Masterplan Guide

The guide to preparing, developing and implementing a masterplan

Foreword

In 2019, President Ramaphosa put two key challenges at the centre of his vision for a revitalised South African economy and society. They were inclusive growth, with employment, particularly youth employment as an escalating priority, and effective implementation of policy. Sector masterplans emerged as pivotal to achieving this, and the programme quickly gained traction with government, business and labour actively collaborating to bring rapid results.

Currently, there are more than 20 masterplans in the pipeline or completed. More are expected to get underway in the coming year. The short experience of this programme has shown the need to bring consistency and coherence to the development of the plans, but most importantly to create the framework for a seamless transition from planning to implementation of growth and employment stimulating priorities. Most sectors with completed masterplans have grappled with the complexity and myriad of cross-cutting issues and government departments that need high-level executive attention and dedicated human resources from all three social partners.

Against this backdrop, the Masterplan Guide and Toolkit has been compiled for both the development and implementation of masterplans. This is a resource that is designed to assist and support those involved in the programme and can be applied flexibly to meet the differing and unique challenges that sectors face. The objective is to improve the outcomes and pace of delivery.

This project was initiated by the 1-aside Committee, which has broad oversight of all masterplans, with representation from the Department of Trade and Industry (DTIC), the Presidency, the Public Private Growth Initiative (PPGI) and Confederation of South African Trade Unions (Cosatu). It involved many of the masterplan stakeholders, including the business and labour participants, as well as consultants and advisers. It has accommodated their expectations, experience and expertise, as well as international practice. We hope that it will be a resource that the various parties involved in masterplans will draw on and find helpful.

Table of Contents

List of abbreviations and acronyms

APP	Annual Performance Plan
CEO	Chief Executive Officers
CSP	Customised Sector Programme
Dept(s)	Department(s)
DG	Director General
DTIC	Department of Trade, Industry and Competition
ESIEID	Economic Sectors, Investment, Employment & Infrastructure Development
EOC	Executive Oversight Committee
Govt	Government
IPAP	Industrial Policy Action Plan
M&E	Monitoring and Evaluation
MP/ MPs	Masterplan (s)
MP PMO	Masterplan Project Management Office
PMO	Project Management Office
PPGI	Public Private Growth Initiative
Reps	Representatives
RIS	Re-imagined Industrial Strategy
SETA	Sector Education and Training Authority
Steerco	Steering committee
ToR	Terms of Reference

SECTION 1: Masterplan context

1.1. Background

As the sixth administration began its work in 2019, South African industrial strategy and its implementation became the centrepiece of the national vision, coordinated by the Presidency. It emphasises co-creation, that is, a building and action-oriented partnership, between the State, organised labour, and the private sector. The Re-imagined Industrial Strategy (RIS), approved by Cabinet in 2019, sits at the centre, with the sector masterplan programme providing the practical commitment by all the partners to developing and implementing a shared vision. Growth, jobs (particularly opportunities for youth), competitiveness, technology upgrading, and transformation are the touchstones.

Masterplans are expected to articulate prioritised results and impact in a relatively short five-year period, underpinned by a pragmatic plan of action and rooted in evidence and continuous learning. The co-creation principle means masterplans have a strong social compact foundation which introduces a new way of working between partners, both in planning and implementation. This necessitates a different way of working and governance framework. This provides the rationale for this masterplan guide.

1.2 Policy, legislative and regulatory environment[1]

Formal South African industrial policy began in 2007, with the approval of the National Industrial Policy Framework. This was shortly followed by the Industrial Policy Action Plan (IPAP). The principal objective of IPAP was to encourage the development, growth and increased competitiveness of South African manufacturing. This required a focus on individual sectors as well as cross cutting issues affecting all sectors. The customised sector programme (CSP), launched in 2009, added impetus to specific sectors, such as the clothing, textiles, footwear and leather (CTFL) sector. Both the IPAP and the CSP developed several sector specific support, and cross cutting programmes. The RIS has taken this work to the next level, with its clear focus on co-creation and implementation.

---

[1] Source: Zalk, N. (n.d.). Industrial policy in a harsh climate: the case of South Africa

1.3 Masterplan principles

The masterplan programme rests on several core principles which differentiate it from other forms of planning:

- *Co-creation and co-implementation*: this takes place at the executive and senior levels of leadership, as well as at the operational coalface. It involves not only the gathering of evidence that can be shared and agreed, but the building of consensus in an ongoing and dynamic learning manner.
- *Governance structures to support decision-making and implementation:* this entails levels of representation appropriate to the decisions that need to be made and consistency of participation, to promote accountability. Participation and adherence to meeting schedules is important to ensure momentum is maintained.
- *Dedicated human resources:* this is a critical component of an effective governance structure and in securing an agreed evidential base and implementation capacity for the masterplan.
- *Prioritisation*: given the implementation imperative, there is a high requirement for prioritisation that requires top leadership decisions early on the development of MPs. This prioritisation impacts the allocation of resources and sequencing of interventions.
- *Detailed, timeous data and evidence*: these are bottom-line requirements of effective delivery and enable masterplan adjustment to changing circumstances.
- *Consistent tracking of progress*: Monitoring and evaluation needs to take place throughout, with a measure of independence. This can be provided through the governance structures, and in particular the dedicated teams, potentially with selective external evaluation within government and by the sector labour and business partners.

1.4. Key stakeholders

Most masterplans have been developed and funded by the Department of Trade, Industry and Competition (DTIC), with it being the lead department for several masterplans. Other departments have come in to lead, such as Departments of Public Enterprises (DPE), and Forestry, Fisheries and Environment (DFFE).

Once a sector begins to build a masterplan, the key decision makers from the relevant government departments, trade unions and private sector oversee the co-creation of the evidential base, the strategy and priority action plan. Typically, a service provider, or combination of providers,

is appointed who can provide the research, delivery and facilitation expertise needed to build the evidence base and action plan, as well as support the decision makers in building consensus. The three social partners contribute to the co-creation process in the following way:

1. The government initiates the masterplan planning process. Its role is to support the process, ensure a viable steerco is in place, encourage and participate in the co-creation process at a senior level and facilitate the institutionalisation of implementation mechanisms. It needs to ensure cooperation and alignment between different government and department entities to deliver the masterplan. It is also the apex overseer, responsible for monitoring performance against goals and targets;
2. Organised labour, representing the rights and responsibilities of workers in the sector concerned, participates fully in the co-creation process and determination of the industry vision and goals. It ensures the voice of workers and the impact of plans and goals on them are taken into account;
3. The Private Sector role is to participate fully at a senior and technical level in the co-creation process, and to bring the voice of the particular sector to the table. It also provides access to industry information and the necessary insight into the market realities that businesses in any given sector confront day-to-day. There is a significant role for the businesses themselves as informants of growth and employment drivers and as implementers of the priority action plans, and more broadly, for the private sector to support the masterplan implementation with skills and resources.

Several additional stakeholders play key roles, such as research and academic institutions, education and training entities, local and provincial government, community representatives, youth employment activators, state owned enterprises (SOEs) and agencies (e.g., the Industrial Development Corporation). Invariably, there are several other government departments that play a support, as opposed to lead role.

