

Intergovernmental Relations and Stakeholder Management Strategy to support the implementation of the Comprehensive Rural Development Programme



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1. INTRODUCTION: ACHIEVING RURAL DEVELOPMENT

A major feature of the Department of Rural Development and Land Reform's (DRDLR) work has been the introduction of the Comprehensive Rural Development Programme (CRDP). Responding to the rural development challenges, the ruling party's election manifesto identified rural development, food security and land reform as priorities, which were further expressed within the 2009 Medium Term Strategic Framework (MTSF). The MTSF outlined 10 strategic priorities. The CRDP arises from strategic priority number three: a comprehensive rural development strategy linked to land and agrarian reform and food security. The 10 priorities were further defined in 12 and later 14 outcome that formed the strategic focus of Government between 2014 and 2019.

The vision of the CRDP is vibrant, equitable and sustainable rural communities. The CRDP seeks to address poverty and food insecurity through maximising the use and management of natural resources. It also seeks to rectify past injustices and improve the standard of living and welfare through rights-based interventions that address skewed patterns of distribution and ownership of wealth and assets.

The CRDP is premised on a proactive participatory community-based planning approach, rather than an interventionist approach to rural development. This includes the social mobilisation of rural communities to take part in developmental initiatives, establishing community structures where they do not exist, organising them to engage with local opportunities, mobilising stakeholders to support community empowerment and skills development initiatives, empowering communities to be self-reliant and take charge of their destiny through leadership training, social facilitation for socio-economic independence and wealth creation and productive use of assets.

The programme is delivered through a three-pronged strategy that includes a coordinated and integrated broad-based agrarian transformation, rural development infrastructure and an improved land reform programme through a three-phased model, which can occur sequentially, concurrently or continuously. These phases are:

Phase 1: Incubation stage – focuses on providing basic services and infrastructure;

Phase 2: Entrepreneurial development stage – focuses on the development of entrepreneurial skills and medium to large-scale infrastructure; and

Phase 3: Consolidation stage – focussed on the emergence of key economic sectors characterised by diverse small, medium and large-scale enterprises and village markets.

1.1. ALIGNMENT WITH THE NATIONAL DEVELOPMENT PLAN

In 2012 Cabinet adopted the National Development Plan (NDP) as the country's vision up to 2030. The NDP envisions "Rural areas which are spatially, socially and economically well integrated across municipal, district and provincial, and regional boundaries – where residents have economic growth, food security and jobs as a result of agrarian transformation and infrastructure development programmes and have improved access to basic services, health care and quality education." Chapter 6 provides the approach to strengthening an Integrated and Inclusive Rural Economy.

The rural space is not homogenous, which means that development strategies need to account for wide variations in demographic, social and economic contexts and needs, as well as available institutional capacities. The Rural Development Framework, adopted by Government in 1997, defined rural areas as "sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed throughout these areas. In addition, they include large settlements in the former homelands, created by apartheid removals,

which depend, for their survival, on migratory labour and remittances.” In line with a Cabinet resolution of 2013, the DRDLR prioritises 27 resource-poor district municipalities, while working in all 44 district municipalities.

The NDP, therefore, proposes a differentiated strategy for addressing the challenges inherent in the rural space:

- Agricultural development based on successful land reform, employment creation and strong environmental safeguards. To achieve this, irrigated agriculture and dry-land production should be expanded, with the emphasis on smallholder producers, where possible. To this end, established agricultural industries must be enabling partners.
- Quality basic services, particularly education, health care and public transport. The rationale is that well-functioning and supported communities enable people to seek economic opportunities. This also allows them to develop their communities further through remittances and the transfer of skills, which will contribute to the local economy.
- In areas with greater economic potential, industries such as agro-processing, tourism, fisheries (in coastal areas) and small enterprise development should be developed with market support. Special focus should be placed on enhancing the skills and capabilities of rural women entrepreneurs with access to land and finance. The strategy should ensure access to basic services, food security and the empowerment of farm workers. It should recognise the wide range of opportunities present in rural areas and develop strategies tailored to local conditions. Institutional capacity is integral to success, especially in the reforms required to resolve contested relationships between traditional and constitutional institutions.

Following this, 14 key Outcomes were developed, with accompanying outputs and strategic activities and metrics. The renewed emphasis on rural development is captured under Outcome 7: “Vibrant, equitable and sustainable rural communities and food security for all.” Specific targets for achieving the outcome are set out in the performance agreements between the President and the Minister, which outline high-level priorities and outputs and key activities for each outcome. The high-level outputs and metrics were then converted into a detailed Delivery Agreement (Programme of Action) with the key partners that need to work together to achieve them.

The priorities under Outcome 7 are derived from the provisions of Chapter 6 of the NDP, which also informed the development of the 2015 - 19 MTSF. These priorities guide planning to achieve the targets as set out in the MTSF:

- Improved land administration and spatial planning for integrated development with a bias towards rural areas;
- Sustainable land reform (agrarian transformation);
- Improved food security;
- Smallholder farmer development and support (technical, financial, infrastructure) for agrarian transformation;
- Increased access to quality basic infrastructure and services, particularly in education, healthcare and public transport in rural areas; and
- Growth of sustainable rural enterprises and industries characterised by strong rural-urban linkages, increased investment in agro-processing, trade development and access to markets and financial services— resulting in job creation.

Identified projects and sub-programmes should therefore support the achievement of these priorities.

Clearly, the achievement of “vibrant, equitable and sustainable rural communities and food security for all” is not the responsibility of the DRDLR alone. Led by the DRDLR, the implementation requires dedicated involvement and

collaboration with various sector departments, spheres of government and other stakeholders, including beneficiary communities, to harness public resources at their disposal, developing a cohesive, multi-sectoral perspective on the interests of the country as a whole.

Cabinet has thus mandated the DRDLR to be the logical point of coordination and to facilitate horizontal and vertical integration of rural development initiatives encapsulated in the CRDP framework, taking into account the programmes of other spheres and sectors. In other words, the DRDLR has a responsibility to lead in providing overarching coherence to rural development that will enable different government departments and spheres to align their work to achieve the objectives of the CRDP and Outcome 7.

DRDLR is the initiator, facilitator, coordinator, catalyst and implementer of rural development. This implies a number of practical functions that the department is expected to fulfil:

- As an initiator, the DRDLR introduces interventions and strategies to be implemented in rural areas as part of an integrated approach.
- As a facilitator, the DRDLR plays an active role in the facilitation of community participation and facilitates interventions in areas where the Department has no expertise or funding but has identified other stakeholders - such as sector departments - to contribute to the vision of that area. This role includes facilitating integrated planning and implementation of such plans.
- As a coordinator, the DRDLR is responsible for strategies, policies and mobilisation of resources from stakeholders to contribute to the objectives of the rural development programme.
- As a catalyst, the DRDLR plays a change agent role and assists in the transformation of the rural space in terms of policies, programmes and projects with the ultimate aim of achieving vibrant and sustainable rural communities.

These functions pivot on effective relations between the three spheres, as well as coordination within each sphere of government. It implies the need to consult and engage with a range of non-state actors to unlock the potential of rural development. To address these issues, the DRDLR is committed to using, among other instruments, an Intergovernmental Relations (IGR) strategy to coordinate rural development and to facilitate spatial planning as a lever to influence the targeting spaces for development and land use, as well as a Stakeholder Management (SM) strategy to ensure all actors are engaged and brought into the process.

The purpose of this document is to detail an IGR and SM strategy that will ensure achievement of up-scaled rural development as a result of coordinated and integrated planning, resource allocation and implementation by a range of stakeholders. Activities guided by this strategy should not be limited to the implementation of the government programmes, but may include activities aimed at information dissemination in the context of government communication and relationships with regional and international stakeholders in the context of international relations. In the case of international stakeholders, the relevant agreements and protocols are taken into consideration.

