Systems Act. The purpose of this clause is to ensure that the IDP addresses relevant issues and facilitates the implementation of focused activities to address real priorities of the citizens of a municipality. The municipality's area of jurisdiction, however, proved to be too big to allow for direct participation of the majority of the residents (whose number is in excess of 40 000) and this necessitated a structured participation.

The following structures, systems and processes had to be put in place to ensure full participation by the communities and stakeholder organizations. In achieving this for instance the municipality will place a notice on the local newspapers (Daily Dispatch) and place Notices on the municipal Notice Board inviting interested parties to participate in the Representative Forums.

1.4.1 THE REPRESENTATIVE FORUM

The Great Kei Municipality will be making use of the established IDP Representative Forum which enhances community participation in the drafting of the IDP.

The forum will be resuscitated through an advertisement in the local newspaper, published in all three official languages. The advertisement will invite nominations and volunteers from community leaders, civic organizations, NGOs or CBOs, commerce and industry, advocacy groups, traditional leaders and a broad range of sectoral stakeholders to represent communal interests and contribute knowledge and ideas, building consensus and support for the planning process itself, and ensuring a broader ownership of its outcomes. Membership of the Representative Forum is not restricted in any manner except to adhere to a Code of Conduct.

The municipality particularly encouraged the involvement of community members who offered specific knowledge of urban or rural development issues, financial management or public policy, environmental, health, youth or gender issues, or are involved in previous planning processes in Great Kei Municipality's area of jurisdiction.

The Representative Forum will meet throughout the planning process in which they will discuss different aspects or outputs of the IDP process, which will include inter alia, the approval of the Process Plan, the acceptance of priority issues with matching objectives, the strategies to address these issues and the draft projects that are intended to give tangible form to the municipality's strategic plan, as well as (finally) the opportunity to scrutinize and comment on the final draft of the IDP, prior to its submission to Council for formal adoption.

1.4.2 THE ASSESSMENT OF COMMUNITY NEEDS

During the Analysis Phase, the Strategic IDP and LED Department will invite each ward Councillor to meetings held as far as possible in close proximity to their geographical wards, where an assessment of the particular needs of each ward, as well as the prioritization of the needs of each ward, is to be undertaken. This will be followed by ward Councillors jointly prioritizing what to be perceived as the most significant needs within broader, multi-ward areas, which required ward Councillors to balance the needs, expectations and priorities of their own constituencies with those of neighbouring constituencies of a similar character (e.g. rural wards were grouped together). This process is anticipated to be a very valuable process

that will enable both ward Councillors and municipal officials to identify the most pressing needs that are perceived in the different areas of the municipality.

The above information is scheduled to be integrated onto the existing data gathered during the process of consultation with wards that will be conducted during the capital budget planning that also needs to be undertaken concurrently 2008/2010, during which each ward also would identify what their priority needs would be for the period.

1.4.3 THE MAYOR'S LISTENING CAMPAIGN

The Mayor of Great Kei Municipality, Cllr NW Tekile is expected to convene meetings in all the areas of the municipality, with the object of hearing the needs of the people of Great Kei Municipality first-hand. All of the recorded concerns, frustrations, needs and aspirations of the people to be articulated in these meetings are to be captured and integrated onto the IDP document to get sense of what is experienced on the Wards. Other consultative processes, are to be incorporated into the comprehensive analysis document that would be aimed to integrate the expressed needs of the citizens with the more quantitative data gathered from various sources by municipal officials.

The intention of the whole exercise is to then use the above information as the basis for the second critical phase of the planning process, namely the formulation of strategic direction for the municipality.

1.5 AN ASSESSMENT OF STUDIES CONDUCTED WITHIN THE GREAT KEI MUNICIPALITY

Great Kei Municipality would do an assessment of studies conducted in municipal areas, to track information relating to community perceptions as well as more tangible indicators of the quality of life studies done in the area. If information is lacking in this regard the municipality has to link up with Stats SA and Department of Social Development to ensure the information gap is addressed. This data will constitute a very thorough and comprehensive assessment of the quality of life in Great Kei Municipality residents, and will provide a valuable baseline from which the quality of life in Great Kei Municipality can be improved.