The Presidency is directly involved in the selection and oversight of the masterplans, and provides additional support to the DTIC to drive implementation. It is the ultimate arbiter of all masterplans. It receives regular report backs and intervenes when needed to unblock problems and ensure implementation is on track.

SECTION 2: Introduction to the guide and toolkit

2.1. Why a guide and toolkit?

The masterplan programme has been underway for some three years. This guide is based on a review of fifteen masterplans, of which seven were being developed, and eight close to implementation or in full implementation with institutional arrangements fully functional. The reasons for the slow progress of some masterplans include:

- The Executive Oversight Committee (EOC) are taking a long time to establish.
- A further planning phase - after signing off the masterplan - is often undertaken to formulate detailed actions, and to assign roles and responsibilities. Ideally this should be done as part of the masterplan development.
- Assigning resources (human and financial) to implement the priority actions usually only receives attention when the implementation phase starts, rather than during the masterplan development.
- A co-created masterplan takes time as parties with different perspectives and interests need to find common ground.
- It takes time to navigate the complexity of cross departmental relationships and concurrence arrangements, and to embed the different way of working required by co-creation among social partners.

The masterplan guide and toolkit aim to address these shortcomings by providing a model for masterplan development and implementation that will enhance meaningful impact in the targeted sectors. In developing this guide some key ingredients for the success of the masterplan programme were identified:

Governance and leadership
- The masterplan principals (business, government and labour leaders) should be involved upfront, in the development phase, to ensure that the Masterplan has the right strategic focus, and in the implementation phase, to ensure the priority action plan is being implemented and the planned results achieved.
- The masterplan principals should be fully committed to the outcomes and objectives of the masterplan and take ownership in executing these. An active EOC, where the Minister is takes the lead and champions the masterplan, ensures momentum is maintained.

- It is important to have robust governance arrangements, with the right people appointed to the various structures, who meet consistently and regularly and who can make the necessary decisions to achieve the planned results.

Co-creation / social compacting
- The social partners involved in the masterplan development and implementation need to pull in the same direction to develop and implement a practical plan that is aligned to the RIS objectives. Co-creation is a continuous and participatory process that requires participants to come with an open mindset and a willingness to listen to others.
- Masterplan development and implementation are easier when the relevant social partners (government, labour and industry) can be easily identified, are well organised and where trust exists amongst stakeholders. The facilitator role becomes more important when these elements are lacking and should be taken up by the service provider or other designated person with the requisite skills and authority.

Expertise and resources
- The development of the masterplan should be undertaken by an external service provider, and not be government-produced by the department responsible for its implementation. Aside from bringing sector expertise through the evidential process, the service provider brings objectivity, neutrality and intermediation expertise which are critical to the co-creation and compacting process.
- In the implementation phase, the teams responsible for oversight should also have a measure of independence that allows them to objectively track performance and raise the necessary questions.
- Without provisions for *dedicated* human resources and a budget for the priority actions, the masterplan will remain only a plan. This should be attended to during the development phase.

Prioritisation
- The underlying feature of a masterplan is implementation, and as such, prioritisation is critical - it is not possible to do everything, and hard choices and trade-offs have to be made. The masterplan, therefore, is not a sector strategy. Masterplans with well formulated priorities can move ahead quicker.

The content of the guide, as well as accompanying tools, resources, and templates, have been developed with these success factors in mind.

While the guide and toolkit are not intended to be prescriptive, the content has been designed to ensure a seamless transition from development to implementation. Given contextual differences, we acknowledge that bespoke approaches for each sector and context will emerge, but suggest that any major deviations are fully motivated, with

well-considered reasons provided and agreed by the ultimate oversight body (steerco or EOC). We expect the guide and toolkit to stimulate a culture of reflection and continuous improvement in the masterplan programme. The emphasis on continuous learning and improvement is addressed in the final phase of the guide: Monitor & Manage

2.2. What is included in the guide and toolkit? Who can use this guide?

The guide and toolkit cover the full cycle of preparing for, developing, implementing and ultimately monitoring and managing a masterplan. Due to the scope of the masterplan development phase, this phase has been subdivided into two: the situational analysis, followed by prioritisation and development of the plan. Five phases are therefore distinguished, which forms the framework for the guide. Given the importance, and cross cutting nature of the governance arrangements a dedicated section is afforded to this:

- **Governance structures in development and implementing a masterplan**: Section 3
- **Phase 1**: Preparation (Section 4)
- **Phase 2**: Development: situational analysis (Section 5)
- **Phase 3**: Development: prioritise and develop plan (Section 6)
- **Phase 4**: Implementation (Section 7)
- **Phase 5**: Monitor & manage (Section 8)

The guide and toolkit are aimed at all stakeholders and parties involved in the five phases, recognising that some stakeholders are specific to a phase, whereas others stretch across phases. The main audience of this guide and toolkit are:
- Contract managers[2]
- Service provider/ consultant, who may have some or all of the following expertise: strategy development, expertise in execution, research and facilitation[3]
- Participants in the masterplan processes, notably the three social partners (government, labour and industry). Other participants can

---

[2] Government might opt to appoint a contract manager to manage the masterplan development process. The contract manager is responsible for the following: development of ToR (in consultation with the three social partners, the advertising, bid adjudication process and contracting of the service provider). The contract manager will also oversee the deliverables

[3] Some MPs appoint service providers to develop the MPs, while in other instances research organisations (such as TIPS) are employed to develop specific deliverables (typically the research/ status quo report). A facilitator can also be brought in to specifically assist with the industry consultation phase of the MP

include representatives of communities, academia, educational institutions, and training bodies (e.g., SETAs).
- Executive and administrative leadership from government, labour and industry (Ministers/Deputy Ministers, senior management of government departments, presidents or general secretaries of the trade union, or company or industry organisation chief executive officers). It is important to note that in all such instances leadership should have a direct connection and interest in the specific masterplan sector.
- Implementation partners both within and outside of government.
- Oversight entities such as the DTIC, Presidency, COSATU and the Public Private Growth Initiative (PPGI).

The table below shows the content of the guide and accompanying toolkit at a glance. It provides per phase: the process steps/ elements, the stakeholders involved in each step as well as a full list of the templates, tools, and resources (included in the toolkit). Annexure A contains a different view of this table, showing per stakeholder their involvement over the phases and steps/ elements.