2. INTERGOVERNMENTAL RELATIONS AND STAKEHOLDER MANAGEMENT STRATEGY FOR THE CRDP

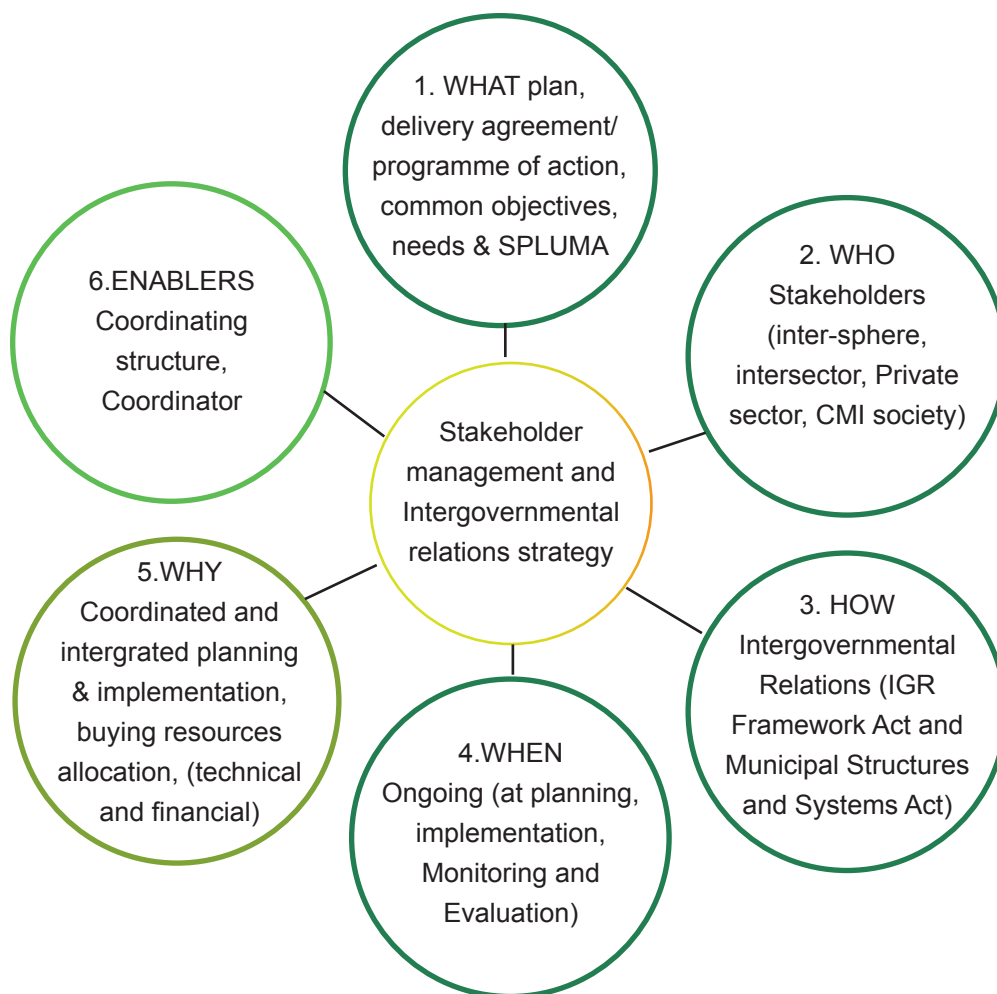
The strategy for managing stakeholders and ensuring a coordinated and integrated implementation of the CRDP and the MTSF is built on six pillars:

- The “what” to coordinate, which is the plan that guides stakeholders’ contribution to and participation in achieving rural development.

- The “who”; these are the stakeholders necessarily involved to achieve rural development. The stakeholders are identified through stakeholder analysis and mapping in line with what has to be achieved according to the plan.
- The “how” of coordinating and mobilising stakeholders to achieve rural development, in line with the principles defined in Chapter 3 of the Constitution and the Intergovernmental Relations Framework Act (IGRFA) and informed by the plan.
- The “when” of coordination and stakeholder management, which is the continuous process that starts as and when the new programmes, sub- programmes and projects that require collaboration are introduced, implemented, monitored and evaluated.
- The “why”, which is the objective to fast-track or upscale the implementation of the rural development programme.
- The “enablers” of coordination, which are the coordinating structures, including unlegislated community structures that ensure integrated planning, implementation, monitoring and reporting as defined in the IGRFA. This is strengthened through assignment of dedicated coordinators across the spheres of government.

Stakeholder management, IGR, monitoring and reporting are at the centre of the implementation of the programmes and projects aimed at achieving comprehensive rural development. Of these, stakeholder analysis and mapping should always be the first step when a new programme or project is introduced. Figure 1 illustrates the pillars of the stakeholder management and IGR strategy.

Figure 1: Pillars of the stakeholder management and Intergovernmental relations strategy



Each of these is discussed in the subsequent sections as a way of elaborating the full strategy.

2.1. THE “WHAT?” – THE PLAN

The first pillar defines the “what” of coordination and integration, laying out the plan that has to be achieved in order for rural development to be realised. Coordination happens through a programme, a plan or a specific project that requires multi-stakeholder involvement. In the case of comprehensive rural development, the “what” that requires coordination is derived from the mandate of the DRDLR, as discussed in the introductory section of this document. This includes the related departmental programmes, Chapter 6 of the NDP (integrated and inclusive rural economy); the six priorities of the MTSF and the Minister’s performance agreement with the President derived from the MTSF, which informs the Outcome 7 Programme of Action. The relevant programmes and strategies of other sector departments and spheres of government that have relevance to the work of the department support the implementation of the plan.

The “what” is also defined in the context of the characteristics of the rural space and the needs of the people in the rural space. The definition of rural areas, provided in 1.1. above, implies a need for the involvement and contribution of multiple stakeholders. The various policy and strategic frameworks existing under the ambit of the state can thus be harnessed to ensure that the CRDP is significantly strengthened in application.

Since rural spaces are not homogenous, it is important that the plans that guide the “what” are differentiated and targeted so as to inform what has to be coordinated by a district IGR forum per district municipality.

2.2. THE “WHO?” – STAKEHOLDERS

The success in achieving the objectives of the CRDP depends on maximising the strengths and resources of multiple stakeholders. The second element therefore defines the “who”, identifying, analysing and mapping the actors both within and outside the state, with particular emphasis on the three spheres of government and how they relate and must be coordinated. Stakeholders are not a homogeneous entity and require consistent, yet targeted interventions. Stakeholders usually fall into three categories:

The **primary stakeholders** are the direct beneficiaries and persons directly concerned with the comprehensive rural development programme; in other words, those who have a direct interest or concern in rural development programmes, either because they depend on the rural space for livelihoods or are directly involved in its exploitation in some way. Good examples are a rural village under a traditional leader or a group of female smallholder producers. A primary stakeholder may be a beneficiary or individuals who stand to gain - or lose - something directly and personally from rural development initiatives. They can also be targets, which refer to departments or organisations that stand to gain or lose as a whole. Regardless, the needs and expectations of primary stakeholders hold great importance.

The **secondary stakeholders** for the DRDLR are the intermediaries in the process of delivering support to primary stakeholders, such as the officials, professionals, advisers, practitioners, consultants and experts working within the Government, non-governmental organisations (NGOs) and private sector organisations that the department partners with. They are the decision makers and policy makers, including politicians and senior civil servants at different spheres of government. These stakeholders have indirect interest or concern, such as those involved in institutions or agencies concerned with rural development.

The **tertiary stakeholders** of the DRDLR include people and groups affected more indirectly than secondary stakeholders. Most often, this group includes business owners, the general public and sometimes state or government agencies. It is important to engage tertiary stakeholders, as their opinions and perceptions can determine whether a project succeeds or fails. A good example is a local newspaper that might carry editorial opinions in favour of a particular rural development initiative. Tertiary stakeholders also have the potential to act as gatekeepers, hence it is important to try to win them to the implementing agents' side.

Stakeholder participation forms the cornerstone of the success of rural development, as the available resources are necessarily leveraged for impact. The coordinators implementing the IGR and SM strategy in order to achieve rural development should deliberately pursue the inclusion of external stakeholders, thereby broadening the stakeholder base to include not only provincial and national departments, but also NGOs, businesses and state-owned enterprises, among others. This would enhance the effectiveness of stakeholders' contribution to planning processes and implementation in particular. In addition, it would be more sustainable, as it would allow for diversified input in terms of finances, capacity building, technical support and all forms of skills training required to make development sustainable.

