ABBREVIATIONS

APM   Assistant Programme Manager
CPM   Centre Programme Manager
DDG   Deputy Director-General
DPLG   Department of Provincial and Local Government
FC   Financial Controller
FOSAD   Forum for South African Director-Generals
GCIS   Government Communication Information System
IDP   Integrated Development Planning
IDTT   Inter-Departmental Task Team
IGR   Inter-Governmental Relations
IIDP   Interim Integrated Development Planning
ISRDP   Integrated Sustainable Rural Development Programme
MTEF   Medium Term Expenditure Framework
MTSF   Medium Term Strategic Framework
NDT   Nodal Delivery Team
NFC   Nodal Financial Controller
NGO   Non-Governmental Organisation
NSF   Nodal Social Facilitator
NPCC   Nodal Project Co-ordination Committee
NPM   National Programme Manager
NPMS   National Programme Manager: Support
NSF   Nodal Social Facilitator
NTC   Nodal Technical Champion
OMM   Operation, management and maintenance
PIA   Programme Implementing Agent
PIDTT   Provincial Inter-Departmental Task Team
PIMSS   Planning and Implementation Management Support System
PMS   Programme Management Support
PMST   Programme Management Support Team
PMT   Programme Management Team
SFC   Social Facilitation Co-ordinator
TC   Technical Co-ordinator
URP   Urban Renewal Programme

1. EXECUTIVE SUMMARY

The inception of the Integrated Sustainable Rural Development Programme (ISRDP) in October 2001 marked the dawn of a new era in the rural development arena of this country. Despite its slow pace, the programme is certain to achieve the government's remarkable objectives of integrated sustainable development in the rural areas. This implementation strategy and plan is based on the understanding that the programme is going to be implemented over a period of ten (10) years covering the whole country. The implementation strategy has been developed as an interim framework to kick-start programme implementation while detailed ISRDP specific policy and procedure

strategy document is being developed. These parallel processes would interact with each other to ensure that practical versus theoretical policies and strategies are being developed.

This proposed strategy and plan is structured in such a manner that the activity is linked to the expected benefits. The approach is essential for effective facilitation and implementation of the programme. The strategy is in line with the objectives of the ISRDP. It is therefore imperative that workshops to discuss the proposed strategy be held with the nodal district municipalities, communities, traditional authorities, inter-departmental structures, parastatals and other stakeholders in order to arrive at a common understanding of the strategy. Furthermore, the roles and responsibilities of all frontline players have been clearly defined.

Other important matters addressed in this document relate to the development of a comprehensive communication and facilitation strategies. Without these important compliments there will be poor integration and co-ordination that may negatively impact on programme implementation. Furthermore, the importance of data collection and analysis for monitoring, reporting and evaluation purposes would be emphasised.

2. SITUATIONAL ANALYSIS

Since the launch of the ISRDP by the State President in July 2001, a lot of preparatory work by all stakeholders including the nodal political champions was undertaken. The subsequent establishment of the Inter-Departmental Task Team (IDTT) in September marked the beginning of a new era in rural development planning. For the first time in the history of this country, the multi-sectoral government departments, parastatals and other organisations are co-operating in an effort to address the rural development backlogs in the nodes. Through the IDTT structure, stakeholder mobilisation across all spheres of government has been initiated and is promising to bear fruit in the near future. The most exciting, yet challenging phase in this development was the identification of the nodal anchor projects early in November 2001.

2.1 Nodal anchor project identification

In line with the political consensus that visible and tangible progress is shown in respect of the ISRDP by January 2002, an extensive consultative process was embarked upon to identify anchor projects. Approximately one hundred and thirty seven (137) projects were identified and packaged by the nodal municipalities and provinces. A number of lessons and challenges that emerged out of this process include the fact that:

❑	Both the national and provincial government officials do not necessarily have the capacity and skills to engage constructively with municipalities;

❑	There is a glaring lack of information sharing both between and within national and provincial government, and this impacts negatively on inter-sphere planning;

❑	In some cases, the nodal municipalities do not have a sense of ownership over the development initiatives, and thus are unable to maximise the potential for development in the area;

❑	The government structures need to internalise the notion of inter-governmental integrated development planning (IDP);

❑	There is lack of proper environmental scoping and intelligence that can result in viable projects contributing directly towards a sustainable economic growth path in provinces;

❑	Poor co-ordination between provinces regarding the cross-boundary rural development nodal municipalities needs to be addressed, and

❑	Sustainability considerations have not received sufficient attention when identifying some of the major anchor projects.

Despite these challenges, concerted efforts need to be employed to ensure maximum benefits by rural communities identified within the development nodes. There is therefore a need for joint effort, especially by the IDTT structure to harness both their human and financial resources in order to ensure socio-economic sustainability of the anchor projects.

## 2.2	Institutional arrangements

Often, poor or inadequate institutional arrangements and community participation lead to lack of commitment and trust hence project failures. Appropriate institutional arrangements, empowerment of the local government and communities with information and skills to participate effectively in the development of their areas, effective integrated project management and monitoring system often lead to sustainable development. To date, significant progress has been made in establishing institutions for the ISRDP implementation both at political and technical levels across all three spheres of government to drive, manage and

implement the programme. In the context of this programme, the following steps, have been undertaken:

❑ An Inter-Governmental Relations (IGR) organalysis that outlines key roles and responsibilities of critical entities across all spheres of government has been prepared and distributed;

❑ A Core Group of fourteen (14) national Ministers have been assigned in pairs to act as political champions for individual provinces and rural nodes;

❑ Political and technical champions have been identified both within provinces and nodal municipalities;

❑ An IDTT structure has been established at the national level to manage and co-ordinate the programme;

❑ Provinces and nodes are at varying stages of establishing similar technical co-ordinating structures. For example, KwaZulu Natal has established an inter-departmental co-ordinating committee;

❑ Nodal Delivery Teams (NDTs) are in the process of being established in all the Nodal District Municipalities (NDMs), and

❑ In all nodes, the Planning and Implementation Management Support System (PIMSS) Centres have been established and are operational. The PIMSS are aimed at assisting municipalities in the IDP development process. In addition, the NDTs are in the process of being established in all the rural NDMs. The NDTs are aimed at the assisting municipalities in co-ordinating and managing project implementation. Currently, the IDT is playing an interim NDT role in all the nodes. As soon as the NDT teams have been appointed, the IDT's services will be re-focussed. In order to avoid conflicting interests, both the PIMSS and NDT Centre will be managed as an entity reporting to the NDMs.

1.3. Resourcing issues

For any programme of this magnitude to be successful, adequate resource allocation (both financial and human) is imperative. In early 2001, both the Department of Provincial and Local Government (DPLG) and the Independent Development Trust (IDT), the Programme Management Support Team (PMST) undertook the difficult, yet necessary and useful process to obtain

basic information from the national and provincial departments relating to their programmatic commitments to rural nodes. This process resulted in what was subsequently called a *Commitment Register*. A total amount of R1.8 billion in commitments was identified from just fewer than nineteen (19) departments.

The DPLG has been granted an amount of R2 million to augment its staffing capacity for the ISRDP and the Urban Renewal Programme (URP). Furthermore, a once-off amount of R65 million has been secured for institutional capacity building and project initiation in all rural nodes over a two-year period. The National Treasury granted both amounts. The latter also instructed all programmes receiving funds from Poverty Relieve Programme (PRP) to set aside between 20 and 30% of their budgets for projects in the nodes. In some cases, the national departments and provinces are designating individuals to focus exclusively on the ISRDP, for example, Department of Health in Mpumalanga.

The assumption and premise informing the management of both the ISRDP and URP is that funds should be channelled from various existing sources within government to the relevant nodes. The understanding underpinning this position is that ring-fenced amount of fund for rural development and urban renewal is not necessary. However, the lessons emanating from the last few months suggest that this should be reviewed urgently. Three key reasons suggest that the present approach to funding should be reassessed because:

❑ All rural nodal municipalities presently, without exception, face critical resource constraints. This is further aggravated by the fact that their development backlogs and challenges are the most challenging in the country;

❑ National and provincial departments continued to act in a silo manner making co-ordination and integration extremely difficult in the short-term, especially when it comes to resource allocation and re-directing funding towards the nodes; and

❑ The Division of Revenue Act allows little flexibility in reprioritising funds towards the nodes.