1.5.1 COMMUNITY WORKSHOPS

As part of the public consultation process, the Great Kei Municipality might appoint professional facilitators to conduct community workshops in all of the municipality's 6 wards - The schedule of meetings is to be drafted and form part of the attachments). The object of these workshops is to inform the communities about the IDP process and to afford them an opportunity to scrutinize the priority issues with their matching objectives and the draft strategies.

The community workshops to be conducted through setting up small groups within the wards, which comprised ward committees and local community leaders.

A participatory appraisal methodology is to be used to ensure full participation and to attempt to build consensus, and it will enable all participants to express their views in the workshops. The concerns, aspirations, needs and frustrations of the people as articulated in these workshops have to be incorporated into the IDP document and have also to be considered in the formulation of the strategic direction for the municipality.

1.6 PROCESS OVERVIEW: STEPS AND EVENTS

A detailed action programme with time frames is attached herein (Annexure A) as part of the Process Plan.

In the formulation of the Process Plan the District Framework Plan would fully be taken into account and adhered to as far as possible.

1.7 THE FORMULATION OF OPERATIONAL PROGRAMMES AND PROJECTS

Programmes and projects have to be formulated and agreed upon, and the strategies to apply in addressing the main issues, and also have to broadly identified a large number of possible preliminary projects, the challenge would then be to transform the strategies into operational sector programmes and to align these programmes with the financial and human resources available to the municipality.

The output of this phase is therefore intended to be an operational strategy which included:

- A 3 Year Medium Term Expenditure Framework (MTEF)
- A 5-Year Financial Plan
- A 5-Year Capital Investment Framework
- An Integrated Spatial Development Framework
- Integrated sectoral programmes (LED, HIV/AIDS, poverty alleviation, gender equity etc.)
- An institutional monitoring and performance management system
- A Disaster Management Plan
- An Institutional Development Plan

The IDP process will afford the institution to revise and adapt the agreed upon project outlines (GANTT CHART) and the same project tool will be used to measure performance of the municipality and the impact of the programmes and projects.

The various programmes and projects are then required to be consolidated into a draft IDP document that would be subjected to a process of public consultation before the final draft IDP is submitted to the Council.

1.8 THE APPROVAL OF THE IDP

Once the final draft of the IDP has been completed, it is required to be submitted to Council for consideration and approval. The Council must look at whether the IDP identifies the issues / or problems that affect the area and the extent to which the strategies and projects will contribute to addressing the problems. The Council must also ensure that the IDP complies with the legal requirement before it is approved.

1.9 PROVINCIAL ASSESSMENT

Once the Great Kei Municipality has adopted its IDP, it must, within 10 days of adoption, submit a copy thereof, together with the Process Plan to the MEC of the province for assessment. The Municipal Systems Act does not require the MEC to approve the IDP, only to assess that the IDP complies with the requirements of the Act and also that it is not in conflict with IDPs and strategies of other municipalities and organs of state.

1.10 SELF ASSESSMENT OF THE PLANNING PROCESS

Great Kei Municipality should ensure that it does all that is possible to finalize the IDP timeously, given the onerous burden of content prescribed in the Municipal Systems Act, the requirement for a far-reaching process of public participation.

Further complications that could impact on the quality of the Great Kei municipality IDP included a lack of certainty in the planning process insofar as the functions and powers of the municipality itself were concerned as the classification is still in process particularly with regard to those functions and powers that are required to be assigned by the national Minister for Provincial and Local Government.

In the absence of any certainty, planning has to proceed on the basis that Great Kei Municipality has to take a stance to improve livelihood of its residents, and this requires substantial financial resources to actually deliver these services.

The combination of the above factors has proved to constitute a series of bottlenecks that might not all be successfully negotiated for integration in the planning process. This means that the depth and quality of the final draft of the IDP will certainly require ongoing technical effort, community participation and political commitment if the IDP is to assume its rightful and intended place as the strategic guiding document of Great Kei Municipality.

Great Kei Municipality is making an undertaking that it will managed its IDP process internally, and largely without the usage of professional consultants.

LOGISTICS

Meetings will be held in Great Kei municipal area and no transportation costs will be incurred as a result of activities undertaken.