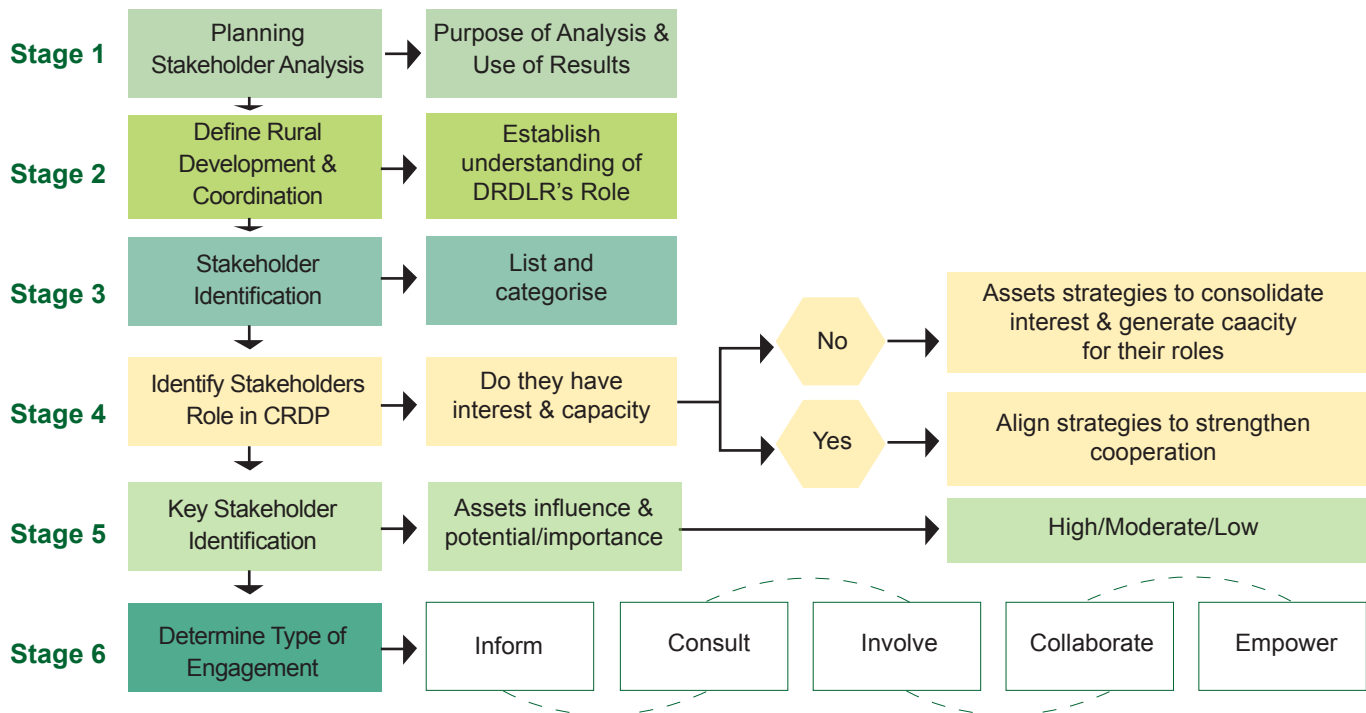
The increased and committed involvement of provincial and national departments have the potential to increase the availability of funds, as well as the technical expertise required to establish sustainable projects with competent staff in terms of skills training and technical expertise. This implies that the roles and functions of a variety of stakeholders must be clearly defined.

The identification analysis and mapping of stakeholders is a priority activity for the different coordinators at the inception of the new programme in order to understand the roles and functions of different stakeholders. In order to help facilitate this, a stakeholder analysis tool has been developed to identify and assess the importance of key people, groups of people, or institutions that may significantly influence the success of an activity or a project pertaining to rural development. This tool has been adapted and refined through its application at national, provincial and district level and in different contexts. Annexure One of this document provides the basic framework for the stakeholder analysis and mapping tool.

The stakeholder analysis tool pivots on five main stages, as reflected in figure 2. The first stage is to plan the stakeholder analysis and mapping according to the specific purpose of the tool. This would involve consultation with officials within the DRDLR at the various spheres. The second stage is to convene some stakeholders and to build a common understanding of the mandate of the DRDLR and other stakeholders in achieving the rural development goal of the CRDP. This is key to finding a common understanding so that consensus can be reached about which stakeholders should be involved. Having understood this goal, stakeholders can understand what being an initiator, facilitator, coordinator, catalyst and implementer of rural development actually involves.

The third stage identifies the DRDLR's stakeholders broadly and then in relation to the individual programme. The fourth stage is to identify stakeholder's roles, including their interest in and capacity for addressing the rural development priorities. The fifth stage involves assessing the influence and power of stakeholders for the purpose of identifying those that are key – those who can significantly influence the success of the programme. The final and sixth stage is to develop a good understanding of the most important stakeholders and their appropriate participation/role in rural development. This will help the DRDLR to establish the type of engagement required with the different stakeholders.

Figure 2: Stakeholder analysis flow diagram



The information generated during the stakeholder analysis sessions provides information about different kinds of stakeholders, including the people who will be affected, those likely to influence rural development and its outcomes, those that need to be involved and any capacities that may be required to be enable them to participate. The process of using such a tool, as well as the actual output of the analysis, enable implementers to better understand and align with the opportunities provided by stakeholders. The participatory process of using the stakeholder identification and analysis tool is as important as the actual analysis that results as an output. This is because it builds a shared understanding of the nature of the challenge in a particular place and how to address it.

The latter is context and time-specific and therefore requires a ongoing process to ensure that the analysis is appropriate and dynamic. A stakeholder strategy is a living document, as stakeholders change continually. A good stakeholder engagement process is characterised by among others clarity of purpose, objectives and scope, inclusiveness of people and views, good process, dialogue and open discussion, quality information and ongoing communication and transparency.

2.3. THE “HOW?” – COOPERATIVE GOVERNANCE AND INTERGOVERNMENTAL RELATIONS

The third element is the “how” of the strategy, drawing on the existing basis of the IGRFA, the Municipal Structures and Systems Act and the Spatial Planning and Land Use Management Act. Based on this, the various mechanisms through which IGR work is made explicit.

The Constitution of the Republic of South Africa, 1996 stipulates that the three spheres of government must comply with and adhere to the principles of cooperative governance and IGR. This system of cooperative governance requires all spheres to work together for the achievement of development outcomes. In terms of their roles and functions, Chapter 3 of the Constitution provides that the three spheres are:

- **distinctive** - each sphere has its own identity, elected government, decision-making powers and is accountable for its own conduct;
- **interdependent** - authority over service delivery functions is shared and the spheres are bound by the principles of cooperative governance; and
- **interrelated** - provincial and local governments are subject to the regulatory, supervisory and intervention authority of national government, which sets the framework within which they exercise their powers, can monitor their activities and intervene in their affairs when the situation so demands.

To enforce the principles of cooperative governance and IGR, the Constitution provides that all spheres of government must respect the constitutional status, institutions, powers and functions of government in the other spheres; not assume any power or function except those conferred on them; exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; cooperate with one another in mutual trust and good faith in:

- “... assisting and supporting one another
- Informing and consulting one another on matters of common interest
- Coordinating their actions and legislation with one another
- Adhering to agreed procedure ...”

(Chapter 3, Constitution of the Republic of South Africa).

What this means is that spheres must develop a cohesive, multi-sectoral perspective on the interests of the country as a whole; coordinate their activities harmoniously while collectively harnessing public resources behind common goals and within a framework of mutual support to avoid wasteful competition and costly duplications. (The Constitution, 1996. Local Government: White Paper, 1998).

Although integration as a concept is intuitively appealing, integrated programmes are often beset by lack of common understanding of what they involve. Lack of a commonly adopted definition and the variety of approaches taken to analyse integration have been referred to as an “academic quagmire of definitions and concepts analysis” (Howarth and Haigh 2007)¹.

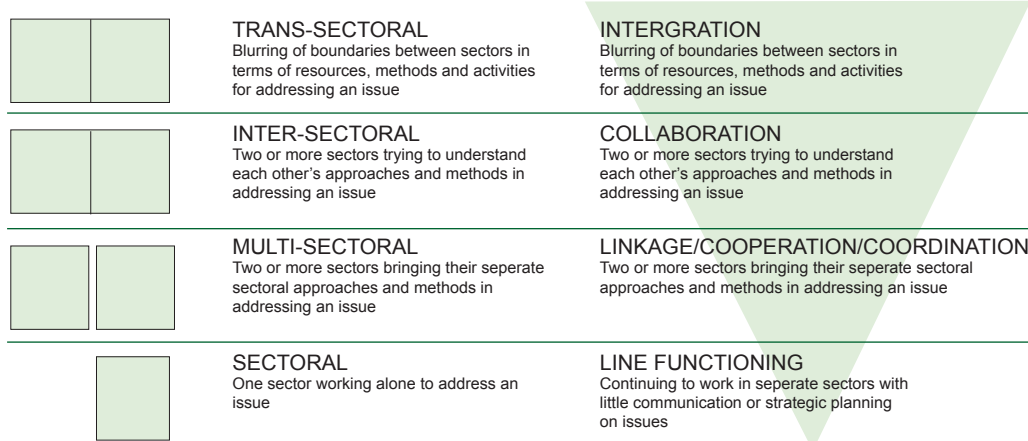
A recent critical review of the published literature on concepts, definitions and analytical approaches to integration - as applied to health system responses to communicable disease - found that integration is understood in many ways in different health systems (Shigayeva et al. 2011)².

To help with building common understanding, figure 3 has been developed to provide clarity in terms of levels of sectoral involvement alongside the continuum of integration identified in the literature. These terms are intended to provide guidance for discussions around an IGR strategy for rural development, bearing in mind that these definitions are not definitive but are rather a useful starting place for clarifying the language used for talking about sectoral integration at different levels.

1 Howarth, M. L., and C. Haigh. 2007. “The Myth of Patient Centrality in Integrated Care: The Case of Back Pain Services.” *International Journal of Integrated Care* 7: e27.

2 Shigayeva, A., R. Atun, M. McKee, and R. Coker. 2011. “Health Systems, Communicable Diseases and Integration.” *Health Policy and Planning* 25 (Suppl 1): i4–i20.