Table 1: The toolkit at a glance

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
SECTION 4: Phase 1: Preparation	Decide the masterplans	- DTIC Presidency masterplan steering committee - Presidency 1-aside committee - Lead departments, Reps from three social partners	Template 1: Steerco terms of reference (ToR) stipulating role of three social partners in MP development
	Develop Terms of Reference to appoint service provider	- Lead department/ contract manager - Reps from three social partners	Template 2: ToR to appoint service provider
	Advertise, submissions made by interested service providers	- Lead department/ contract manager - Reps from three social partners - Interested Service providers	
	Adjudicate proposals	- Lead department/ contract manager - Bid Adjudication Committee	
	Sign SLA/ contract/ appointment letter with Service provider	- Lead department/ appointed contract manager - Chair of steerco - Service provider	Template 3: Appointment letter
	Establish steerco	- Chair of steerco (typically lead department appointee or agreed individual) - Secretariat - Lead department/ contract	Template 4: Letter of appointment for steerco

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
		manager • Reps from three social partners nominated for steerco	
	Convene an inception meeting	• Lead department/contract manager • Steerco • Service provider	Template 5: Inception meeting agenda
SECTION 5: Phase 2: Development – situational analysis	Do stakeholder map	• Service provider • Steerco	
	Identify and convene task teams. Establish EOC	• Service provider • Steerco • Task team members (reps from three social partners, technical & industry experts) • EOC	
	Source information for situational analysis	• Service provider • Steerco • Task team members • Other (statistical source, academic institutions etc.)	
	Consult, collate data and prepare draft Table of contents	• Service provider • Steerco • Steerco secretariat • Task team members	Tool 1: Five Forces, PESTEL, SWOT Template 6: Table of contents for situational analysis report
	Prepare first draft, consult steerco and finalise report	• Service provider • Steerco • Steerco secretariat	

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
SECTION 6: Phase 3 Development – Prioritise & Develop plan	Compile list of outcomes stakeholders regard as most important	- Service provider - Stakeholders identified through mapping (government, labour, industry, other) - Task team members	Template 7: List of important outcomes (long list) Resource 1: Defining and describing co-creation Resource 2: Defining and achieving consensus
	Consult steerco on the list of important outcomes. Agree prioritisation criteria	- Service provider - Steerco - Steerco secretariat	Tool 2: Prioritisation matrix
	Prioritise and agree a short list	- Service provider - Steerco - Steerco secretariat - EOC (and if EOC not yet established, a special meeting of principals from the three social partners)	Tool 2: Prioritisation matrix
	Build masterplan and validate	- Service provider - Parties and stakeholders identified through mapping (govt, labour, industry, other) - Steerco - Steerco secretariat - Task teams	Template 8: MP Table of Contents Template 9: First 12-18 month priority action plan Template 10: Table of commitments* Template 11: Indicator table for objectives* (Key performance indicators) Resource 3: the logic of the MPs (and compiling the house structure)
	Approval of final draft by steerco, and sign off by EOC	- Steerco (approves) - EOC (approves & signs off) - If no EOC: lead Minister and DG, and designated principals of industry and	

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
		labour ● Steerco secretariat ● Cabinet for noting and concurrence	
SECTION 7: Phase 4: Implementation	Governance and implementation structures established	Oversight over all MPs ● DTIC Presidency masterplan steerco ● Presidency Oversight of individual MPs ● EOC ● PMOs ● Task teams ● Service provider[4] ● PMO champions	Template 12: Functions of EOC (implementation phase) Template 13: Functions: Implementation task teams Template 14: Functions: Individual MP PMO Template 15: EOC terms of reference (ToR) stipulating role of 3 social partners
	Funding secured for MP implementation and oversight	● Task team members ● PMO champions ● Service provider ● Individual MP PMO (if established)	
	Detailed action plan: for 18 months onwards	● PMO ● EOC ● Task team members ● Service provider	
	Accountability mechanisms instituted	● Presidency ● EOC Ministers and DGs ● Officials from lead and support depts ● Reps from three social partners serving on EOC and	Tool 3: four-tiered assessment framework

---

[4]Ideally appointed for development phase and transition to implementation; alternatively, may be a different service provider appointed to assist with implementation only

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
		task teams • ESIEID	
SECTION 8: Phase 5: Monitor & Manage	MP oversight structures	• Presidency • 1-aside committee • DTIC Presidency masterplan steerco	
	Performance and progress reporting	• EOC • Individual MP PMOs • Implementation task teams • Service provider[5] • DTIC Presidency masterplan steerco • 1-aside committee • ESIEID • Presidency	Template 16: Progress report*
	Monitoring plan and systems	• Implementation Task teams • Service provider • M&E Units • Presidency • DTIC • Individual MP PMO • EOC	Template 17: Monitoring plan*
	Learning platform	• DTIC Steerco • Individual MP PMO • Task teams (development and implementation phases) • Other MP stakeholders	

---

[5] ideally appointed for development phase and transition to implementation; alternatively, may be a different service provider appointed to assist with implementation only

	Steps/ elements	Stakeholder involvement	Accompanying tools & resources
		● Experts	
	External (objective) review of MP progress	● Individual MP PMO ● EOC ● 1-aside committee	
	Review the MP	● Individual MP PMO ● EOC ● External evaluator	

2.3. How to use this guide and toolkit?

The guide and toolkit should be read together. The *guide* contains the detailed description of each phase, whereas the *toolkit* includes all support documents, i.e., templates, tools and other resources as it relates to the five phases. In terms of templates, the toolkit provides a static view of the template, which allows for these documents to be copied and completed as instructed. A *dashboard* is also being developed which will include some of the toolkit templates, which will make them dynamic, with provision for updating. Those templates in the dashboard tool will be indicated via an asterisk (*). The dashboard will also allow the service provider, and ultimately the MP PMO in the implementation phase to keep track of process issues - i.e., show progress in completing the steps in this guide using a Gantt chart view.

The content of the guide is organised in the following way:

- **Section 3** describes the masterplan governance structures. This is dealt with upfront as the governance structures are cross-cutting and referenced throughout.
- **Sections 4, 5 and 6 (Preparation, Development: situational analysis *and* prioritise & develop plan phases)**
  - Each section starts with an introductory narrative on what is included in the phase.
  - A high-level process map visually shows the steps, timeline and person responsible.
  - A detailed narrative is provided for each step, explaining further points to consider when executing that step.
  - A text box shows for each step the timeline, lead person responsible, support people responsible and the accompanying tools, templates and resources (as contained in the toolkit).
  - Supporting content in the form of useful tips, case studies and troubleshooting examples.
- **Section 7 and 8 (Implementation and Monitor & Manage phases)**
  Same as above except there is not a process map, and the content is not presented in a step format but rather the key considerations involved.

Icons are used throughout the guide. Table 2 provides an explanation of the icons.

Table 2: Icons used in the toolkit

Icon	Element the icon represents	Description
⏰	Time/ Duration	The suggested time a specific step or activity should take
👤	Lead organisation	The lead entity or organisation responsible for executing a particular step or action
👥	Support organisations	The support organisations involved in a particular step or action
🛠	Tool, template or resource	This icon is used to cover the three components of the toolkit (tool, template and resource)
💬	Case studies	A detailed description of a noteworthy scenario or situation experienced by masterplan developers / implementers and how it was dealt with
💡	Useful tips	A useful piece of information
🔍	Troubleshooting example	Examples of challenges that could be experienced during this phase and how to resolve this. "If this happens… then possible ways to approach it would be."

SECTION 3

Governance structures in developing and implementing a masterplan

---

The masterplans require a different way of working, underpinned by a strong co-creation and collaboration ethos. The result-based focus of the masterplans requires regular oversight by the governance structures as well as a dedicated project management team.

Well-functioning governance structures will ensure accountability is strengthened, momentum is maintained, identification and resolution of problems is done timeously, implementation improves, and plan adjustments can be made when necessary.