In an attempt to address some of the problems outlined above, a request was forwarded to National Treasury for additional funds from the Adjustments Budget 2001/2 for both the ISRDP and URP. This motivation for R400 million was not approved. A separate funding proposal, which seeks to address the problems to date, has

been submitted. In the short-term, this proposal is linked to the recently completed process that resulted in the identification of critical anchor projects in each of the nodes.

1.4. Gap analysis

Notwithstanding the notable achievements made by the programme to date, some major gaps have also been identified. In order for the programme to proceed to the most critical implementation phase, it is imperative for us to bridge the gaps. Seeing that integration among multi-sector departments involving all spheres of government is a relatively new concept, on its own, this is a challenge. The latter calls for an equitable understanding to ensure that we are moving at the same wavelengths. The critical gaps identified include the following:

❑ Establishment of provincial IDTTs (PIDTTs)

In almost all provinces, there are provincial inter-departmental co-ordination structures. For example, in KwaZulu-Natal, there is an Inter-Departmental Co-ordination Committee involved in rural development. In the Eastern Cape there is an Inter-Governmental Forum that meets regularly to discuss developmental issues. The same trend exists in all provinces. For example, the Kgalagadi Cross-Border node is currently establishing an IDTT comprising of both the Northern Cape and North West provinces. It is envisaged that appropriate PIDTT structures would be established in all nodes by the end of January 2001.

Furthermore, some national IDTT departments such as Health have started interacting with their provincial counterparts to conscientise them about the ISRDP and URP processes. This initiative is taken to ensure their informed participation and involvement in the nodal PIDTT activities.

❑ Nodal delivery teams

All NDMs were requested to prepare business plans in order to access the management and implementation grant. Each rural node was allocated R5 million over a two year period. The most important condition of the grant was to create and sustain institutional capacity for rural development in the form of the PIMSS-Centres, inclusive of the NDTs. The inconsistencies in the contents of the business plans indicated

limited capacity of the NDMs to provide the necessary information.

The varied understanding of the purpose of the grant contributed to the incorrect or limited information provided. Some NDMs described their needs while others provided descriptions of the node without indicating the priority needs. The nodal development objectives were too broad for the business plan time frame. In short, they failed to develop achievable objectives for the 2001/02 based on the description of the nodes and priority needs identified.

Institutional arrangements with regard to the operational management of the PIMSS and NDTs were not linked to the functions and responsibilities of the two structures. Furthermore, the NDMs did not consider the PIMSS and NDT as part of the organograms within the municipalities. According to them, the PIMSS and NDT are separate structures with own managers reporting to the municipal manager. This misconceptions have been clarified, thus municipalities are beginning to understand their relationship with the PIMSS and NDT structures.

As far as the budget is concerned, the 40:60 split also created a lot of confusion among the NDMs. This 40:60 ratio set as a condition of the grant for project initiation and capital, staff and operating and costs respectively was not understood. The confusion clearly indicates a communication breakdown on the side of the ISRDP management. To compound the matter further, the interim Nodal Delivery Support Teams (NDST) staffed by the IDT is misunderstood. There is therefore an urgent need to clarify terms of reference for the NDTs with view to effecting appointments soon.

❑ Integrated Development Planning

Central to the ISRDP is the integrated development planning. All municipalities were requested to prepare the Interim Integrated Development Plans (IIDPs) by March 2001. It was only in October that all municipalities in the country completed the IIDPs. The process of integrated development planning must guide and be a single planning process that identifies the basic needs and priorities of each of the nodes. The positive lessons learned are that some of the IIDPs are of a satisfactory quality to form the basis of a useful management tool for the new municipalities. Some IIDPs were of excellent

quality and were comprehensive enough to be considered almost complete IDPs.

Notwithstanding the above, key problems identified with the IIDP process included the fact that:

♦ Many IIDPs were consultant driven;

♦ Political leadership in the drafting process was poor;

♦ Community participation was severely lacking;

♦ National and provincial governments' support role was minimal in many instances;

♦ Priorities outlined appeared to be wish-lists in many IIDPs; and

♦ Quite a few IIDPs had projects focused on infrastructure.

The lessons of the IIDP process are important for all spheres of government. Currently, the municipalities in all nodes are preparing their substantial IDPs in terms of the Municipal Systems Act, 2000. It is therefore, of utmost importance for both the national and provincial governments to ensure that IDPs in the nodes incorporate their key programmes and initiatives. Thus far, both spheres of government are not participating as they should and this requires an urgent attention by members of the IDTT.

❑ Operational manual

There is an urgent need to develop an operational manual out of the strategy document. However, in view of the fact that nodal areas and anchor projects have been identified for implementation, the operational document will be developed simultaneously with the implementation process. The idea behind the operational manual is to clearly define the objectives, focus, targets and implementation policy and procedures. The current document will in the meantime serve as a project charter to spearhead implementation and inform the implementation policy and procedure manual. It is expected that a task team of experienced consultants will be appointed in the new year to work backstage in developing the operational manual. The current ISRDP National Programme Manager (NPM) will be intricately involved in the development

of the proposed document with a view to informing the process.

3. DELIVERABLES OVERVIEW

3.1 Programme focus

The ISRDP is a government strategy aimed at ensuring integrated rural development to the entire country. Its vision as elaborated in the strategy is to:

> "Attain socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who are equipped to contribute to growth and development."

The programme's strategic objective is to "ensure that by the year 2010 the rural areas would attain the internal capacity for integrated and sustainable development." In order to achieve this, the ISRDP proposes that government leads in the consolidation, formulation, implementation, monitoring and evaluation of well co-ordinated programmes and projects, that will ensure participation of all spheres of government and civil society (ISRDS, 1999).

While the ISRDP focuses its intervention in all nine provinces, its initial focus will be on a manageable number of nodes where processes at the local level will be carefully guided. Hence in his State of the Nation Address, the State President announced thirteen (13) rural nodes for initial intervention. It is envisaged that a roll out process will be established to create universal coverage in future.

Furthermore, within the nodes, the baskets with selected services should assist income generation for those with high potential for implementation. This should include poverty-targeted programmes in case of communities that are likely to be by-passed by new growth. The selection and targeting within programmes should therefore reflect the diversity of rural communities and contribute both to income generation and poverty reduction. The women, youth and people with disabilities will be targeted for the programme.

3.2 Budgetary implications

Through the anchor project identification process recently completed in all nodes, approximately one hundred and thirty seven (137) projects worth R3.7 billion have been identified. Of this amount, R600 million is available for projects in the nodes, thus a shortfall of R3.1 billion. An urgent need to quantify projects that could commence immediately so as to determine how much of the R3.1 billion will be spent in this financial year resulted in an amount of R164 million being required by municipalities to be spent in the next two and half months. Further funding of the programme beyond March 2002 would have to be secured from different spheres of government, parastatals, donor agencies and private sector.

3.3   Expected impact

The expected impact of the ISRDP is vibrant local economic development of the rural areas and reduction of poverty. Both the temporary and sustainable employment opportunities and empowerment during the project implementation should be derived out of the programme. It is further expected that programme integration and co-ordination among government departments will be optimised for the benefit of rural communities. The ISRDP will also have a direct impact on the institutional capacity of municipalities to adequately manage and implement projects that will kick-start rural economic development. Furthermore, it is expected that through the ISRDP, the rural economic development and socially cohesive and stable rural communities will be attained.

4.   STRATEGY, STRUCTURE AND PROCESS

Rural development is the cornerstone of poverty alleviation, thus economically stable communities. It is multi-dimensional and covers not only poverty alleviation, but also changes in rural economics. The provision of social infrastructure and social development are key to socio-economic development. It is however, worth mentioning that budgetary constraints within government, low income potential in the areas and widespread poverty among communities pose serious problems with regard to addressing the backlog on a sustainable basis. However, institutional capacity within the local government is among the serious problems that require attention if investment in social infrastructure and social development is to kick-start rural economic development. The integrated rural development strategy by government is therefore an answer to economic development.

4.1   Strategy

The principle of clustering projects into social and economic development, infrastructure and capacity building to make economic sense has been upheld in this programme. However, due to backlogs, infrastructure dominated the anchor projects identified in all nodes. Other categories of projects identified include electrification, telecommunications, multi-purpose centres, eco-tourism and productive assets. For example, the construction of a local business centre forms a cluster that is both socially and economically justifiable. It is also possible to quantify the cost and benefit of such a cluster for monitoring and evaluation purposes.