Figure 3: Sectoral involvement and definition of terms



Source: Harris and Drimie, 2012 ³

Based on this analysis, coordination is defined as an act of organising, making different people or things work together for a goal or effect to fulfil desired goals. Coordination is a managerial function in which different activities are properly adjusted and interlinked. The focus is on mutual gains if participants make mutually consistent decisions. It is key to note that coordination implies maintaining sectoral limits while working together on achieving mutually agreed goals.

A more definite form of coordination is collaboration, which is sharing of some resources or personnel to facilitate strategic joint planning and action on certain issues, while maintaining sectorial remits. Integration is defined as bringing together structures and functions, including resources, personnel, strategy and planning, with a merging of sectoral remits or limits. Integration is more than the intersection of common goals seen in co-operative ventures, but a deep, collective determination to reach an identical objective by sharing knowledge, learning, building consensus and ultimately merging remits.

Thus coordination and integration are aimed at achieving integrated service delivery through coordinated planning, resource allocation and implementation by government and other stakeholders. The following elements are key to the achievement of the coordination and integration objectives:

- All spheres of government play a defined role.
- All spheres work together in a coherent manner.
- The Integrated Development Plan (IDP) is used as a tool to achieve integration.

Coordination in the context of the IGR is informed by Implementation Protocols. These Protocols are frameworks between the organs of the state designed to meet the challenges of joint work. It is the tool for the application of cooperation and coordination between the organs of the state, stakeholders and other agencies and governments. They have a number of objectives:

- They set out a clear outcome of the joint work among the three spheres of government.
- They detail who is responsible for what.
- They determine what resources are required for the task at hand and who will provide them.

³ Harris, J and Drimie, S. 2012. "Towards an Integrated Approach for Addressing Malnutrition in Zambia: A Literature Review and Institutional Analysis", IFPRI Discussion Paper, Washington DC, USA.

- They establish performance indicators.
- They put in place oversight mechanisms to ensure that the outcome is achieved.

In the case of Outcome the 7, implementation protocol is in the form of a Delivery Agreement or Programme of Action that involves all spheres of government and a range of partners outside government. It serves as a basis for reaching agreement with multiple agencies that are central to the delivery of the set out targets. It describes activities to achieve outputs and sub-outputs. The negotiated agreement spells out:

- What will be done, where, when, by whom and with what resources;
- What will be done differently or needs to be changed to achieve the results;
- When things will be done within specific time frames and budget in line with respective entities' mandate and accountability; and
- Agreement on information-gathering mechanisms for monitoring and evaluation purposes.

The agreement lists the key partners that contribute to the achievement of the outcome drawn from three spheres of government and partners outside government. It considers the legislative and regulatory environment in which these activities operate and defines the management systems, institutional arrangements, governance, reporting systems and funding framework. Finally, it details indicators, baselines and targets for the outcome.

2.4. THE “WHEN?” OF COORDINATION AND INTEGRATION

The fourth element is defined as “when” coordination and integration must happen. Coordination is a continuous and dynamic process aimed at ensuring participation in and support by all government departments, municipalities, state-owned enterprises, NGOs, donors and financial institutions, among others. Challenges relating to coordination at different stages emerge because the sectors tend to be geared towards silo approaches. As such, the “when” of coordination and integration happens through the programme and/or project cycle, with different types of stakeholders being engaged in different ways throughout each stage.

These approaches are described more clearly in the stakeholder management framework.

2.5. THE “WHY?” OF COORDINATING RURAL DEVELOPMENT

The fifth element reminds implementers of “why” coordination and integration is necessary such that reflection, monitoring and evaluation can occur.

The introduction of the ISRDP was a result of the consistent failure of rural development projects to accomplish established targets and to deliver the success yields initially anticipated. One of the key reasons for this lack of success was not the actual development projects, their content, or their structural setup, but rather failure to coordinate projects and activities that would yield integrated service delivery, the eradication of poverty and the promotion of sustainable development.

Building on this observation, this strategy mobilises different spheres of government and non-state actors around a common vision of achieving inclusive rural development. This requires inter-sectoral and inter-sphere coordination and integration, which is informed by the national policy objectives and sector policies. The outcome will be dependent on the commitment and willingness of the sectors and partners to achieve goals.

In terms of channelling financial resources, Section 214 of the Constitution stipulates that all revenue raised nationally must be divided equitably between the three spheres of government. The proposed allocation of resources is informed by the government's strategic priorities as defined in the MTSF.

The Medium Term Expenditure Framework details how budgets will be allocated across departments and spheres. The principle guiding this is that many funds required to implement rural development do not reside within the DRDLR but are allocated to other departments and spheres. Effective coordination will ensure that these resources are aligned and reinforce one another rather than acting in duplication or in contradiction.

Support to local municipalities as the sphere of government that interact closest with communities to meet their developmental mandate is stressed as key among various spheres of government. This includes allocation of both financial and technical resources and mobilising stakeholders to provide support for local initiatives.

2.6. THE “ENABLERS” – INSTITUTIONAL ARRANGEMENTS (COORDINATING STRUCTURES)

Finally, the sixth element defines the enablers that make the strategy happen effectively. Based on consultation with a range of sector stakeholders at two workshops held in July 2012 and reviews of literature, in particular documents pertaining to evaluating the Integrated Sustainable Rural Development Programme (ISRDP), it can be concluded that a number of “enablers” or “mechanisms” to facilitate coordination among stakeholders to achieve rural development outcomes is a necessary prerequisite for success.

Put simply, there is better involvement and contribution of stakeholders in the implementation of “integrated” programmes where coordinating structures exist. The IGR Framework Act provides for the establishment of political and technical intergovernmental coordination structures across the spheres of government for consulting affected organs, planning, monitoring implementation and reporting on progress made.

The Act, within the principles of cooperative governance espoused by the Constitution, provides the overarching framework for “national government, provincial governments and local governments to promote and facilitate intergovernmental relations and to provide for mechanisms and procedures to facilitate the settlement of disputes” (IGRFA Act, 2005). The IGR framework spells out “how” the coordination of different sectors and spheres of government can happen and the coordinating structures that should be used for that objective.

These “enablers” or “mechanisms” for coordination are described in the following section.

2.6.1. THE NATIONAL INTERGOVERNMENTAL FORUM: MINISTERS AND MEMBERS OF THE EXECUTIVE COUNCILS

Ministers and Members of the Executive Councils (MinMEC) is a forum of Ministers and provincial Members of the Executive Councils (MECs) in functional areas where they have concurrent responsibilities.

It consists of the Cabinet member (Minister) responsible for the functional area for which the forum is established; any Deputy Minister appointed for such functional area; the Members of the Executive Councils of provinces who are responsible for a similar functional area in their respective provinces and a municipal councillor designated by the national organisation representing organised local government, but only if the functional area for which the forum is established includes a matter assigned to local government in terms of the Constitution or in terms of national legislation. The relevant Cabinet member may invite any person not mentioned to the forum.

The functions of MinMEC include raising or consulting on matters of national interest within the functional area under consideration with provincial governments and, if appropriate, organised local government. This consultation with provincial government includes issues around:

- the development of national policy and legislation relating to matters affecting that functional area;
- the implementation of national policy and legislation with respect to that functional area; and
- the co-ordination and alignment within that functional area of:
 1. strategic and performance plans;
 2. priorities, objectives and strategies across national, provincial and local spheres of government;
 3. any other matters of strategic importance within the functional area that affect the interests of other governments;
and
 4. performance in the provision of services in order to detect failures and to initiate preventive or corrective action when necessary.

The institutional arrangements discussed above are in line with the CRDP Management System that guides the coordination mechanisms thereof. The CRDP management system provides that the Minister of Rural Development and Land Reform is the national political champion of the CRDP. MinMEC is therefore used as a coordinating structure at national level. This structure consists of the Ministers of the departments of Rural Development and Land Reform and Agriculture, Forestry and Fisheries, the Deputy Ministers of both departments, the MECs of the Provincial Department of Agriculture and Rural Development, and the Executive Mayors of the 44 district municipalities in line with the decision that every district is a CRDP site. It also performs the function of the Executive Implementation Forum that coordinates, monitors and reports on the implementation of Outcome 7 Programme of Action.

The MinMEC will therefore be used as a legislated structure for the coordination of the CRDP and implementation of the MTSF at national level. Due to the cross-cutting nature of the CRDP, at times meetings with MinMECs of the other sector departments as contributing secondary stakeholders will be convened.

2.6.2. PROVINCIAL COORDINATION: PREMIER'S COORDINATING FORUM

The function of the Premier's Coordinating Forum is to promote and facilitate IGR between the province and local governments in the province. It is a consultative forum for the Premier of a province and local governments in the province aimed at discussing and consulting on matters of mutual interest, including the implementation in the province of national policy and legislation affecting local government interests; matters arising in the President's Coordinating Council and other national intergovernmental forums affecting local government interests in the province.

The Premier's Coordinating Forum is composed of the Premier of the province; the MEC of the province who is responsible for local government in the province; any other MEC designated by the Premier and the Mayors of district and metropolitan municipalities in the province.