The guide distinguishes between governance structures for the development and implementation of masterplans, and between structures for individual masterplans and the overall masterplan programme.

3.1. Structures involved in development and implementation of an individual masterplan

In order to ensure a seamless transition from development to implementation, the guide proposes some overlap in governance structures. Figure 1 demonstrates the links between the various governance structures involved in developing and implementing a masterplan.

Figure 1: structures involved in developing and implementing a masterplan

Development phase structures: Individual masterplans   *Implementation phase* structures: Individual masterplans

Executive Oversight Committee
Provides oversight of:
i) Development of masterplan, specifically prioritisation and signing off final plan
ii) Implementation of masterplan, focusing on resolving blockages to delivery

Chair: Lead Minister/Deputy-Minister
Participants: Captains of industry, senior gvt officials, labour

Steerco
Oversight over the development of masterplan
(review and approve all deliverables)

Chair: typically DG or DDG of lead dept
Participants: relevant senior gvt officials, labour &
industry reps

Service provider

Masterplan PMO function

Collate data/ updates and
prepares reports, updates
dashboard, fulfill secretariat
funtion

Task teams and/or industry reference groups
Develop specific aspects of the masterplan

Chair: as nominated by members
Participants: Reps from 3 social partners & experts

Steerco & task group members
taken into working groups

Working groups
Implementation of particular areas of the MP

Chair: Dependent on MP
Participants: Relevant senior gvt officials,
labour & industry reps

Provides updates, incl data

The functions and relationships between the various structures are indicated via the connecting lines.

The left side of figure 1 covers the development phase: the steerco (also referred to as industry reference group) is established as soon as a service provider has been appointed, as this structure provides oversight over the development of the masterplan[6]. The establishment and composition of the EOC and development task teams is discussed at the inception meeting with all three social partners and the service provider making inputs. The secretariat function for the masterplan is typically fulfilled by the lead government department. The service provider engages with all three structures during the development phase: facilitating meetings/ workshops to obtain input, collating the information, drafting the deliverables, and ultimately developing the draft masterplan. It is suggested that steerco meetings be scheduled well in advance to ensure momentum is maintained.

The table below summarises the role/ purpose of the three structures involved in the development of the masterplan:

Table 3: Purpose, composition, and meeting frequency of masterplan development structures

	Steerco	EOC	Development task teams
Purpose	Oversees the development of the masterplan – notably, review and sign off deliverables; and facilitating negotiations and agreement of commitments of the partners.	Leadership oversight and decisions at critical points in the development of the MP	Smaller subject groupings that focus on content of the MP
Composition	Maximum fifteen people. Representatives may	Maximum eight to ten, chaired by the lead/deputy	Technical, stakeholder and sector experts

---

[6] For new masterplans, this structure should be called a steering committee

	Steerco	EOC	Development task teams
	include company senior managers and/or business associations, DDG's and Chief Directors in government, and labour representatives, designated by federations and/or trade unions.	Minister. Principals from three partners government DGs, trade union general secretaries and business CEOs).	
Meeting frequency	When deliverables are due and as required (e.g., for workshops) and at regular set intervals	Twice during development phase: decide priorities and sign off draft MP	When required

Moving to the right side of figure 1: once <u>implementation</u> gets underway, the role of EOC changes to providing oversight over the implementation of the masterplan, as well as resolving delivery blockages. The steerco and development task teams will cease to exist, but the members of these groups will probably serve on the implementation task teams (also referred to as working groups/ work streams/ focus groups). The draft masterplan document will include the implementation task teams (aligned to the pillar focus areas) and recommended chairs for these task teams.

A dedicated project management function is proposed for implementation, with different models suggested:

- Option 1: Establish an internally resourced PMO function consisting of government, industry and labour to enhance the oversight function and ensure all parties have a voice when progress reports are prepared. External funding may be required to ensure appropriate representation. The PMO could function virtually, i.e., no formal structure is established, with PMO appointees working together on the basis of an implementation /collaboration agreement.

- Option 2: Appoint an external provider to fulfil the project management function, which offers the benefit of independent oversight. The guide is not prescriptive about the model but suggests that the context of each masterplan be considered in deciding the most appropriate model.

The size of the PMO depends on the scale of the masterplan. It is important that the PMO function is not an add-on to someone's already full work schedule and that appointees be at the right level of seniority with the right capabilities. Key capabilities of PMO staff include: a "can do" attitude, delivery and task oriented, problem solving and critical thinking abilities.

The guide recommends that the draft masterplan include a section on the establishment of the PMO, as well as the preferred PMO model. The steerco should designate one or two of its members to champion the establishment of the PMO. If a masterplan has already been signed off without this provision, the EOC can appoint PMO champion (s) to support the establishment of the PMO.

The guide suggests that the service provider support continues into implementation and that the ToR is therefore expanded to include this as a deliverable. The service provider could provide implementation support until such time as the PMO office is established, as well as capacitate the PMO with project management and delivery skills should this be required. The masterplan PMO prepares reports on MP progress for the EOC and other oversight structures (next section).

The table below summarises the role/ purpose of the three structures involved in the implementation of the masterplan, as well as the support role played by the service provider:

Table 4: Purpose, composition and meeting frequency of implementation structures

	EOC	Implementation task teams	MP PMO	Service provider
Purpose	Oversight over implementation of the MP focusing on resolving blockages to delivery. It provides a committee of principals for the industry.	Implementation of particular focus areas of the MP	Support the implementation and monitoring of MP	Initially supports implementation e.g., building out priority plans, assisting with data systems, preparing reports, developing detailed budgets
Composition	Chaired by the lead Minister/ deputy	Representatives from labour,	Selected representatives from labour,	Not applicable

	Minister. Principals from three partners (government DGs, business / industry CEOs and trade union general secretaries)	industry, govt, technical experts	industry, govt (not all full time, virtual) OR External provider	
Meeting frequency	At least once a quarter	At least once a quarter – a month before EOC	Not applicable	Not applicable

The toolkit contains templates that expand on the functions of the three implementation structures:

Templates:

Template 12: Functions of EOC (implementation phase)

Template 13: Functions: Implementation task teams

Template 14: Functions: Individual MP PMO

Template 15: EOC ToR

3.2. Overarching governance structures

Two oversight structures are in place to provide high level oversight of all masterplans and to unblock challenges. These are:

- **DTIC Presidency masterplan Steering Committee** (chaired by DTIC DG): this steerco brings together all those involved in the masterplan programme on a quarterly basis to provide progress updates and to discuss blockages. The participants include departments, state entities, business, labour, and service providers.
- The **1-aside committee**: this structure consists of high-level staff from The Presidency, PPGI, DTIC and labour. It convenes monthly and addresses all aspects related to masterplans, with a specific focus on unblocking challenges.

Discussions are underway to enhance the oversight structures. The proposed structures will enhance accountability and ensure the leadership of the masterplan (all 3 social partners) are appraised of progress and directly involved in the resolution of blockages. The new structures also provide an avenue for resolving cross cutting blockages more effectively.