It has been observed with many projects that the road infrastructure creates access to markets and also attracts investments by the private sector. Water supply is required not only for drinking, but also agricultural purposes. While water supply and road infrastructure projects are critical for nodal development, the identification of other projects at the local levels should be informed by the need to build the local economy. The strategy is to address the socio-economic needs of the communities as well as contribute to the economic development of the areas.

It should however, be stated that there is a need for a thorough study of the targeted communities starting from the baseline information, resource scanning, economic potential and identification of economic drivers. For each node, a profile incorporating this information has been compiled and is informing the identification of socio-economic projects. The IIDPs also informed the identification of the anchor projects.
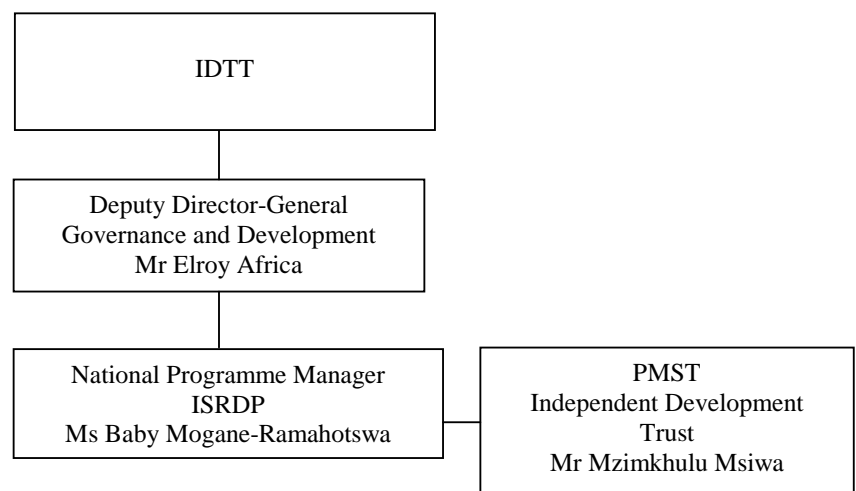
Partnerships between the non-governmental organisations (NGOs) and government will be encouraged in this programme. Depending on their capabilities, NGOs would be involved at various levels including institutional capacity building of the nodal municipalities. The importance of the IDTT at both the national and provincial levels cannot be over-emphasised. Currently, the national IDTT structure has been formalised and promoted while provinces are at different stages of establishing the IDTT structures in order to broaden participation. These structures would ensure specialist input, capacity building and training, quality assurance and standards, after-care support and sustainability in general. There is also a need for training and capacity building of communities, nodal municipalities and traditional authorities on technical and institutional issues that relate to project implementation, management and maintenance of assets. The social facilitator within the NDT would be responsible for these aspects of the programme.
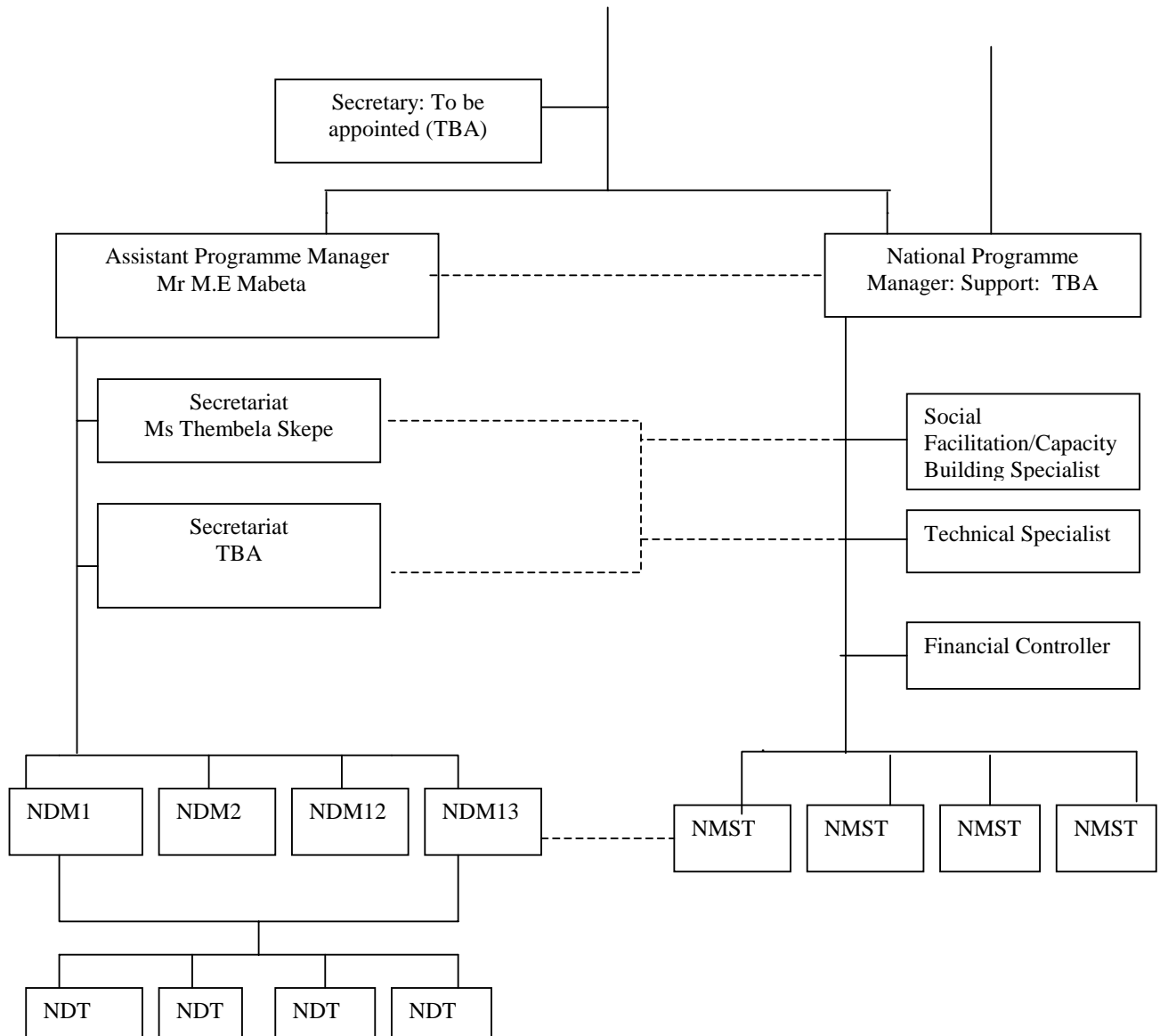
Furthermore, in order to ensure equitable understanding among all stakeholders, it is imperative that the implementation strategy and plan is workshopped in all the nodes. Not only will the workshops ensure that stakeholders move on the same wavelengths in terms of understanding the objectives of the programme, but will also ensure an almost "hassle-free" programme implementation. Definition of roles and responsibilities of all stakeholders is also critical in order to avoid diffusion of responsibility. Hence, the proposed accountability structure that follows.

2. Structure, roles and responsibilities

3.2.1. Structure

The importance of programme delivery structure that clarifies roles and responsibilities for all stakeholders cannot be over-emphasised. Hence, the proposed reporting structure as follows:
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              │   Deputy Director-General      │
              │   Governance and Development   │
              │        Mr Elroy Africa         │
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      ┌────────────────────────┴──────┐      ┌──────────────────────────┐
      │  National Programme Manager   │      │           PMST           │
      │            ISRDP             ├──────┤  Independent Development  │
      │   Ms Baby Mogane-Ramahotswa   │      │           Trust          │
      └───────────────────────────────┘      │     Mr Mzimkhulu Msiwa   │
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        │ Assistant Programme Manager         │      │        │ National Programme         │
        │ Mr M.E Mabeta                       ├- - - - - - - - - - - - - -┤ Manager: Support:  TBA     │
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KEY
1. PMST: Programme Manager Support Team
2. NDM1-13: Nodal District Municipalities
3. NDT 1-13: Nodal Delivery Team
4. NMST: Nodal Management Support Team.

Boxes in diagram:
- Secretariat — Ms Thembela Skepe
- Secretariat — TBA
- Social Facilitation/Capacity Building Specialist
- Technical Specialist
- Financial Controller
- NDM1 NDM2 NDM12 NDM13
- NMST NMST NMST NMST
- NDT NDT NDT NDT

The IDTT has been established as a technical structure made up initially of representatives of national and provincial governments. It co-ordinates and facilitates activities around the ISRDP to meet the objectives and responsibilities indicated below. The IDTT is not an executive structure and does not take any of the functional

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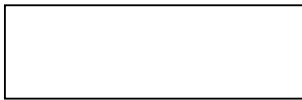
responsibilities or authorities of any of the national or provincial departments or other agencies represented on it. It is meant to facilitate, guide and perform planning and budgeting functions in support of the Medium Term Strategic Framework (MTSF) and Medium Term Expenditure Framework (MTEF). It may expand representation to other agencies relevant to the ISRDP as and when necessary.