The Premiers of two or more provinces may establish an interprovincial forum to promote and facilitate IGR between those provinces. An interprovincial forum is a consultative forum for the participating provinces. Its objectives are to discuss and consult on matters of mutual interest, including information-sharing, best practice and capacity building, co-operating on provincial developmental challenges affecting more than one province and any other matter of strategic importance that affects the interests of the participating provinces. The CRDP Management System provides that, at provincial level, the Premier is the CRDP champion. While the Premier's Coordinating

Forum has benefits for the coordination of the CRDP, the Premiers appointed the MECs of Agriculture and Rural Development who have direct responsibility for coordination.

The provincial coordinating mechanism as provided for in the CRDP Management System determines that the provincial coordinating meetings should be chaired by MECs and be held every two months. The Directors General of the DRDLR and the Department of Agriculture, Forestry and Fisheries have assigned Deputy Directors General (DDGs) to provide support to the provinces. The forum includes the provincial Heads of Departments (HODs), district Mayors and the relevant DDGs. For the coordination of the CRDP initiatives the coordinating mechanisms as provided by the CRDP Management System will be used; however, coordinating structures as provided by the IGRFA will be used as and when necessary.

2.6.3. DISTRICT COORDINATION MECHANISMS

The Constitution envisages a particularly important role for local government as the sphere closest to the people. Section 152 of the Constitution stipulates the objectives of local government as follows:

1. Promote democratic and accountable government for local communities;
2. Provide services to communities in as sustainable manner;
3. Promote social and economic development;
4. Promote a safe and healthy environment; and
5. Encourage the involvement of communities and community organisations in matters of local government.

Achieving these constitutional imperatives requires the collective efforts of all spheres of government. The promulgation of the Municipal Structures Act in 1998 provided a legislative framework for the consolidation and rationalisation of municipalities in accordance with the new constitution. The Act defined three different types of municipalities in South Africa. The first type, Category A municipalities, is delineated as metropolitan municipalities.

The second type, Category B municipalities, consists of local municipalities. Local municipalities fall under district municipalities, which are referred to as Category C municipalities. The division of powers and functions between the district and local municipalities defines the two-tier system of local government. In terms of the Municipal Structures Act (1998), districts are entrusted with four key functions.

First, they undertake integrated development planning for the district as a whole. Integrated Development Plans (IDPs) are five-year development plans drafted in consultation with community structures and reviewed annually. At strategic level, the IDPs provide a link between development in the area and the goals of the State. They coordinate all public investment to ensure that the outcome is integrated; provide a foundation for intergovernmental planning, alignment of national plans and Provincial Growth and Development Strategies (PGDS). The IDP Forums are used for coordination of planning.

A key component of the IDP is the Spatial Development Framework (SDF), which includes a basic guide for land use management as defined in the Spatial Planning and Land Use Management Act, 2013 (SPLUMA). The SPLUMA creates a coherent regulatory framework for spatial planning and land use management for the entire country that redresses the inefficiencies of the past planning and regulatory systems where spatial planning and land use management is concerned. The Act promotes consistency and uniformity in the application procedures and decision-making by authorities responsible for land use management and development planning application decisions.

SPLUMA indicates the need for a coordinated, aligned and integrated planning approach that considers relevant legislation, IDPs, sector plans and SDFs of different tiers of government. Inter-governmental support is provided as one of the tools and instruments providing a basis for implementation of the Act. SPLUMA also ensures coherent allocation of powers and functions for the political and administrative components of a municipality.

Second, districts are expected to deliver bulk infrastructure and services to all their residents. Their functions can be adjusted and shifted between the district and the local municipality as and when the capacity to implement planning becomes weak or improves. Districts that have the mandate to perform water and sanitation functions are generally those in rural areas where local municipalities have little or no capacity.

Third, districts play a critical role in building capacity within local municipalities to perform their legislative functions. Finally, districts are mandated to promote the equitable distribution of resources between municipalities.

It needs to be re-emphasised that municipalities are not solely responsible for addressing the enormous challenges of rural poverty and rural development. The effectiveness of local government is crucial for rural development and is dependent on the contribution and support of other spheres of government and external stakeholders.

The IGRFA therefore provides for the establishment of district IGR forums as coordinating structures at local level and as a consultative body between district and local municipalities on matters of mutual interest. A district intergovernmental forum consists of the mayor of the district municipality, the mayors of the local municipalities in the district or, if a local municipality does not have a mayor, a councillor designated by the municipality, and the administrator of any of those municipalities if the municipality is subject to an intervention in terms of section 139 of the Constitution.

The IGRFA defines the role of district IGR forums in coordinating IGR and actions between all three spheres of government and within local government. Essentially a district IGR forum serves as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, including drafting national and provincial policy and legislation relating to matters affecting local government interests in the district, the implementation of national and provincial policy and legislation with respect to such matters in the district and matters arising in the Premier's Intergovernmental Forum affecting the district.

In addition, the Forum offers mutual support in terms of section 88 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998); the provision of services in the district; coherent planning and development in the district; the coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities in the district and any other matters of strategic importance that affect the interests of the municipalities in the district. A district intergovernmental forum may refer a matter arising in the forum to the Premier's Intergovernmental Forum or any other provincial intergovernmental forum.

In line with the CRDP management system the district IGR forum will be used for coordinating the CRDP at local level. The district IGR forum meetings are chaired by district mayors and include municipal managers and representatives of other government departments. Since districts are responsible for implementation and coordination of work at district level, they therefore discuss implementation-related matters and ward reports.

2.6.4. INTERGOVERNMENTAL TECHNICAL SUPPORT STRUCTURES

The IGRFA provides that an intergovernmental forum may establish an intergovernmental technical support structure if there is a need for formal technical support to the forum. This structure must consist of officials representing the governments or organs of state participating in the intergovernmental forum that established the technical support structure and may include any other persons who may assist in supporting the intergovernmental forum.

In the case of the CRDP, the technical MinMECs (Mintech), relevant provincial HOD forums chaired by the provincial Director General and Municipal Managers' Forum fulfil this function. At national level the technical forum consists of the Directors General of the DAFF and the Department of Land Reform, provincial heads of the Department of Agriculture and Rural Development, the district municipal managers of all the district municipalities and senior officials from other sector departments. At provincial level the HOD, supported by the assigned DDGs of the DAFF and DRDLR, the HODs of the other provincial sector departments and the relevant district municipal managers, chairs the structure. Technical IGR forums at district level, i.e. the District Municipal Managers' Forum, will be used for the coordination of planning, implementation and driving the targets in the MTSF.

2.6.5. ASSIGNMENT OF DEDICATED COORDINATORS

To maintain efficiency, one person or a team of people should be designated to serve as programme/project coordinator(s) and be responsible for the daily operations and decision-making that support a specific programme or initiative and ensure that the programme is delivered properly. The skills required include working with multiple, conflicting priorities, creating a project plan, communication and interacting with people at all levels. A programme coordinator should not have management responsibilities but work closely with a team of people all dedicated to the delivery and support of the programme.

While all the branches will be responsible for coordinating the implementation of their specific programmes/projects, the DRDLR should assign an official to be responsible for the overall coordination and mobilisation of the stakeholders to contribute to the programme and manage the coordinating structures.

2.6.5.1. NATIONAL COORDINATOR

At national level the role of the coordinator will be to:

- Promote inter-sectoral planning across the three spheres of government;
- Improve the State's ability to coordinate and direct resources collectively to address rural developmental priorities through IDPs;
- Facilitate knowledge sharing and best practice learning on the CRDP;
- Support the monitoring and evaluation of rural service delivery; and
- Report and make policy recommendations on rural development and service delivery to Cabinet through the relevant clusters.

Each contributing department should appoint a departmental representative who is senior enough to make decisions on departmental contributions to the implementation of the programme. Their responsibilities are to facilitate the internal coordination of the programme, among others the inclusion of all relevant departmental programmes that will contribute to the achievement of the objectives of the CRDP, outputs and sub-outputs in the delivery agreement within their respective departments and representing their department in the coordinating structure. Once the

necessary departmental interventions have been identified, it is the responsibility of the departmental representative to ensure that they are included in the departmental plans and budgeted for.

Where departments have concurrent responsibilities with a provincial government department, the coordinator working with the relevant national departmental representative has to promote inter-sphere planning, implementation and reporting. The responsibility of the national departmental representative is to engage the provincial counterpart at the planning stage to ensure that national and provincial plans and reports are aligned. This might include enlisting the support of the relevant MinMEC and Mintech.

Departmental representatives also have a function to monitor, collect information, consolidate and submit inter-sectoral quarterly reports. It is important that departments continue to monitor the impact they make through the implementation of departmental programmes and strive continuously to improve the services, increase the resources and, where necessary, take corrective measures.

2.6.5.2. PROVINCIAL COORDINATOR

Each province must assign an official to provide dedicated technical support to the HOD and province in coordinating the implementation of the programme at provincial level, maintain an interface between national, provincial and local level and mobilise stakeholders to contribute to the implementation of the programme. The provincial coordinator should mirror the national coordinator. They thus have a responsibility to be active participants, suggesting solutions to problems and making policy recommendations in the advancement of the programme.