With the governance structures covered in detail, the remainder of the guide references these governance structures where appropriate, focusing on the required time frames to establish new structures as well as the entity/ person responsible for putting the structures in place.

SECTION 4

Phase 1: Preparing for a masterplan

Putting the preparation on a sound footing is particularly important in the light of the principle of co-creation that underpins the masterplan programme. The collaboration between the three social partners distinguishes the preparation phase from the usual project initiation and procurement within the public sector.

The preparation encompasses four elements: Terms of Reference (ToR) development, procurement of the service provider (SP) to manage the development of the masterplan, appointment of the steering committee (steerco) to oversee the process, and the inception meeting to map out the way forward. The guide looks at these from the perspective of introducing business and labour into the process, together with potentially having multiple government departments and agencies actively involved. This adds complexity and therefore the high need from the start for clarity on the process. The key outputs of this phase is a jointly developed ToR, a contract agreement with the successful service provider, and the inception meeting presentation and minutes.

4.1. Process map

The process map for the preparation phase is shown in Figure 3.

Figure 3: Process map for phase 1

Step 1: Dept/ stakeholders agrees a sector/sub sector is critical for MP to be developed
- Responsible: masterplan initiator
- Time: no timeline (ad hoc as MPs are being considered)

Step 2: Develop ToR to appoint service provider
- Responsible: lead dept/ contract manager
- Time: 2- 4 weeks

Step 3: Advertise, submissions made by interested service providers
- Responsible: lead dept/ contract manager
- Time: 2 -4 weeks

Step 4: Adjudication of proposals
- Responsible: lead dept/ contract manager
- Time: 2-3 weeks

Step 5: Sign SLA/ contract/ appointment letter with service provider
- Responsible: lead dept/ contract manager
- Time: 2 - 4 weeks

Step 6: Establish Steerco
- Responsible: Chair of steerco/ secretariat
- Time: 1 week (for appointment letters to be signed by chair)

Step 7: Commence project by holding inception meeting
- Responsible: lead dept/ contract manager and service provider
- Time: 3 weeks after contract is signed

List of templates linked to phase 1
- ToR to appoint service provider
- Steerco ToR
- Appointment letter for service provider
- Letter of appointment for steerco members
- Inception meeting agenda

Time for Phase 1: 12 – 19 weeks (excl step 1)

4.2. Unpacking the process map: steps, timelines and people involved

Step 1: Department/stakeholder decides a sector/sub-sector is critical and motivates for a masterplan to be developed:
- The department/stakeholder engages with the 3 partners (government, business, labour).
- The partners then present the motivation and rationale for a masterplan to the 1-aside committee for noting.
- The partners also present to the DTIC Presidency masterplan steering committee, who will note the request (this is not a pre-requisite and can happen after commencement depending on timing).
- The project funding is agreed and includes a budget for the SP and steerco secretariat.
- The steerco ToR is agreed, clearly stipulating roles and responsibilities of the industry, labour and government.

🕐	**Timeline:**	Ad hoc, therefore no timeline suggested for masterplan selection
👤	**Person responsible:**	Lead department/initiating parties
👥	**Other stakeholders:**	1-aside, the Presidency, DTIC, Reps from three partners
⚒	**Template:**	Template 1: Steerco ToR that specifies the role of the three partners in masterplan development

> **Troubleshooting: What if your labour partner is not easily identifiable?**
>
> Consult with the labour representative on the 1-aside as the points person for labour for masterplans. He will direct you to the appropriate union. If there is no obvious labour partner, consider

Step 2: Develop Terms of Reference (ToR) to appoint the SP
- Agree who is responsible for procurement and contracting, ideally an independent contract manager. If an independent contract manager is not utilised, the lead department will have to fulfil the role set out for the contract manager in the subsequent steps.

- The contract manager is responsible for coordinating all three partners and ensuring a ToR with which the partners agree.
- The service provider is contracted for the masterplan development, and for the transition to implementation while the governance and implementing structures are being put in place.
- The contract manager facilitates the discussion between the three social parties on:
  - The chair and members of the Bid Adjudication Committee (BAC)
  - The chair/s of the steerco
  - Secretariat of steerco

⏰	**Timeline:**	2- 4 weeks
👤	**Person responsible:**	Lead department/ Contract manager responsible for procurement and contracting
👥	**Other stakeholders:**	Reps from three social partners
🛠	**Template:**	Template 2: ToR to appoint service provider

🔍 **Troubleshooting: What to do if the Minister of another leading principal deviates from the signed off ToR and SLA by changing or adding deliverables?**

The leading principals are unlikely to be aware of the details of the ToR/ SLA, and therefore may deviate. The EOC (or masterplan steerco) needs to raise this with the principal in question and resolve the

Step 3: **Advertise, submissions made by interested service providers**
- Lead department/ contract manager advertises the ToR.
- The social partners also distribute the TOR within their networks.

⏰	**Timeline:**	4 weeks
👤	**Person responsible:**	Lead department/ Contract manager
👥	**Other stakeholders:**	Reps from social partners which includes labour and business representatives from the 1-aside and sector

Step 4: Adjudication of the proposals
- Standard processes of adjudication followed.

⏰	**Timeline:**	2-3 weeks
👤	**Person responsible:**	Lead department/ Contract manager
👥	**Other stakeholders:**	Bid adjudication committee which includes labour and business representatives from the 1-aside and sector

Step 5: Sign SLA/contract/appointment letter with preferred service provider
- Lead department/ Contract manager takes the lead, following standard processes of contracting and appointment.
- The chair of the steerco is kept informed of progress

⏰	**Timeline:**	2 - 4 weeks
👤	**Person responsible:**	Lead department/ Contract manager
👥	**Other stakeholders:**	Chair of steerco, service provider
🛠	**Template:**	Template 3: Appointment letter

Step 6: Establish steerco
- Once the SLA/ contract/ appointment letter has been signed by the service provider, the lead department establishes the steerco

💡 **Useful tips**

1.Schedule all steerco meetings in advance to align with deliverables so everyone can be accommodated - you need a quorum at each steerco meeting. Scheduled meetings should be adhered to and representation should be consistent.
2.Build good working relationships from the beginning with the steerco chair and members and use personal engagement to sort out issues.