As at September 2001, the following national departments are members of the IDTT.

DEPARTMENT	DEPARTMENT
Agriculture	Minerals and Energy
Ats, Culture, Science and Technology	National Treasury
Communications	Provincial and Local Government
Correctional Services	Public Works
Education	Safety and Security
Environmental Affairs and Tourism	Social Development
Health	Sports and Recreation South Africa
Housing	Trade and Industry
Labour	Transport
Land Affairs	Water Affairs and Forestry

The primary objective of the IDTT is to support and implement the ISRDP. Specific objectives are to:

❑ Provide the forum to co-ordinate actions which place the objectives of the ISRDP as primary business drivers and support the MTSF;

❑ Promote, co-ordinate, support and/guide inter-departmental and inter-sectoral planning, budgeting and implementation so that policies, strategies, service delivery and investments respond to local needs and opportunities (particularly rural social and economic development) as expressed annually in IDPs;

❑ Co-ordinate actions to support local governments to prepare sound IDPs and to promote the principles and practice of integrated planning generally; and

❑ Co-ordinate actions in active support of local government to achieve delivery against annual IDPs.

The IDTT will be responsible to support the MTSF through the Forum of South African Director-Generals (FOSAD) Management Committee and the FOSAD clusters at national level. It will support the co-ordination and integration of government's actions, policies, strategies and operations. The IDTT is not a decision making body in respect of policy and strategic recommendations. That authority is vested in FOSAD. It will be responsible for taking the necessary operational decisions that will provide for the service delivery and investment resources of national departments to be co-ordinated in the implementation of the ISRDP nodes.

These responsibilities will be performed in each province by the provincial IDTTs, which will be responsible to structures that correspond to FOSAD in each province. Members will ensure that reporting and recommendations carry relevant weight of content to ensure that issues of inter-sphere co-ordination and integration are carried forward to relevant decision making structures.

The roles of the IDTT in respect of the seven key actions of the ISRDP are:

Key action 1: ISRDP policy alignment and development

The IDTT will co-ordinate content of reviews and recommendations made by members and IDTT working groups. These will contain policy and strategic recommendations derived from the operational experience of the preceding cycle. The reviews and recommendations will be submitted to the FOSAD Management Committee and FOSAD clusters, where they will support FOSAD work on cross-government policy implementation. They will also be submitted to equivalent provincial structures where they exist,

Key action 2: Submission of reports

The IDTT will generate and submit cross-sector, sector and inter-sphere reports for submission to FOSAD Management Committee and FOSAD clusters to FOSAD in the development of recommendations on policy priories and programme choices for the Cabinet Lekgotla,

Key action 3: Contributions to and recommendations on integration of resources

The IDTT will develop reports, process guideline instruments and tools to conduct strategic reviews at national, provincial and local scales to identify needs and opportunities. These will be articulated in the IDPs as the core plans. It will develop operational plans to deliver national and provincial resources and create co-ordination between national and provincial spheres and with other government and non-governmental agencies. This will give effect to the ISRDP objectives and strategic decisions taken by Cabinet clusters;

Key action 4: Alignment of national government programmes

The IDTT will develop and co-ordinate reports on the alignment of government programmes to meet the objectives of the ISRDP in the nodes. The reports will be submitted to the FOSAD Management Committee and FOSAD clusters. They will report on the monitoring and evaluation of national performance, and will generate appropriate recommendations on the alignment of national policies, strategies and operations to create efficient and effective allocation of national resources to meet the ISRDP objectives;

Key action 5: National MTEF alignment review

The IDTT will submit recommendations to FOSAD Management Committee and FOSAD clusters to support the FOSAD cluster planning workshops on medium term priorities for the MTSF, and FOSAD policy reviews to support cluster-based strategic inputs to Cabinet

Key action 6: Alignment of provincial government programmes

Provincial IDTTs will perform provincial alignment functions. The IDTT may assist provinces as Members may determine and will receive reports to assist with inter-sphere integrated planning knowledge; and

Key action 7: Provincial MTEF alignment reviews

Provincial IDTTs will perform provincial alignment functions. The IDTT may assist provinces as Members may determine

and will receive reports to assist with inter-sphere integrated planning knowledge.

3.2.2.2. Deputy Director-General: Governance and Development

The Deputy Director-General (DDG) of the DPLG will convene and chair meetings of the IDTT. The DPLG will meet the direct costs of such meetings while Members will meet their own participation costs. Overall co-ordination, policy and strategic direction of the ISRDP form part of the DDG's responsibility. Furthermore, the DDG will ensure the removal of operational blockages to ensure smooth implementation of the programme, as well as provide logistical and policy support to management of the programme.

3.2.2.3. National Programme Manager (NPM)

Reporting to the DDG of Governance and Development, the NPM has an overall responsibility for co-ordination and management of programme implementation. The specific duties of the NPM are to:

❑ Manage and co-ordinate the activities of the Secretariat and the Programme Management Support Team (PMST) and provide guidance and leadership to the NDMs and NDTs;

❑ Consult various provincial and national private sector institutions on matters of interest to the programme;

❑ Monitor performance of the NDMs and NDTs against their terms of reference;

❑ Provide regular reports to the DDG on programme implementation progress;

❑ Ensure sound financial control by the NDMs through support of the NDTs and report on anomalies;

❑ Liaise with the IDTT Members to ensure their meaningful involvement and sector contribution to the nodal anchor projects and programme as a whole;

❑ Co-ordinate communication input by consultants in collaboration with the Government Communication Information System (GCIS) and DPLG communicators on project launches and handovers;

❑ Develop terms of reference for the task team to prepare an operational programme based on Integrated Sustainable Rural Development Strategy and ensure backward and forward linkages with the programme implementation team;

❑ Review and certify payment certificates of the Programme Management Team (PMT), NDMs and NDTs; and

❑ Manage the overall budget allocation and expenditure on the ISRDP.

3.2.2.4. Assistant Programme Manager (APM)

The APMs major responsibility is to assist the NPM in overall co-ordination and management of the programme. Specific duties of the NPM are to:

❑ Provide guidance, support and assistance to the NDMs with regard to their PIMSS-Centre budget that incorporates the NDTs;

❑ Prepare a detailed budget and monitor expenditure in accordance with the NDMs' business plans;

❑ Ensure adherence to the budgetary allocations of both the NDMs and PMT;

❑ Monitor contractual relationships among the IDTT, PMT, NDMs, PIMSS-Centre and the NDTs;

❑ Advice the NDMs on a need for operation, management and maintenance (OMM) in

collaboration with the sector departmental management;

❑ Review the business plans for the NDMs to ensure that all salient aspects such as incorporation of the NDTs as permanent staff of the NDMs beyond the initial two-year support has been enacted upon;

❑ Develop the intervention strategy for municipalities who may not be in a position to absorb the NDTs beyond the initial two-years' budget allocation;

❑ Assist the NPM in consolidating nodal progress reports by the NDMs;

❑ Provide monthly (need basis) progress reports to the NPM on the status of the budget to the PMT and the NDM; and

❑ Assist the Secretariat, PMT, and the NPM on any other issues relating to the programme as and when the need arises.

3.2.2.5. Secretary/Personal Assistant to the NPM

The Secretary has a specific and most important role of providing administrative and personal support to the NPM. Specific duties of the Secretary are to:

❑ Provide personal assistance to the NPM with regard to general administration of the NPM's office;

❑ Typing of all reports and other documents prepared by the NPM;

❑ Screen all telephone calls, refer programme related enquiries to the Secretariat, take messages and ensure that the NPM does attend to the messages;

❑ Develop a simple filing system in collaboration with the Secretariat to ensure that all correspondence and reports are properly filed;

❑ Make appointments for the NPM and follow-up on matters as it may be deemed necessary;

❑ Arrange travel, accommodation and subsistence of the NPM in accordance with the department's requirements;

❑ Assist the Secretariat in co-ordinating submission of reports by the NDTs and ensuring consolidation thereof by the PMT;

❑ Receive and screen letters and other correspondence for attention of the NPM; and

❑ Assist the department, PMT, Secretariat and NPM on any other issues relating to the programme as and when the need arises.