All the provincial sector departments have a role to play in the implementation of the programme at provincial level. As is the case at national level, provincial sector departments must appoint departmental representatives whose responsibility, among others, is to provide internal (departmental) coordination of the programme and to carry out other tasks as and when necessary. A provincial coordinator, therefore, has to facilitate the appointment of these representatives, who then constitute a provincial technical coordinating structure in line with the CRDP management system. In addition, the provincial coordinator has the responsibility to facilitate the participation of provincial government departments, inter-sectoral and inter-sphere planning, implementation and budgeting for the identified intervention report and make policy recommendations for improving integrated development and service delivery to the provincial executive.

As a result of their relationship and proximity to the local government they ensure that planning is integrated, addresses local priorities and is hence aligned with the IDPs and facilitates the involvement of the national sector departments.

The coordinator must facilitate targeted stakeholder mobilisation to contribute to the implementation of the CRDP. This includes analysing the needs, including skills needs, the required resources, analysing and mapping the internal and external stakeholders and conducting targeted stakeholder and resource mobilisation sessions to support the implementation of the plan.

The fact that a provincial coordinator is an employee of a specific provincial department can create the perception that the programme or even outcome is the sole responsibility of that department. The provincial coordinator, therefore, has the responsibility to ensure common understanding of the programme among all provincial stakeholders, including the vision and objectives of the CRDP and the MTSF by all provincial government departments, as well as their expected roles and contributions. In addition, he/she must ensure that all stakeholders understand their role as a coordinator.

The coordinator must submit provincial and district monthly reports. The responsibility of the provincial coordinator is to collect information, consolidate the relevant provincial and municipal reports and submit them to the MEC for approval and on national level for consolidation with other inter-sectoral reports before submitting them to the implementation forum. The municipal manager and the HOD should sign off reports.

The coordinator must facilitate the participation of provincial government departments in the district IDP and IGR forum and its processes. Participation by departments at this level ensures the inclusion of the rural development sector plan in the IDP monitoring and reporting on progress made with its implementation. It also ensures that the municipalities are aware of the contribution of departments to addressing local needs and priorities.

2.6.5.3. DISTRICT COORDINATOR

For the coordination of the programme at local level to be effective, dedicated personnel should be appointed to coordinate issues internally in the district municipality, across all local municipalities. The role of coordinators should not be limited to ensuring that stakeholders participate in the planning processes, but should include facilitation of implementation, stakeholder mobilisation concerning the local priorities, monitoring implementation and sharing lessons and challenges with all stakeholders.

2.7. IMPLICATIONS FOR RURAL DEVELOPMENT: WORKING AT LOCAL LEVEL

In the context of rural development, this means that the DRDLR must work with all spheres of government, ensure the coordination of activities and harness public resources to achieve the identified goals. With three distinct spheres of government, the South African system of governance is characterised by a complex set of relationships:

- At national level the DRDLR has a mandate to initiate, facilitate and coordinate the implementation of the CRDP. This responsibility is shared with the provincial departments of Agriculture and Rural Development.
- The geographical space of provincial government consists of a number of municipalities at both district and local level and, at times, at metropolitan level, calling for national government to first consult and cooperate with the provincial sphere before working in the local government space.
- The local sphere is closest to the people and is a custodian of the space, yet it is the weakest in terms of capacity and resources.

This therefore calls for consultation and alignment of rural development strategies that emerge out of the CRDP not only between the provincial and national government, but also with local government, as the custodians of the space in which development takes place. This is at the heart of an IGR strategy.

2.8. INTERFACE WITH BENEFICIARY COMMUNITIES

It is important to pursue the inclusion of external stakeholders deliberately, thus broadening the stakeholder base to include not only provincial and national departments, but also NGOs, businesses, state-owned enterprises, etc. This is a responsibility that may largely fall on the coordinators, i.e. to seek out increased participation. This would enhance the effectiveness of stakeholder contribution and provide a much more sustainable contribution with a diversified input in terms of finances, capacity building, technical support and all forms of skills training required to make development sustainable.

A number of pieces of legislation give this direction. The White Paper on Local Government provides for developmental local government that should work with citizens and groups in the community, including marginalised groups, to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. Chapter 4 of the Municipal Systems Act 32, 2000 provides that municipalities must develop a culture of and create mechanisms for community participation in the affairs of the municipality. The Municipal Structures Amendment Act, 2000 (No 33 of 2000) provides for mechanisms for public participation, which include establishment of ward committees and a variety of other measures designed to foster open, transparent and consultative local government. The Draft White Paper on the Transformation of Public Service Delivery of 1997 argues that citizens should be consulted about the level and quality of the public services they receive and wherever possible should be given a choice about the services that are offered.

Developmental local government thus partly involves the mobilisation of stakeholders and continual interaction between municipalities and communities. In terms of the CRDP management system this is done through the council of stakeholders, consisting of members of community-based organisations and forums, school government bodies, government (national, provincial and local), community policing forums, ward committees, etc. The council of stakeholders must, inter alia, enforce compliance with national norms and standards for the State's support to the CRDP beneficiaries, identify community needs, initiate project planning and play an oversight and monitoring role.

The DRDLR has developed a concept known as the "Virtuous Cycle", which serves as a model and outlines a process that guides entry into the community, spatial targeting, coordination and implementation of the CRDP work. The approach is aimed at maximising the use and impact of state resources in rural communities, ensuring that the CRDP is realised in every municipality. The DRDLR will work more closely with district and local municipalities to identify projects (spatially) acquire/release land, mobilise the communities to take responsibility for their own development and be a catalyst for development needs that have been identified. The "Virtuous Cycle" proposes several structures and committees that will be established per district municipal area where the DRDLR is active. Representatives from established councils of stakeholders in the district and community and local government representatives should participate.

The IDPs form a key institutional link between the various IGR forums described above and people. Mechanisms for ensuring that the work that is done through the structures created under the Virtuous Cycle feeds into the work done under the IGR forum will be created. Of importance is to note the misalignment of the planning cycle between the spheres of government and time the planning in such a way that they feed to each other. In this regard the national and provincial structures should ensure that their processes are finalised before the initiation of the IDP planning process to ensure that their plans become the rural development sector plan in the IDP. Once prioritised and if they have an impact on the work of the spheres of government, the implementation, monitoring and reporting will be coordinated through the IGR forum.

Since the beneficiaries of the programme are often the most marginalised socially and economically at the local level, there is a need to balance the government's developmental approach (integrated development) and the public's developmental needs as identified through the community structures.

The Reconstruction and Development Programme (RDP) White Paper states that developmental programmes must be people-driven. "Our people, with their aspirations and collective determination, are our most important resource.

The RDP is focused on people's immediate needs and it relies, in turn, on their energies. Irrespective of race or sex, or whether they are rural or urban, rich or poor, the people of South Africa must together shape their own future." It goes on to say that development is not about the delivery of goods to a passive citizenry. It is about active involvement and growing empowerment. "In taking this approach the Government will build on the many forums ... that our people are involved in."

In the spirit of people taking part in their development, the needs that are identified through the Virtuous Cycle process but cannot make it to the sector plans will be implemented by the communities and coordinated through the community structures as established in the Virtuous Cycle document.

2.9. CONCLUDING COMMENTS AND RECOMMENDATIONS

This strategy details six pillars that guide the IGR and SM approach to achieve the objectives of the mandate of the DRDLR. As intended by the strategy, it is essential that the spheres of government do not bypass each other and work independently. This challenge can be avoided by having coordinators in place at all levels, working specifically and deliberately to coordinate efforts in the districts, especially themed around clusters and similar areas of interest and involvement. Key to this is the analysis and mapping of stakeholders at the inception of each new project or programme, including the communication campaigns.

Some additional recommendations are made for the effective implementation of this strategy, some of which are beyond the scope and mandate of the DRDLR:

- Each department's strategic plan – but in particular the programmes of the DRDLR - should make provision for the way in which it will give effect to IGR and cooperative government.
- It is essential that the spheres adopt a bottom-up approach to the development of the integrated plans, including the IDPs. The discrepancy between local IDPs and provincial and national plans is one of the most disturbing aspects raised in provincial consultations.

Training and induction of new staff in the general field of IGR within the DRDLR and the forums with which they engage is essential for the long-term stability and deepening of government.

ANNEXURE ONE

GUIDELINES FOR STAKEHOLDER MANAGEMENT

The role of the Department of Rural Development and Land Reform (DRDLR) is as the initiator, facilitator, coordinator, catalyst and implementer of rural development, largely through the Comprehensive Rural Development Programme (CRDP), which represents a broad approach to rural development and encompasses practically all sectors and spheres of government. This implies a need for a strategy that will enable the Department to collaborate and mobilise stakeholders, taking cognisance of the provisions of the intergovernmental relations (IGR) framework and the local government legislation on public participation.