⏰	**Timeline:**	1 week (appointment letters/emails signed by chair of steerco)
👤	**Person responsible:**	Chair of steerco/ secretariat
👥	**Other stakeholders:**	Lead department/contract manager, representatives from three partners and others nominated for steerco
🛠	**Tools & templates:**	Template 1: Steerco ToR Template 4: Steerco appointment letter

Step 7: Commence project by holding the inception meeting

- The chair of the steerco, together with the lead department/ contract manager, convenes the inception meeting
- The meeting is used to:
  - Agree steerco mandate and representation (including co-chairs of steerco).
  - Steerco input on EOC representation and agree steerco chair to support the lead minister in establishing the EOC.
  - Confirm expectations of the steerco members
  - Summary overview of approach and methodology (including co-creation and what is meant by this)
  - Agree detailed work plan and deliverables, presented by the SP.
  - Motivation for the masterplan, with a high-level sector background.
  - Preliminary discussion on scope of the masterplan e.g., which elements of the value chain, key areas of focus.
  - Suggestions on stakeholders / experts to include in the process of consultation, potential task teams.
  - Agreement on literature and reports to be sourced, and non-disclosure agreements (NDA) if required.
  - Agree the deadlines for the circulation of the inception report draft and comments from steerco members.
- The steerco provides inputs / comments within 1 week, after which a final version of the report is produced and signed off

⏰	**Timeline:**	Inception meeting hosted within 3 weeks after contract signed

	Person responsible:	Lead department/ Contract manager. Service provider prepares inception report and a presentation for inception meeting
	Other stakeholders:	Steerco, service provider
	Tools & templates:	Template 5: Inception meeting agenda

SECTION 5

Phase 2: Developing a masterplan: situational analysis

The masterplan development stage starts with a situational analysis, which must be time efficient, and where possible use existing information - as up to date as possible- should be used. The objective is to have an evidence base that the key parties can agree to and that is relevant to the current environment. The trick here is not to go too deep or too shallow: too deep and we lose sight of what is needed, too shallow and we do not get agreement. It is also important to take major events into consideration - for example, did COVID-19 change or just interrupt existing trends? The main output of this phase is an approved situational analysis that can be used to inform the most suitable implementation plan to promote growth and employment.

5.1. Process map

The process map for the development phase (situational analysis) is shown in Figure 4.

Figure 4: Process map for phase 2

Step 1: Do stakeholder map

Responsible: service provider

Time: 1 week after inception meeting

Step 3: Source information for situational analysis

Responsible: service provider

Time: 2 weeks (in parallel to step 2 and continuing into step 4)

Step 5: Prepare first draft, consult steerco and finalise report. EOC established

Responsible: service provider

Time: 4 weeks with the understanding that drafting of report could already start in step 4.
Note: ideally step 3-5 should not exceed 12 weeks

Step 2: Identify and convene task teams. Start establishing EOC

Responsible: service provider

Time: within 2 weeks of inception meeting

Step 4: Undertake consultation, collate data and prepare draft table of contents

Responsible: service provider

Time: 8 - 12 weeks but depending on sector structure, sector context (size) and availability of data)

Time for Phase 2: 15 - 19 weeks (with many steps happening in parallel)

List of tools & templates linked to phase 2

- Template: Table of contents for situational analysis

- Tool: Five forces, PESTEL, SWOT and value chain

5.2. Unpacking the process map: steps, timelines and people involved

Step 1: Do a stakeholder map

Stakeholder mapping is done for two purposes: to source information for input into situational analysis and for consultation/ co-creation purposes

Useful tip
In the stakeholder mapping process: Pay special attention to government departments not on steerco but who are relevant to the masterplan processes

- **For sourcing information:** The steerco will build the stakeholder list, using its own knowledge of the industry, steerco members and experts. Given that the masterplans largely rely on existing information, ensuring the correct stakeholders is particularly important. More may be added as the work progresses. Care should be taken to include those with industrial policy, economic and employment (inclusive youth hiring and demand-led skilling) sector expertise.

- For consultation/ co-creation: stakeholder mapping tools are used to identify relevant stakeholders to be consulted. For masterplans, where co-creation is a cornerstone, the right level of authority and representation are critical. To support the process throughout, it is important at this stage to identify a "guiding coalition" or critical "influencers" who may not necessarily be part of the formal structures, but whose influence can add to the success of the masterplans.

Useful tip
A guiding coalition is a small group of people in key positions in the industry who share an understanding of the goal and how to achieve it - and such a coalition can add to the

Timeline: One week after inception meeting

Person responsible: Service provider

Other stakeholders: Steerco

Step 2: **Identify and convene development task teams. Start establishing EOC**

Useful tips:
Schedule all steerco meetings in advance to align with deliverables so everyone can be accommodated – you need a quorum at each steerco meeting.

- Inputs from the steerco as well as the stakeholder mapping will be used to identify task team structure and composition of the development task teams. Task teams consist of technical and industry experts and are established soon after the inception meeting.
- Task teams are used to provide day-to-day input on behalf of their principals on the steerco, and/or their industry. They provide access to information and insights, as well as technical expertise.
- Work will also start on establishing the composition of the EOC

Timeline: Within two weeks of inception meeting

Person responsible: Service provider

Other stakeholders: Steerco, EOC and task team members (reps from three social partners, technical and industry experts)

Case study
South African Renewable Energy masterplan (SAREM) added a town hall to their governance structure. This was an open group to enable broader stakeholder input on pertinent issues.

Step 3: Source information for situational analysis
- Prepare a list of all information and statistical data required, identify what is available, and engage with steerco and task team members to provide missing documentation where possible. Ensure that economic and employment data is available, and that there is consideration of demand led skills needs as well as youth employability considerations.
- For remaining gaps: develop strategy for addressing gaps e.g., interviews, proxy measures, new sources, etc.

🕐	**Timeline:**	Approximately 2 weeks, with this happening in parallel to step 2 and continuing into step 4
👤	**Person responsible:**	Service provider
👥	**Other stakeholders:**	Steerco, task teams, other (statistical sources and academic institutions etc.)

Step 4: Undertake consultation, collate data and prepare draft table of contents

- Undertake all consultation as per gap analysis, including one-on-one, workings groups, and formal meetings
- Collate the data using various analytical tools (see toolkit)
- Service provider to adjust table of contents for situational analysis report (if required) and circulate to steerco for input

🕐	**Timeline:**	8 - 12 weeks but dependent on information available, its sector structure, sector context (size of sectors and sub sectors) and availability of information
👤	**Person responsible:**	Service provider
👥	**Other stakeholders:**	Steerco, task teams, steerco secretariat
🛠	**Tools & Templates:**	Tool 1: Five Forces, PESTEL, SWOT, value chain Template 6: Table of contents for situational analysis report

Step 5: Prepare first draft, consult steerco and finalise situational analysis. EOC established

- Draft situational analysis report and circulate to steerco in advance of the meeting. Provide sufficient time for review (8 working days)
- Obtain steerco input, incorporate input and circulate final draft to steerco for approval

⏰	**Timeline**	4 weeks, with understanding that drafting of report can start in step 4 already. Ideally total time for steps 3-5: 12 weeks
👤	**Person responsible:**	Service provider
👥	**Other stakeholders:**	Steerco, steerco secretariat

SECTION 6

Phase 3: Developing a masterplan: prioritise & develop the plan

6.1. The "Prioritise & develop the plan" phase at a glance

From the situational analysis, a range of potential interventions and programmes will emerge. Almost invariably, it will be a long list that will need to be pared back - critical for effective implementation. This will require prioritisation, which all partners need to participate in to ensure the right priorities are identified, with the necessary buy-in. Following consultations, the steerco should approve the first cut of the priorities. However, prioritisation is a difficult process. Interested parties often find it difficult to let go of interventions / programmes that are of particular importance to them. The final decision on the short list of priorities should be made by the principals - at the first EOC meeting, if it is established; otherwise, a specially convened meeting of the top decision-makers.

Once the priorities are decided, the masterplan drafting can proceed. A series of consultations with the steerco follows whereby the draft masterplan is validated, finalised and ultimately submitted for approval.