3.2.2.6. Secretariat

The Secretariat plays a vital role in ensuring well co-ordinated input and outputs of the programme by the IDTT and other stakeholders. Specific duties of the Secretariat are to:

❑ Prepare documentation for monthly programme meetings and workshops and liaise with the IDTT, departmental officials and NPM on attendance and action matters;

❑ Provide administrative support to the PMT in addition to any tasks as may be assigned by the team or NPM;

❑ Co-ordinate and set agendas for the IDTT meetings and workshops to ensure that all important aspects are included for discussions;

❑ Administer project related matters, compile project approval submissions, update project schedules and keep proper record of all nodal projects;

❑ Develop and implement a filing system compatible with the ISRDP projects;

❑ Operate and maintain an updated database of project status as reported by the NDTs for reporting to the IDTT, Ministry, and department;

❑ Prepare documentation for resolution by the IDTT meetings and notify Programme Implementing Agents (PIAs) and the NDTs of the IDTT's decisions;

❑ Package information and draft correspondence for distribution to the IDTT and various stakeholders;

❑ Co-ordinate and follow-up on submission of progress reports from the NDTs and assist management in consolidation thereof;

❑ Compile and submit monthly progress reports to the IDT on the activities and accomplishments (copy to the management team). Similarly, the management team is expected to provide the IDT with monthly written reports on the performance of the secondee Secretariat;

❑ Inform the NPM of all matters of programme and project nature that require attention; and

❑ Assist the department, PMT and NPM on any other issues relating to the programme as and when the need arises.

3.2.2.7. Nodal District Municipalities (NDMs)

The NDMs are the Programme Implementing Agents for the ISRDP, thus responsible for the overall co-ordination and integration of programme implementation at the nodal level. Specific duties of the NDMs are to:

❑ Identify appropriate projects, allocate and manage funds in accordance with the requirements of sector department's requirements;

❑ Ensure that the financial management systems for all projects are complied and attend to anomalies that may occur in this regard;

❑ Develop a monitoring and reporting system to ensure that the PIMSS-Centre and NDTs collaborate activities in support of the programme;

❑ Ensure that the NDTs in particular, do perform their duties according to their terms of reference to ensure problem-free delivery of the programme;

❑ Identify capacity building and training requirements for the NDTs with a view to eliciting support from the management team;

❑ Ensure inter-departmental co-ordination and integration in line with the ISRDP;

❑ Report on implementation progress on monthly basis to the programme management team (PMT);

❑ Elicit support of the provincial and national programme management support teams on specific issues relating to their terms of reference, that is, technical, social and financial;

❑ Ensure that the NDTs are eventually absorbed into the municipality structure for continuous professional support through budgetary allocation;

❑ Develop appropriate project sustainability plans to ensure operation, management and maintenance of projects beyond programme implementation in collaboration with the sector department;

❑ Identify institutional capacity building and training needs of the NDM with regard to the implementation of the ISRDP, elicit support from the PMT and set aside approximately five (5%) of the management budget for this purpose;

❑ Ensure effective participation and support by the IDTT Members at both the provincial and national levels with regard to their inputs to ensure integration of the programmes into the ISRDP;

❑ Encourage and engage traditional leadership in the conceptualisation of integrated development planning process to ensure provision of land for development and smooth implementation of the programme;

❑ Host the IDTT Members, political and technical champions of the ISRDP during project visits, launches and activities by the Premier, MECs, Ministers, State President and other very important people; and

❑ Assist the PMT and Secretariat on any other issues relating to the programme as and when it may be required.

3.2.2.8. Nodal Delivery Team (NDT)

In addition to the PIMSS-Centres established in all thirteen (13) rural nodes, a budget has been allocated for appointment of three (3) professionals/experts to ensure implementation of the IDPs and ISRDP. The PIMSS/NDT-Centres are based at the district municipality level with an objective of providing support to the NDMs as well as the local category "B" Municipalities. The main areas of support will be in the:

❑ Planning process of district and local municipalities;

❑ Identification of projects, their formulation and initiation;

❑ Implementation management of the plans (this includes establishment of delivery teams of expertise for each project);

❑ Identification and acquisition of funding; and

❑ Monitoring of projects and IDP implementation.

It is expected that the PIMSS/NDT-Centre will be managed jointly and be accountable to the NDM Manager. The core functions of the PIMSS/NDT-Centre will be Manager is discussed in a separate document to the NDMs. Of critical importance at this stage are the terms of reference for the NDTs who are central to the success of the ISRDP implementation. Three professionals have been dedicated to the NDT and their terms of reference are discussed next.

3.2.2.9. NDT Programme Manager/Technical Co-ordinator (TC)

The Nodal Programme Manager/TC is responsible for the overall management and co-ordination of activities, outputs, time and cost of the delivery team. Specific duties of the NDT Programme Manager are to:

❑ Assist the NDM in identifying and appointing the NDT;

❑ Co-ordinate and monitor activities of the delivery teams in project identification, appraisal and implementation;

❑ Prepare project implementation plans in consultation with the Municipal Manager, project consultants and contractors;

❑ Provide leadership to consultants on development of feasibility studies and project designs;

❑ Develop and implement project management system appropriate for the programme;

❑ Co-ordinate inputs into projects by various sector departments;

❑ Manage project implementation and submit progress reports to the NDM Manager and the NPM;

❑ Liaise with the nodal technical champion and other stakeholders on matters relating to the programme;

❑ Ensure technical quality assurance and technical standards of the projects;

❑ Organise contractual agreements between the NDM as PIA of the programme funding and the DPLG;

❑ Administer programme related matters at the nodal and project level; and

❑ Assist the Municipal Manager, PMT and Secretariat on any other issues relating to the programme as and when the need arises.

3.2.2.10. Nodal Financial Controller (NFC)

The overall responsibility for the NFC is to ensure management and control of funds allocated to the NDMs. Specific duties of the NFC are thus:

❑   Provide support to the NDMs in terms of financial planning and control;

❑   Manage project finances and provide estimates of operational and capital project costs;

❑   Establish the financial management information systems in order to ensure accurate reporting within the NDMs;

❑   Ensure timeous disbursements and transfer of funds to projects;

❑   Prepare payment schedule for projects, and consultants and PIMSS/NDT-Centres;

❑   Ensure that the programme complies with Treasury Institutions issues by the National Treasury;

❑   Provide financial management support to the ISRDP Programme Management Committee;

❑   Monitor expenditure against the budget and report anomalies to the PMT and Municipal Managers; and

❑   Assist the NDM and programme management team on any other issues relating to the programme as may be required from time to time.

3.2.2.11. Nodal Social Facilitator (NSF)

The NSF plays the most important role of co-ordinating stakeholder participation, in particular, the communities as beneficiaries of the programme specific duties of the NSF are to:

❑   Support stakeholders to participate in the IDP process;

❑ Ensure municipal participation in the budgeting process, project identification and implementation;

❑ Facilitate local stakeholders participation in project conceptualisation, planning; design, implementation and sustainability thereof;

❑ Provide support and advise to ward committees in relation to integrated programme implementation;

❑ Ensure that sector departmental social facilitators do meaningfully involve communities in their programmes and monitoring progress in this regard;

❑ Provide the NDM and PMT on matters that relate to capacity and institution building during the implementation process;

❑ Gain knowledge and understanding of social facilitation strategies by various sector departments with view to developing an integrated strategy;

❑ Advise project level social facilitators on steps to be taken in cases of social conflict that may affect the programme;

❑ Ensure meaningful involvement of the traditional leaders in the identification and implementation of the programme;

❑ Provide specific advise on social dynamics within the programme areas; and

❑ Assist the NDM and PMT on any other social issues relating to the programme as and when the need arises.

3.2.2.12. PIMSS/NDT-Centre Manager

While the three NDT professionals are specifically responsible to the ISRDP implementation, the PIMSS are responsible for integrated development planning. The PIMSS/NDT-Centre is therefore an administrative nerve to support with teams with their specific deliverables.