As one of the IGR structures defined in the strategy focusses on rural development, a number of questions must be addressed. These include:

- Who stands to benefit (target group) from rural development?
- Who are stakeholders with current and/or future interests in rural development and what are their needs and expectations?
- What are the networks and institutions of which they are part, their past and current power, rights and responsibilities, both formal and informal?
- How ready and willing are they to participate in and contribute to the achievement of the objectives of the CRDP?
- What are the potential areas of agreement and shared interest upon which consensus and collaboration can be developed (enabling an institutional environment favourable for sustainable and inclusive growth)?
- What are the human, technical and financial resources that they are prepared to contribute to the CRDP (to create sustainable agrarian reform, improve access to diverse and affordable food, and improve rural services to support sustainable livelihoods)?
- What are the social, economic and environmental impacts, both positive and negative, of their past and current involvement in the CRDP?

Stakeholder mapping will enable the DRDLR to undertake the identification and analysis of stakeholders in a particular place. Stakeholder mapping is the identification of these various stakeholders with a direct interest in the initiative, with an assessment of their interests and ways in which these interests affect project risk and validity. Implementing stakeholder identification and analysis will reveal the interests of stakeholders in relation to the objectives of rural development. Part of this is to understand different stakeholders' needs to ensure that interventions, partnering and engagement strategies are focused.

STAKEHOLDER ANALYSIS PROCESS

The stakeholder analysis consists of five main stages, as reflected in figure 2. The first stage is to understand broadly the mandate of the DRDLR in achieving rural development, in particular how the participants in this process understand this goal. It is key to finding a common understanding so that consensus can be reached about which stakeholders should be involved. Having understood this goal, the participants should also come to an understanding of what being the initiator, facilitator, coordinator, catalyst and implementer of rural development actually involves.

Figure 2: Stakeholder analysis flow diagram

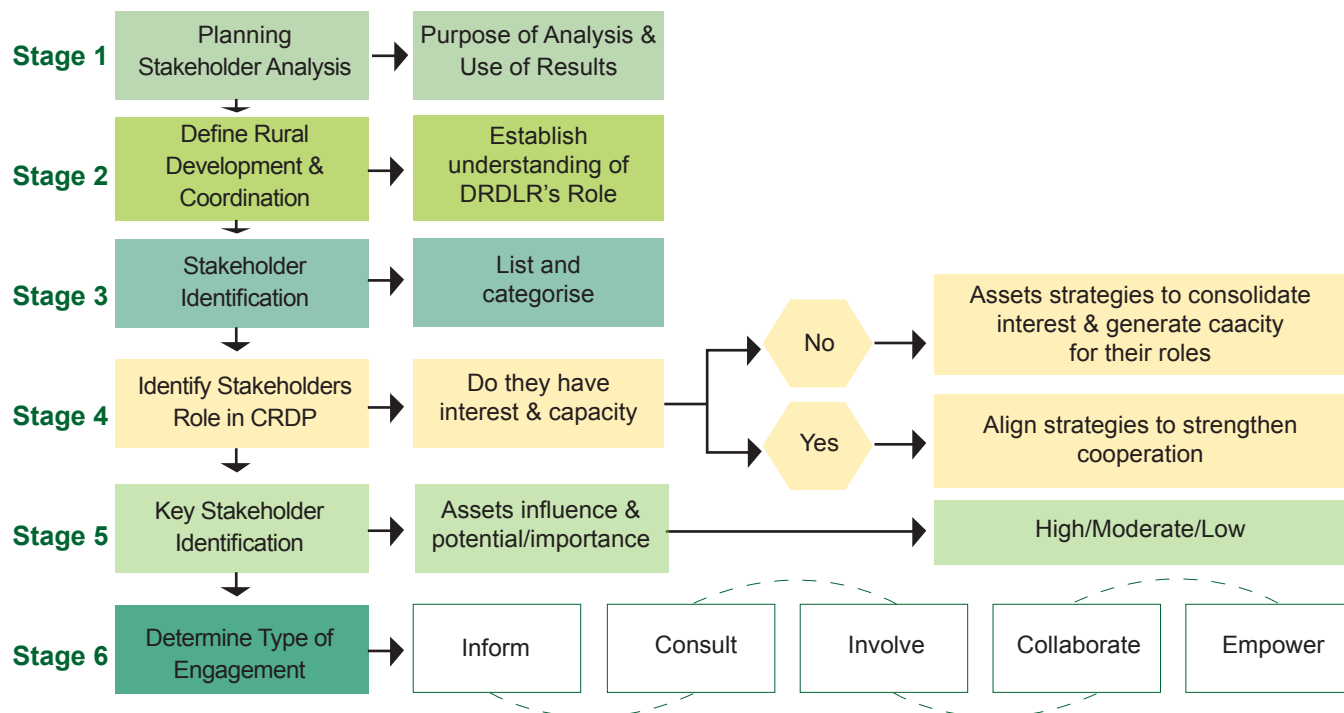


Figure 2: Stakeholder Analysis Flow Diagram

The second stage identifies the DRDLR’s stakeholders broadly and then in relation to the individual programme. The third stage is to identify their roles, including their interest in and capacity for addressing the rural development priorities. The fourth stage involves assessing the influence and power for the purpose of identifying the key stakeholders – those who can significantly influence the success of rural development. The final and fifth stage is to develop good understanding of the most important stakeholders and their appropriate participation/role in rural development. These stages are clearly laid out in the flow diagram.

Thus a key step is to brainstorm and list all stakeholders using participatory methods. This can be done in a plenary or in small groups and may involve validation through key informant interviews with various staff members within the DRDLR. Initial questions are who the people affected by one’s work are, who has influence or power over it, or has an interest both positively and negatively in rural development. Stakeholders can be listed and categorised in various ways. Guided by the Department’s programmes, a simple way to categorise stakeholders is to use the typology described earlier: as primary, secondary or tertiary stakeholders, as indicated in Table 1 below.

Table 1: Identification of stakeholders

Another key part of the process involves identifying the level of interest and the capacities or capabilities for

Stakeholders	STAKEHOLDER SUB-GROUP			DETAILS
	Primary	Secondary	Tertiary	
1. Beneficiaries	Smallholder producer; rural women			Main beneficiary: Vulnerable groups in rural space
2. Government (Three Spheres)		Various Sector Department		Service provider
		DAFF - DisHtrigich/ Moderate/Low Extension Office		Service provider
3. Media			Sunday Independent	Reporting on rural economy to publiceconomy to public

supporting rural development for each stakeholder. In cases where both of these are absent, the process will involve identifying strategies for consolidating interest and generating capacities for each stakeholder. Table 2 provides an accessible approach to identifying these issues. It is important to understand both the nature and the intensity of stakeholder interests in rural development. Stakeholders are generally said to have an interest or a concern in an effort (rural development) or organisation (DRDLR) based on whether they can affect or be affected by it. The more they stand to benefit or lose by it, the stronger their interest is likely to be. The more heavily involved they are in rural development, the stronger their interest will be. Stakeholders' interests can be many and varied.

For example, those directly benefiting from the construction of a dam may be supportive of the initiative, seeing it as an opportunity or the pathway to a better life in terms of job creation and food security benefits, or they may be opposed to it. Opposition may arise if they do not understand the intervention, they do not see the benefit that will come from it or they may be afraid to try something new, on the assumption that it will fail or they will end up worse off than they are. Some stakeholders may have economic or environmental concerns. Sometimes these concerns are merely selfish or greedy – as in the case of a corporation with millions in annual profits unwilling to spend a small part of that money to rehabilitate degraded wetlands at the source of a river (where the river is a source of electricity and water for the corporation's plants). Economic concerns may also work in favour of an effort. An initiative to build one or more community clinics can provide construction jobs, orders for medical equipment, jobs for medical professionals and economic advantages for the community.

Table 2: Identification of roles, interests and capacities

Category	Stakeholder	Role/ function	Interest or concern	Strategies to consolidate interest	Involve	Empower
Government	Three Spheres of Government					
	State-Owned Enterprises					
Private Sector	In different sectors i.e. Agriculture, Construction, Mining, Manufacturing, etc.					
Civil Society	Community Based Organisations, Non- Governmental Organisations, Faith Based Organisations, Cooperative, etc.					

Ideological as well as cultural differences may also drive stakeholder interests. Those who believe that government should not be seen as the source of anything but the most basic services that people obviously cannot provide for themselves – roads, police, and public education – might oppose government-funded programmes to help the poor, maintain public health, or provide other services that others deem necessary for the well-being of the community. The best way of ascertaining stakeholder interest is to ask them what is important to them. If there are stakeholders

who are unwilling to be involved, it is important to attempt to talk to them anyway. If that is not possible, try to gain insight into their concerns from others who are likely to know. Most stakeholders will be more than willing to tell one how they feel about a potential or continuing effort, what their concerns are, and what needs to be done or to change to address those concerns.