The outputs of this phase are i) a long list of important outcomes/ projects, ii) a prioritised list of outcomes/ projects, iii) a stakeholder engagement report and iv) the draft(s) and final draft of the masterplan.

The process map in figure 5 describes the development phase (plan & prioritise) in more detail:

Figure 5: Process map for prioritise and develop plan

Step 1: Compile list of outcomes/ projects stakeholders regard as most important

Responsible: service provider

Time: 3 weeks after approval of situational analysis report

Step 3: Prioritise and agree a short list

Responsible: service provider

Time: steerco workshop within 1 week of producing long list. Executive/ EOC meeting soon thereafter. Total process: 4 weeks

Step 5: Approval of final draft (steerco) and sign off (EOC)

Responsible: chair of steerco

Time: Up to 4 weeks (excl. Submission to cabinet for noting)

Step 2: Consult steerco on list of important outcomes/ projects. Agree prioritisation principles

Responsible: service provider

Time: within 2 weeks of producing list of important outcomes/ projects

Step 4: Build masterplan and validate

Responsible: service provider

Time: 4-7 weeks after developing priority list

Time for Phase 3: 20 weeks (excl cabinet)

List of tools, resources & templates linked to phase 3

Templates:
- List of important outcomes/ projects – long list
- Masterplan Table of contents
- First 12-18 month priority action plan
- Table of commitments
- Indicator table for objectives

Tool
- Prioritisation matrix

Resources
- Defining and describing co-creation
- Defining and achieving consensus
- The logic of the masterplan

6.2. Unpacking the process map in more detail

Step 1: Compile a list of outcomes/ projects the stakeholders regard as most important

- The situational analysis report will include the objectives of the sector masterplan. These will, where possible, be SMART (specific, measurable, achievable, realistic and time-bound).
- Using the RIS goals as the basis, the service provider will do the initial identification of outcomes/projects that are critical to address to ensure achievement of objectives
- Stakeholders will be consulted to ensure this list reflects the outcomes/ projects most important to them. Note: this is an important step in co-creation (see resource on co-creation).
- Targeted stakeholder engagement will utilise appropriate methods (e.g., workshops, one-on-one meetings).
- The stakeholder mapping from the previous phase will determine who is engaged.

	Timeline:	3 weeks after approval of situational analysis report
	Person responsible:	Service provider
	Other stakeholders:	Task team members and other stakeholders as identified through stakeholder mapping
	Tools & Templates:	Resource 1: Defining and describing co-creation Resource 2: Defining consensus and methods for achieving consensus Template 7: List of important outcomes/ projects (long list)

Step 2: Consult steerco on list of important outcomes/ projects. Agree prioritisation principles

- The list of important outcomes/ projects to be agreed by the steerco and adjusted where necessary.
- The list can either be consulted via round robin (email), or in a workshop or facilitated format.

- Agree the prioritisation principles / criteria which will be used to trim down the list.
- First level of prioritisation to be done according to:
  - *Impact* the outcome/ project will have on the RIS goals (will it move the dial?)
  - *Ease of implementation* (which covers human capacity, budget, and institutional complexity)
- The steerco might want to introduce additional prioritisation criteria, such as:
  - Catalytic: start something that triggers something more
  - Quick wins: helps build momentum and support
  - Scalability: impact may start small but needs to be scalable

Case study

In the Forestry MP, Google forms were utilised to gain feedback on the list of important interventions/ programmes from a broader audience. The MP commenced just as the COVID-19 lockdown started. Innovative ways had to be found to engage stakeholders, many of whom were in outlying / rural areas. Following the situational analysis, a first draft of focus areas and related interventions/ programmes were developed. This was transferred into a Google form and circulated to a broad network of stakeholders for their input.

The form was designed for ease of completion - could be done in under

Timeline:	Within 2 weeks of producing the list of important outcomes, although this may be more complex and require more time depending on the specific masterplan.	
Person responsible:	Service provider	
Other stakeholders:	Steerco, steerco secretariat	
Tools & Templates:	Tool 2: Prioritisation matrix	

Step 3: Prioritise and agree a short list

- The steerco will do the "first cut", utilising the prioritisation matrix. Ideally, this should be done in a workshop format, with

the group populating the matrix and
ranking the options.

- Once the priority list (determined by
  virtue of the impact and ease of
  implementation) is agreed, consideration
  then needs to be given to when these
  outcomes/projects should be activated. The
  suggested time frames are:
    ○ First 12-18 months
    ○ 18-36 months
    ○ Remainder 36 to 60 months
- After the steerco has agreed on a short list of priority outcomes/
  projects, the principals of labour/ industry and government need
  to endorse or further adjust the priorities based on the evidence
  reflected in the situational analysis. If an EOC is not yet
  established, a special meeting of executive decision-makers will
  need to be convened.
- Always give sufficient time to the steering committee / EOC
  /principals to consider the identified priorities, prior to meeting
  and deciding on the list (5 days at least).

🔍 **Troubleshooting: What to do if participants kick back on
prioritisation?**
Response: It can be challenging to prioritise, and experience shows
that strategic priorities need to be decided by executive decision-
makers. Lower-level officials / employees will tend to promote their
specific areas of interest and generally, are not able to look at the
bigger picture and determine what is most important across many

	⏰ **Timeline:**	Steerco workshop: ideally within 1 week of circulating the long list. With input from EOC/ principals total process: 4 weeks
	👤 **Person responsible:**	Service provider
	👥 **Other stakeholders:**	Steerco, steerco secretariat and EOC /special meeting of principals
	🛠 **Tools & Templates:**	Tool 2: Prioritisation matrix

Step 4: Build masterplan and validate

- Stakeholder consultation continues during this step
- As consultations conclude, the service provider prepares a
  consultation report and convenes a steerco meeting to review the

consultation report. This is an important step to ensure the steerco is satisfied with the extent of consultation undertaken throughout the masterplan process.

- The service provider writes the masterplan (see table of content template) which includes the first 12-18 month priority action plan, along with a commitment table and key performance indicators (that measures the objectives) (see templates)

- Overarching commitments are made by the key social partners that align with the objectives of the masterplan. This may involve workshops and one-on-one interaction, and potentially some negotiation between the partners.
- To ensure a seamless transition to implementation the draft masterplan must address the PMO function. It should include the selected mode and the champion(s) that will oversee the establishment of the PMO. If a masterplan has already been signed off without this provision, the EOC can appoint the PMO champion (s) to support the establishment of the office.
- Validation of the masterplan can be done with stakeholders engaged earlier in the process to playback the content of the masterplan – *after* the steerco has reviewed the first draft. Provision should be made for at least two engagements with the steerco to produce a final draft.

Troubleshooting

How / when should community, suppliers, customers and other stakeholder engagement take place?
This should be approached on a case-by-case basis depending on the nature of the sector. In the development phase: the stakeholder mapping should indicate who to engage. In the Forestry MP, for example, communities were a key stakeholder as they played a direct role in achieving some of the critical outcomes. Mechanisms were therefore found to identify and engage communities in the consultation process. However, in some cases, stakeholders, like customers, suppliers and communities, may only need to be engaged during the implementation phase, when the action plan identifies who precisely needs to be engaged.