The Centre Manager is therefore responsible for the overall establishment of internal management systems and logistical support to the teams. Specific duties of the Centre Manager are to:

❑ Design the organisational set-up of the Centre (including job descriptions with performance targets for each staff member) in consultation with the NDM Manager;

❑ Develop and design the management and an information flow system for the Centre;

❑ Design an administrative and financial system in support of the municipality;

❑ Develop system of linkages to clients and resources/service providers;

❑ Establish and maintain external relations by designing a marketing strategy;

❑ Ensure information sharing co-ordination of activities relating to the programme by both the PIMSS and NDTs;

❑ Provide demand-driven and user-friendly services for municipalities;

❑ Create close linkages with the provincial departments in charge of local government as well as provincial and national IDTT; and

❑ Ensure linkages with other public, private, parastatals and non-governmental service providers.

3.2.2.13. Administrative support

The PIMSS/NDT-Centre will have an administrative support responsible for:

❑ Management of day to day office activities;

❑ Organising Conferences and workshops;

❑ Management of Centre Manager's diary and itinerary;

❑ Preparation and administration of correspondence with outside parties and municipalities;

❑ Management of petty cash, filing and typing and

❑ Bookings for travel and accommodation.

In conclusion, the terms of reference detailing roles and responsibilities for the PIMSS and NDT Centre, functions of PIMSS and additional staff, contractual relationships of appointees to the NDMs, salary scale and sustainability will be made available to all NDMs in the new year. It is, however envisaged that the NDTs will in future be absorbed by the NDMs and will have separate financial arrangements.

3.2.2.14. Programme Management Support Team (PMST)

The role of the PMST is to provide management support in the implementation of the ISRDP. The Independent Development Trust (IDT) has been commissioned to provide support to the programme. Amongst others, the duties and responsibilities of the team include the following:

❑ Provision of necessary support to the ISRDP to ensure that funds allocated to the anchor programme are spent during the 2001/2002 financial period ending 31 March 2002;

❑ Planning for implementation of the remaining anchor projects undertaken with view to continuing implementation beyond March 2002;

❑ Provide necessary support to NDM and programme management team in the identification of additional projects, in particular economic projects and implementation thereof;

❑ Provision of financial, technical and social services support to ensure integrated programme implementation;

❑ Management of the programme processes to ensure that there are agreed time scales;

❑ Provide the necessary support to the programme to ensure that in implementing anchor projects, sustainability issues are not being compromised but are dealt with in conjunction with the sector departments;

❑ Monitoring progress of the whole programme and institutional capacity of municipalities and report to management team;

❑ Provision of necessary support to the relevant structures of the programme to ensure that financial management and disbursements of funds is done effectively and efficiently; and

❑ Provision of necessary support to the NDMs in the evaluation and adjudication of projects.

Specific roles and responsibilities for PMST in relation to programme requirements are as follows:

➢ **National Programme Manager: Support (NPMS)**

The overall responsibility of the NPMS is to ensure co-ordination and specialist support of the IDT members to the programme. The programme management support is required at the national and nodal levels. Specific duties of the NPMS are to:

❑ Co-ordinate professional input with regard to social facilitation, capacity building, technical economic and financial support to the programme;

❑ Provide management support to the programme management team of the department with regard to the overall management of the programme;

❑ Provide specialist input and support to the updating of the ISRDP strategy document;

❑ Develop economic intervention strategy to ensure that projects identified make an economic sense and that markets are secured for all the productive projects such as tourism;

❑ Undertake baseline surveys for new nodes as and when required and undertake market surveys for economic sector projects

❑ Develop and implement appropriate system to be based in within the Secretariat's office in the DPLG and linked to the NDM offices;

❑ Provide support to the Secretariat on the utilisation and maintenance of the system;

❑ Co-ordinate and consolidate progress reports from all support team members on monthly basis. Special reports may be required from time to time;

❑ Ensure that the Nodal Management Support Teams (NMSTs) provide capacity building and support to the NDMs in accordance with their terms of reference;

❑ Manage and monitor activities of the NMSTs and ensure understanding of their new terms of reference and operate accordingly versus their current nodal delivery support team role; and

❑ Assist and support the national programme management team on any other issues relating to the programme as and when required.

➢ **Financial Controller (FC)**

The need for financial control at both the national and nodal levels cannot be over-emphasised. Financial control is critical in ensuring accountability of funds flowing from the national to the nodal levels. Specific duties of the Financial Controller are to:

❑ Provide support to programme management team on financial planning and control;

❑ Evaluate the capacity of NDMs with respect to project financial management and provide them with the necessary support;

❑ Ensure compliance of contractual agreements between the NDMs and departments;

❑ Develop project financial systems for management and monitoring purposes. Ensure that the Nodal Financial Controllers within NDTs understand the system and processes;

❑ Provide support to the programme management team in project appraisal and approval;

❑ Manage the financial management systems in order to ensure accurate reporting by Nodal Financial Controllers;

❑ Certify requisition for payment on submission of reports on disbursed amounts;

❑ Provide monthly progress reports on financial status of the programme as well a whole; and

❑ Assist the programme management team on any issue relating to programme finance as may be required from time to time.

➢ **Social Facilitation Co-ordinatator (SFC)**

Social facilitation plays the most important role in development of this nature. It is intended to bring about equitable relationships between the beneficiary communities and the intended external support agencies such as government, parastatals, private sector and NGOS. The facilitation process would ensure that not only the women, youth and disabled who have traditionally been excluded from decision-making are involved, but also that all major stakeholders interact and contribute towards the integrated sustainable development. Specific duties of the SFC are to:

- Develop and implement integrated rural development specific social facilitation and training and capacity building strategies;

- Provide support to the NPM, NDMs NMST and NDTs on matters relating capacity and institution building issues of the programme, during the implementation process;

- Monitoring social issues during programme/project implementation;

- Co-ordinate, guide and provide support to the nodal social facilitators with regard to programme facilitation;

- Advice the PMT on matters relating to community participation and empowerment in the implementation of the programme;

- Evaluate the performance of the nodal social facilitators (in conjunction with the NDMs and PIMSS-Centre Manager) with a view to address any matters that relate to capacity and institution building during the implementation process;

- Assist the NPM in negotiating partnerships and integration among IDTT Members, and Department of Labour in particular with regard to training and capacity building of all stakeholders involved in the programme;

- Identify and recommend appointment of national and provincial training institutions to develop programmes and organise accreditation of the training provided by provincial emerging trainers;

- Advise NPM and NDMs on steps to be taken in situations where there may be conflicts that may affect the programme;

- Provide guidance and support to the nodal social facilitators with regards to implementation of integrated social facilitation strategies;

❑ Assist municipalities in identifying and appointing qualified and experienced social facilitators with the right attitude towards beneficiaries;

❑ Report on progress, problems and achievements (pro-forma to be provided) on all social and institutional matters relating to the node;

❑ Ensuring that the nodal social facilitators undertake market surveys prior to implementation of economic projects in order to promote socio-economic sustainability thereof;

❑ Encourage close co-operation and team spirit among the multi-disciplinary NDT members and resolve disputes that may arise amicably;

❑ Ensure that nodal social facilitators (in conjunction with sector departmental social facilitators) do identify and assist local contractors to be involve in the programme, and that the labour intensive methods are used on all projects;

❑ Guide and support nodal social facilitators on preparation of training plans;

❑ Undertake training need assessment of nodal social facilitators and co-ordinate training workshops to ensure capacity building and this empowerment of the facilitators; and

❑ Assist the PMT with any social and related issues as may be required from time to time.

➤ **Nodal Management Support Team (NMST)**

The NMST is part of the PMST and plays the most vital role of capacity the district municipalities to implement the programme in an integrated manner. Specific duties of the NMST are to:

❑ Identify training and capacity building needs of the NDMs and liaise with the SFC with regard to further action;

- Provide support, guidance and co-ordinate institutional capacity building and training of the NDMs;

- Monitoring progress, problems and achievements of NDMs with regard to programme implementation;

- Ensure that the NDMs do involve traditional leaders in the IDP and programme implementation processes and that they manage the PIMSS/NDT-Centre team in accordance with their terms of reference;

- Compile monthly progress reports on capacity building and training of the NDMs and make recommendations to address anomalies;

- Ensure that the NDMs understand integrated rural development and are committed to implementing it in the node; and

- Assist the PMT on any other programme related capacity building issues as may be required from time to time.

3.2.2.15. Nodal Project Co-ordination Committee (NPCC)

It is imperative for each node to establish a co-ordination committee to deal with specific projects and needs. The NPCC will consist of:

- Nodal Technical Champion (NTC), Chairperson;

- Nodal Municipal Manager;

- Provincial Inter-Departmental Task Team;

- PIMSS-Centre Manager;

- Nodal Delivery Team;

- Nodal Management Support Team;

- Appropriate parastatals; and

❑ Private sector or donors.