Once stakeholders have been generally identified, a prioritisation exercise is facilitated. Prioritisation of the stakeholder can be identified according to levels of:

- Power to influence the success of a project: the extent to which stakeholders are able to persuade or coerce others into making decisions. It can also be due to the nature of the organisation or a person's position and can be related to the financial position of an institution or individual; and
- Importance of stakeholders to the delivery of the project.

The levels of influence and power can be assessed for each stakeholder using a simple grading system (high, medium and low). Discussion, debate and negotiation in reaching consensus will be essential during this stage. Finally, it must be determined how the key stakeholders can be involved in meeting the DRDLR mandate. According to the levels of influence and importance, stakeholders can be engaged in varying ways, including informing, consulting, involving, collaborating with and/ or empowering. These are detailed below:

- Inform: To provide the stakeholder(s) with balanced and objective information to enable people to understand the problem, alternatives and/or solution.
- Consult: To obtain stakeholder feedback on analysis, alternatives and/or decisions. It involves acknowledging concerns and providing feedback on how stakeholder input has influenced the decision.
- Involve: To work with stakeholders to ensure that their concerns are considered, reflected and the alternatives provided with feedback on how their input influenced the decision.
- Collaborate/Partner: To work as a partner with the stakeholder(s) on each aspect of the decision, including the development of alternatives and the identification of the preferred solution.
- Empower: A process of capacitating the stakeholder(s) through involvement and collaboration so that they are able to make informed decisions and to take responsibility for final decision-making.

The level of stakeholder engagement can be undertaken using the participation Table 3.

Table 3: Level of stakeholder engagement/participation

Participation levels	Inform	Consult	Involve	Collaborate	Empower
Identification	We will keep you informed	We will keep you informed, listen to you and provide feedback on how your input influenced the decision	We will work with you to ensure your concerns are considered and reflected, that the alternatives are considered and will provide feedback on how your input influenced the decision	We will in-corporate your advice and recommendations to the maximum extent	We will implement what you decide
Spatial Planning					
Community Profiling					

In each of the cells, identify which stakeholders need to be informed, consulted, involved, collaborated with or engaged in partnership and empowered. The participation levels identify which stakeholders are involved in each stage of the project, such as during the identification phase, the planning phase, the implementation and monitoring and evaluation stages.

ANNEXURE TWO

METHODOLOGICAL APPROACH TO DEVELOP AN IGR AND STAKEHOLDER MANAGEMENT STRATEGY DEVELOPING THE IGR STRATEGY:

KEY REFLECTIONS AND LESSONS

In preparation for the development of the IGR Strategy, the DRDLR facilitated two meetings held on 26 and 28 March 2014 – one internal and the other external - to initiate the process and to solicit stakeholders' input into the process of developing the strategy and its content. The workshops produced valuable issues that the IGR strategy needed to address. These are summarised below.

- The strategy must focus on the priorities that the DRDLR has set out in the Medium Term Strategic Framework: 2014-2019.
- In the programme of action, the DRDLR will need to be clear on how it will work with local municipalities to strengthen their coordination structures and to strengthen the participation of other critical stakeholders in the existing structures and processes. Importantly, the IGR strategy should enable the DRDLR to identify key stakeholders who can play a meaningful role in rural development and locate them within the institutional framework of the various national, provincial and district forums to ensure that all identified stakeholders work together with the DRDLR to achieve the rural development priorities (Director-General: 26/03/2014).
- Shortcomings in the country's development path have hampered the achievement of wall-to-wall coverage of basic needs. The Spatial Planning and Land Use Management Act (SPLUMA), the framework act for all spatial planning and land use management legislation in South Africa, seeks to promote consistency and uniformity in procedures and decision-making in spatial planning and land use management. As such, SPLUMA is a key tool for rural development, particularly in its ability to complement and support the IDPs at local level. Since SPLUMA will not establish structures, existing municipal structures will be used for the processing and approval of spatial development frameworks (SDFs) and land use plans. This implies that the provincial and district forums mandated to address rural development should use both the stakeholder management strategy and SPLUMA to achieve their objectives.
- An IDP is a five-year local government plan of development objectives within the area of a municipality and the way it links up with provincial and national strategies. Each IDP is supposed to be the main planning document that directs and guides all planning, management, budgeting and decision-making for the area. The ideal is to harmonise the IDP process to ensure that all spheres of government plan and act in unison. The DRDLR and in particular the SDFs emerging from SPLUMA must therefore align with these plans.
- Since this is a contested space between local government and traditional authorities, the IGR strategy must provide guidance on the support packages that need to be developed to help resolve potential conflicts between stakeholders (Director-General: 26/03/2014). This implies that the DRDLR should develop a conflict resolution strategy and the commensurate capacity to implement it, as a follow-up to the IGR and stakeholder management strategy process.

These inputs were subsequently included and the questions addressed in the IGR strategic framework, which is presented in Section Two of this report.

DEVELOPING THE STAKEHOLDER MANAGEMENT STRATEGY

Stakeholder identification and analysis are critical first steps in the development of the framework. In the context of the framework, stakeholder identification and analysis provide basic understanding of the social and institutional context in which the process will take place. A rigorous approach was applied in developing the tool for the identification and analysis of stakeholders.

In conducting a stakeholder analysis, the information generated provides information about different kinds of stakeholders, including people who will be affected, those likely to influence rural development and outcomes, those that need to be involved and any capacities that may be required to enable them to participate.

It is important to note that by involving stakeholders in the identification of other stakeholders and in analysis, and by inviting stakeholders to express their interests, stakeholder identification becomes a mechanism to incorporate new participants progressively. The process of stakeholder identification and analysis conducted within the national DRDLR and the provincial forums of KwaZulu-Natal, Gauteng and Free State consequently progressively widened the circle of participation, elicited feedback from a range of different stakeholders and achieved the aim of making it an inclusive process.

This is an important lesson emerging from this work: the participatory process enabled by using the stakeholder identification and analysis tool was as important as the actual analysis that resulted as an output. The latter was context- and time-specific and therefore required an ongoing process to ensure that the analysis was appropriate and dynamic. A stakeholder strategy should be seen as a living document, as stakeholders change continually. A good stakeholder engagement process is characterised by among others clarity of purpose, objectives and scope, inclusiveness of people and views, good process, dialogue and open discussion, quality information and constant communication and transparency.

In terms of clarity of purpose, the Chief Directorate: Cluster Coordination and Intergovernmental Relations appeared adequately prepared at all stakeholder engagements in regard to the clarity of the purpose of the workshops. An effort was made to explain the purpose and the rationale for an intergovernmental relations framework strategy. The objectives of the assignment and its scope were made clear in all meetings. This was important in that it not only helped the authority and custodians of the process to guide it, but also drew stakeholders to introduce different perspectives based on their experience with rural development in their respective sectors.

A key goal of the multi-stakeholder engagement process was to collaborate with stakeholders to develop the proposed framework based on a shared understanding of rural development. Having a robust and inclusive multi-stakeholder process enhanced the quality and credibility of the framework. The stakeholder engagement meetings were all different. Each meeting involved a different group of stakeholders, representing different sectors and holding different views on rural development. Involvement of multiple stakeholders was also expected to increase buy-in in implementing the framework.

A number of observations were made during the consultations and the process of developing the framework:


- What emerged in every one of the stakeholder engagement workshops was that different stakeholders representing diverse sectors of society held different perceptions and views about rural development and what


it should achieve. In other words, the concept of “vibrant, equitable and sustainable rural communities” is not a shared “vision” in many people’s minds. This is a crucial point for the DRDLR in that it cannot assume that there are shared perspectives about its vision and mandate, even from within its own organisation.

- It became evident that different stakeholder groups were not fully aware of the thinking of other groups, and there may be conflict related to these divergent understandings. This reflected another important observation: there are many differences of opinion within departments and between spheres as to what is meant in practice by IGR.
- Rural development cuts across every fibre of society and is supposed to be everyone’s concern. Representation at the workshops did not always adequately reflect this. In other words, in some instances important stakeholders, in particular non-state actors, were not present. Clearly stakeholder identification and mobilisation need to be comprehensive. The danger in this is that the inclusivity that is promoted in the National Development Plan is compromised.
- An important observation was the lack of private sector involvement in some sessions in the process to create vibrant, equitable and sustainable rural communities. There did not seem to be urgency on the part of the DRDLR to improve its understanding of the role of the private sector in rural development and agricultural development in particular, and to work out practical measures to engage with the private sector to support rural development more effectively. Where the private sector was present, important dialogue emerged that seemed to galvanise a range of stakeholders as different perspectives and new ideas were heard and discussed.
- The danger of not effectively engaging the private sector in promoting rural development is that government may lose investment opportunities that could potentially be brought into rural development. Another danger is that this alienation could further polarise the debates and dialogue on rural development.
- Based on government challenges to address issues of rural development, particularly in relation to land reform and support for resettled communities, several stakeholders across the spectrum discreetly expressed doubt about what the DRDLR wished to achieve.

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