It is expected that the NTC will provide strong leadership of the process at the nodal level. This, however, does not mean that the NTC will physically be based at the node but will co-ordinate the programme and provide unconditional support to the NDMs. Furthermore, it is imperative for the NTCs to ensure that integration between the NDMs and local municipality does take place. Clearly, a close working relationship, support and interaction between the municipalities and the NTC is imperative to ensure proper integration. This relationship will be fostered and encouraged, as it is the cornerstone of the programme. Mutual respect and commitment to achieve the objectives of the programme should therefore be the order of the day.

The NPCCs specific duties will be to:

❑ Appraise and approve projects identified through the IDP process and agree upon by the beneficiary communities and key stakeholders;

❑ Co-ordinate roles of various key players within the programme, in particular the PIDTT;

❑ Advise the District Municipal Manager on matters that relate to programme implementation;

❑ Review reports submitted by the NDT and project consultants;

❑ Attend to policy matters that relate to the implementation of the programme; and

❑ Advise the NPM and PMT on key strategic activities that related to the ISRDP, for example, communication and network creation among stakeholders.
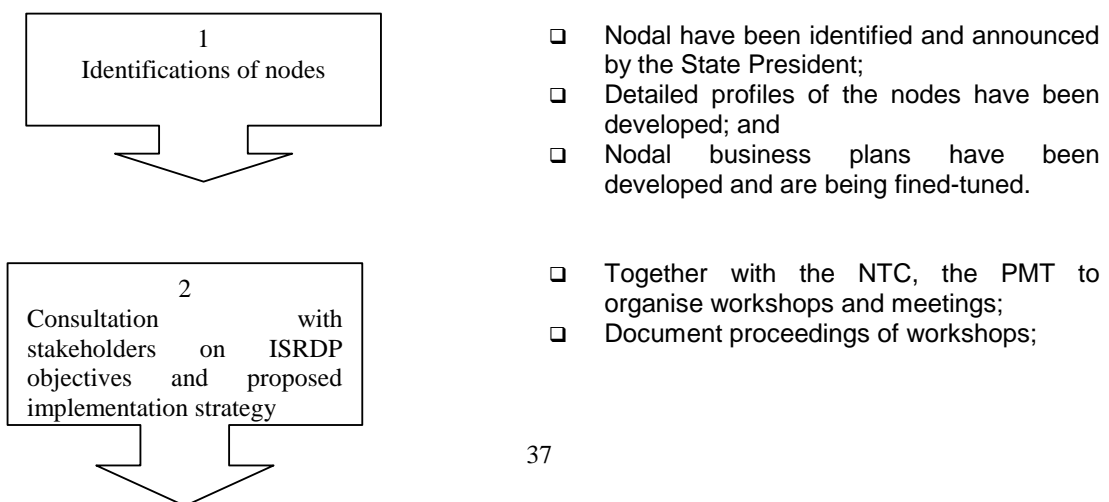
A need to recruit and appoint appropriately qualified and experienced individuals at the national, nodal and project levels to implement the programme cannot be over-emphasised. Without properly skilled and experienced programme and project managers, technical experts, financial controllers and social facilitation specialists,

even the best-formulated and well-thought out implementation strategy and plan are doomed to fail. Not only should these individuals possess the appropriate qualifications and experience, but also should also have the right attitude, compassion and commitment to development of the under-privileged communities. It is therefore important for the PMT and NTC to assist the NDMs in identifying and appointing the right people.
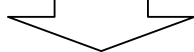
The core expertise outlined above is critical in view of the infrastructure nature of most anchor projects identified in the nodes. Other expertise such as economists, planners, environmentalists and so on will be drawn in on need basis for their specific input. To reiterate, social facilitation is vital for sustainability of the programme. It has been observed in previous development programmes that in all communities where facilitation was poor, either conflicts and tension erupted among stakeholders, project implementation delayed due to lack of understanding of the programme objectives and processes by the beneficiaries or the programme simply collapsed. Hence, it is critical to ensure that the nodal social facilitator in particular possesses the right attributes for rural development.
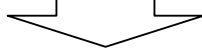
3.3. Process flow-chart

The process flow-chart indicates the proposed activities, the order in which they will/have been carried out, relationship among activities as well as benefits of each activity to the entire programme. The benefit statements next to each flow-chart activity explain how each activity contributes to the achievement of the desired outcome. It should, however, be noted that the preliminary stages of the programme has been completed. For example, the nodal anchor projects have been identified and some consultations been made.
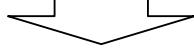
1 Identifications of nodes

- ❑ Nodal have been identified and announced by the State President;
- ❑ Detailed profiles of the nodes have been developed; and
- ❑ Nodal business plans have been developed and are being fined-tuned.

2 Consultation with stakeholders on ISRDP objectives and proposed implementation strategy

- ❑ Together with the NTC, the PMT to organise workshops and meetings;
- ❑ Document proceedings of workshops;

| | ❑ Commence assessment of NDM's capacity; and |
| | ❑ Finalise composition of the NPCC. |

|	
3 Finalise appointments of NDTs with Municipal Managers and discuss terms of reference	❑ Clarify roles, responsibilities and expectations; ❑ Recruit professionals through local media; ❑ Develop a selection criteria and agree on panel; and ❑ Appoint team.
4 Confirm budget with IDTT and prepare project business plan	❑ NDM appointment of consultants in consultation with sector department to prepare project business plans; ❑ Consultation with major stakeholders on draft business plans; ❑ Finalisation of business plans; and ❑ Agreement on monitoring and evaluation system.
5 Appraisal of nodal business plan by the NPCC	❑ Presentation of business plans to NPCC; ❑ Appraisal by NPCC ❑ Approval or rejection of business plans; and ❑ Formalise approved business plans and give municipal manager a green light to proceed.
6 Appointment of consultants to develop project designs	❑ Briefing of potential consultants on the ISRDP; ❑ Tendering for project consultants (design and implementation); ❑ Appointment of consultants by the NDMs (supported by sector department); ❑ Organise workshops for appointed consultants; ❑ Preparation of designs and plans for project; and ❑ Identify nationally and provincially accredited training institutions and prepare terms of reference.
7 Tendering of projects and appointment of contractors and sub-contractors	❑ Determination of common tender criteria and procedures between sector departments and NDM; ❑ Advertisement of tender adjudication; ❑ Appointment of contractors and sub-contractors; ❑ Train administrative assistants/labour desk officer (youth) in programme related issues and data Collection; and
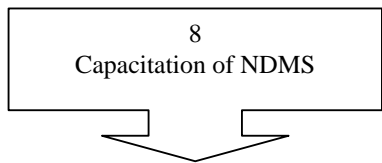
	❑ Pilot and finalise monitoring system.

8 Capacitation of NDMS	❑ Install a project monitoring system in each PIA; ❑ Establish financial procedures and tracking system; and ❑ Train NDMs/PIAs on systems through workshops.
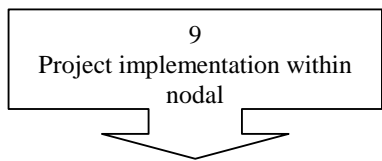
9 Project implementation within nodal	❑ Establishment of project steering committees (PSCs); ❑ Workshop PSCs on roles and responsibilities; ❑ Prepare project implementation schedules; ❑ Train communities, PSCs and NDMs on implementation and OMM needs; ❑ Implementation of projects according to schedules; and ❑ Monitor and report on progress.
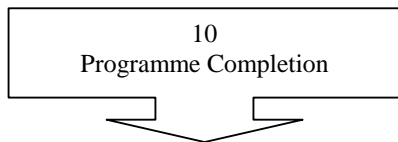
10 Programme Completion	❑ Preparation of close-out reports; ❑ Organise after-care support by sector departments; ❑ Create linkages with external institutions for further developments in the node; and ❑ Organise self-evaluation workshops and OMM arrangements.
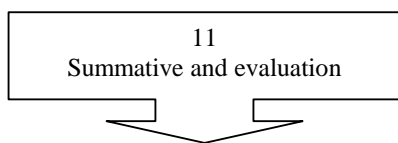
11 Summative and evaluation	❑ Workshop on the structuring of the evaluation process; ❑ Appointment of external evaluators by IDTT; ❑ Evaluation process commences and interim reports workshopped; and ❑ Finalisation of evaluation report to the IDTT and key stakeholders.

It should be mentioned however that in view of the need to fast-track commencement of anchor project implementation within this financial year, some of the steps outlined above would be done simultaneously. Furthermore, a clear operational strategy would be developed alongside implementation of the programme. As a result, there will be backward and forward information sharing by both the task teams developing an operational document with policies and procedures and the implementation team.

3.4. Project level processes

The ISRDP is about the integration of capital and co-ordination of a multitude of activities at the local level for the benefit of the rural communities. Poor co-ordination and communication among line function departments on their programmes often led to weak participation, poor data and planning, weak institutional and regulatory mechanisms, slow delivery and weak sustainability. Hence, most projects implemented were judged to be white elephants (ISRDP, 1999).

The importance of integration underpins the need for expenditures of line function departments to be incorporated into the budgetary process at the local level. It has been demonstrated during the anchor project identification workshops that the local level government structures lacked a clear understanding of the activities of line departments within their jurisdiction. The programme therefore intends to promote and support rapid and equitable rural development through integration and co-ordination of processes by various government programmes. In order to achieve this, the following processes are suggested.

3.4.1 Budgeting

Anchor projects amounting to R3.7 billion with a shortfall of R3.1 billion have been identified in all the thirteen nodes. In the view of the fact that all the national and provincial departments had already allocated their funds to projects, resource allocation and re-direction of funds towards the nodes was extremely difficult and in some cases, impossible after the launch the of programme. That is understandable for this current financial year. It is therefore imperative that in the new financial year, the departments prioritise rural nodes in terms of budget allocations based on the IDPs be developed for each node.

It is expected that the anchor project implementation in this financial year will be kick-started by committed funds from all spheres government, as well as the Presidential Discretionary funds. These budgets will be allocated to the NDM's and controlled at that level. The line function departments are expected to ensure that the municipalities, in particular, know their policies and procedures, especially the NDT's who are responsible for programme implementation. The latter would ensure smooth integration and co-ordination of the programme.

It is expected that in future, the socio-economic projects will be identified for the current nodes seeing that most anchor projects are of infrastructure nature. Identification and budget for these projects will be determined through the IDP process. The NPCC will be responsible for budgetary allocation to projects.

3.4.2 Community facilitation

Community facilitation will be carried out at the project level. Social facilitators will be responsible for community mobilisation, institutional arrangements, and provision of social data collection and collation, interpretation of data to communities, submission of reports to the nodal social facilitator for consolidation, liaison with the NDMs, NGOs and training institutions with regard to capacity building and communities using the national guidelines in this respect. Except for anchor projects already being implemented through committed funds (already have consultants appointed by sector departments), the NDM's will be responsible for the appointment of community facilitators and other project consultants. The NGO's would be considered for positions of community facilitators. The detailed terms of reference will be available to the NDMs for community facilitators and other project consultants.

3.4.3 Project identification, appraisal and approval

Identification of projects within the nodes will be carried out through the IDP process that is already underway. Business plans will be appraised and approved by the NPCC. It is expected that the NPCC will hold meetings on a monthly basis. The PIMSS/NDT-Centers will provide secretarial support.

3.4.4 Projects implementation

3.4.4.1 Technical

Technical support and monitoring will be given priority in project implementation in order to ensure quality assets and sustainability of projects. Each project should have a budgetary provision for this function.

3.4.4.2 Financial

Financial administration will be the responsibility of the NDM. The NDT will provide support through the financial controller in each node. In addition, the NMST's will provide capacity for the NDM's to administer and manage funds in line with the procedures developed.

3.4.4.3 Management Information Systems (MIS)

The MIS is critical in the monitoring and management of projects. The IDT has developed a system that is due for installation in each node as well as the Secretariat in the department. It is proposed that the unemployed youth at community level be engaged in order to ensure that data is collected for capturing into the system. The main contractors for the duration of the programme implementation will employ the data collectors/labour desk officers. They should be trained at the commencement of the programme and should continuously receive training and support from the monitoring and evaluation Information Working Group of the IDTT.

3.4.4.4 Training

Training and capacity building are most important components of development programmes. It is therefore imperative for the PMT to ensure that at least five percent (5%) of the total budget is put aside for training and capacity building. Training guideline for communities, NDM's, emerging contractors and other relevant role players in the programme is a necessity. The guideline should include strategies of creating linkages with the IDTT Members and others.

However, training for NDMs and Councillors would be facilitated through the Institutional Reform and Support branch of the DPLG. This will be done to avoid duplication of funds and training. The training needs of all role players will be assessed in advance. Training should at all times be

experiential in nature and must lead to accreditation.

3.4.4.5 Operation, management and maintenance (OMM)

OMM should be an integral part of project appraisal and approved. It is therefore important for the NDMs to be properly briefed on the OMM concept, processes and implementation. The technical support of the NDT will be held responsible for co-ordination and monitoring of the OMM process. However, because the OMM is an integrated concept it should also involve social facilitation.

Furthermore, it is imperative that an OMM strategy be developed to assist local government on sustainability of projects, in particular public assets such as water and roads. For each asset, the OMM structure at project level should be established to assist the NDMs. Training and capacity building of the OMM structure is an absolute imperative.

3.4.4.6 Project completion and closure

Projects will be monitored during the implementation process until completion. At completion, the MIS will require each project consultant to prepare a closed report that would inform the IDTT on the status of the programme, as well as the process leading to project closeout. The information will also be used for evaluation of the programme and the OMM arrangements that will be necessary during post-implementation. This stage of the programme is critical especially in the case of economic sector projects where linkages need to be created with relevant government departments for after-care and other support.

3. PROGRAMME TIME-LINES FOR ONE AND A QUARTER (1¼) YEARS.

The anchor projects are expected to be implemented over a number of years ranging between one (1) and four (4) years. However, the time-lines indicated in this document are for one and a quarter (1¼) years.

ACTIVITY	TIME IN QUARTERS (JANUARY 2002-MARCH 2003)				
4.1 Identification of nodes and anchor projects	Done				
4.2. Consultation with stakeholders					
4.3.Appointment of NDTS					
4.4. Confirm budget with IDTT					
4.5. Appraisal of nodal business plans					
4.6 Appointment of consultants for designs					
4.7. Tendering and appointment of contractors					
4.8. Capacitation of NDMC					
4.9. Implementation and monitoring					
4.10. Programme completion					
4.11. Summative and evaluation					

*Note: Time-lines for successive years will be provided during the course of the next financial year.

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4. BUDGET

A total budget to undertake the anchor projects identified amounts to R3.7 billion. Given the R600 million in committed funds from various spheres of government, there is a funding shortfall of R3.1 billion to enable project implementation. For this financial year, approximately R146 million is required to kick-start projects in the nodes. It is expected that various government departments in the new financial year will budget for the rest of the funding requirements for the programme. The estimated percentage of the amount to be budgeted is between twenty (20) and thirty (30) percent.

5. CONCLUDING REMARKS AND RECOMMENDATIONS

5.1. Concluding remarks

The ISRDP is intended to establish the best possible approach and methodology for integration and co-ordination of government programmes to benefit rural communities given the basic needs as well as economic imperatives for local economic development. It is quite clear that there is a need for integration of processes as identified by this programme if benefits are to be maximised. Because of resource constraints within government, the expected high returns on investment by the private sector and the high levels of poverty among rural communities, financial resources to fund integrated rural development have tended to be short in supply. Strategies such as targeting specific nodes and clustering projects into the four sectors have been considered in order to maximise impact.

Furthermore, the process of identifying anchor projects through the IIDPs has been the most rewarding one since inception of a democratic government in 1994. Integration and co-ordination of programmes and joint planning have reached an exciting proportion in the rural nodes. In order to sustain this momentum, there is a need for funding to implement the programme.

5.2. Policy recommendations

The following policies are recommended:

❑ Nodal District Municipalities appointed as PIAs be capacitated and empowered to administer project implementation and their OMMs;

- Provincial authorities in the form of the PIDTT and the NPCC led by the NTC be responsible for project approval, monitoring and reporting;

- Discretionary fund for the nodes be made available to kick-start the programme in this financial year and that the IDTT allocate between twenty (20%) and thirty percent (30%) of their annual budget to support this programme; and

- Proper monitoring and evaluation system be put in place in order to establish the impact of the programme on the targeted rural communities in the nodes.

REFERENCE

South African Government, 1999, *The Integrated Sustainable Rural Development Strategy.* President Thabo Mbeki, Cape Town

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