How do you navigate a sector with many small players? (This can include labour, industry or single owner businesses)
When planning with a sector that includes many small role players, the service provider should identify and map these stakeholders (using, for example, a stakeholder mapping tool). This should ideally be done early in the development phase. Once these stakeholders have been identified, special effort is made to identify representative parties and engage and include these stakeholders through the process. This could be done by setting up a "town hall" style structure, where the stakeholders are invited to participate.

45

What to do if consensus is not achieved?
*F*irst ensure this is not due to a shortfall in stakeholder consultation.
If this is the problem, revisit stakeholder mapping and engage further

⏰	**Timeline:**	4-6 weeks
👤	**Person responsible:**	Service provider
👥	**Other stakeholders:**	Steerco, steerco secretariat, task teams, other stakeholders identified through mapping
🛠️	**Tools & Templates:**	Template 8: Masterplan Table of content Template 9: First 12-18 month priority action plan Template 10: Table of commitments (aligned to RIS goals) [7]* Template 11: Indicator table for objectives (key performance indicators) * Resource 3: The logic of the masterplans (and alignment to the house structure)

Step 5: Approval of draft masterplan by steerco, and sign off by EOC/ principals

- Once all consultation has been completed, the steerco approves the final draft masterplan.
- Following approval/ adoption of the masterplan, formal sign off follows. The sign off process can follow two pathways: if the EOC is already established, then EOC will sign off. If EOC is not yet established, a meeting to be convened with the principals from government, industry and labour so sign off can be done. If the Minister does not serve on the EOC, the principal designated by the Minister will sign.
- The figure below demonstrates the proposed sign off process. The chair of the steering committee is responsible for ensuring the masterplan is signed off

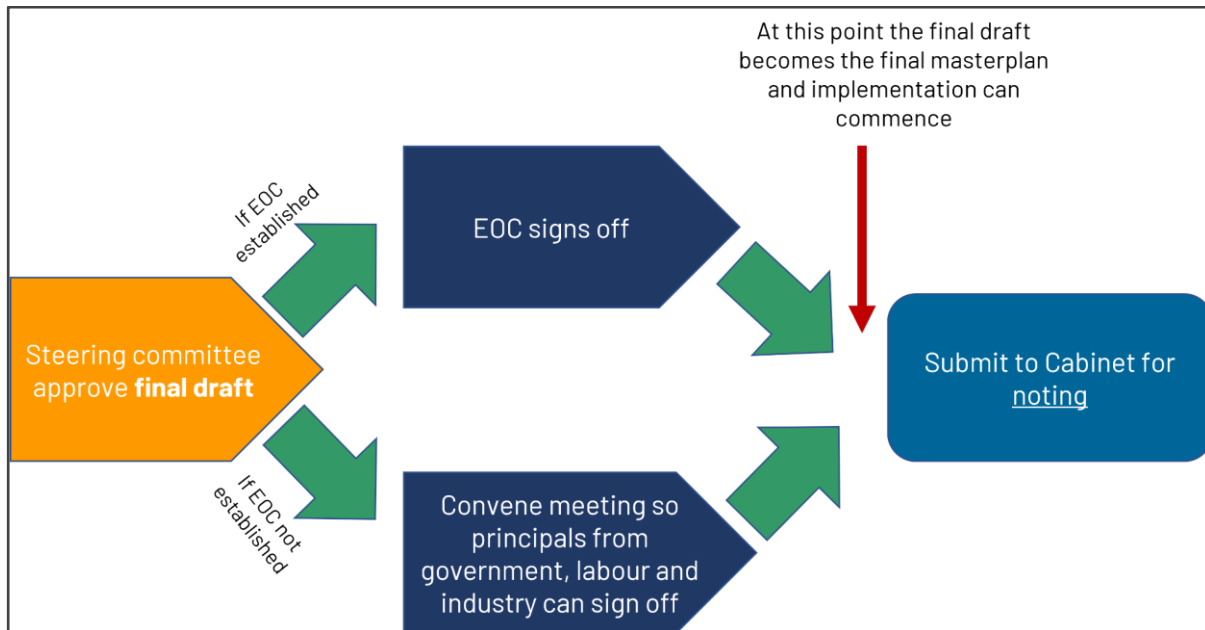> 💡 **Useful tip**
> There are many points of delays in the process (e.g., scheduling meetings / workshops, non-responsiveness of steerco members and reaching consensus). For the service provider, this presents risks over which they may have little to no control. Quick resolution needs to be

---

[7] *These templates will be available in the dashboard to track progress once implementation gets underway

Figure 6: Masterplan sign off process

At this point the final draft becomes the final masterplan and implementation can commence

Steering committee approve **final draft**

If EOC established

EOC signs off

If EOC not established

Convene meeting so principals from government, labour and industry can sign off

Submit to Cabinet for noting

🕐	**Timeline**	Up to 4 weeks (excluding submission to Cabinet for noting)
👤	**Person responsible:**	Chair of steerco
👥	**Other stakeholders:**	Steerco, steerco secretariat, EOC or if no EO principals of government, labour and indust Cabinet office and Cabinet

🔍 **Troubleshooting:**
What to do if one of the principals (e.g., DG of the lead department or lead Minister) doesn't agree with the content of the MP?
The principal concerned needs to engage with the other principals to resolve - either via the EOC, if already established or a special meeting of principals.

What if MP sign-off is delayed?
The steering committee chair is responsible for ensuring MP sign-off. Therefore, concerns by participants need to be raised with the chair

SECTION 7

Phase 4: Implementing a masterplan

Implementation should start as quickly as possible after the masterplan is signed off. Implementation is dependent on the necessary governance and implementation structures being established, and funding, human capacity and accountability mechanisms put in place.

Figure 7 provides a high level of where the development phase stops, and the implementation phase commences. The graphic shows how the elements of governance and implementation structures, budget, accountability mechanisms and planning are taken forward during implementation, with suggestions made around timeframes and people responsible. This section expands on these elements with a focus on funding, human resources and accountability mechanisms given that the implementation structures were covered in detail in section 3.1.

The outputs of this phase are i) refined first 12-to-18-month priority action plan, ii) detailed budgets for human resources and masterplan priorities, iii) detailed priority action plans for the medium and long terms, iv) DG and Minister performance agreements that reflect masterplan indicators and v) departmental Annual Performance Plans (APPs) that include masterplan indicators.

Figure 7: Ensuring a seamless transition between development and implementation

YEAR 1 OF IMPLEMENTATION: ensuring a seamless transition between phases

Development phase

Implementation phase: first 12- 18 months

6 weeks after sign off

3 months after sign off

6 months after sign off

If possible next FY

Signed masterplan which includes...

Implementation task team detail
1. Composition and chairs of implementation task teams

EOC (if not already established)
1. Composition (incl nominations from industry & labour)

PMO Office
1. Chosen model
2. Champions to oversee establishment of PMO
3. Immediate actions for champions

Action plan:
1. Table with detailed priority actions for next 12 to 18 months across all pillars

Action plan (budget)
1. Table indicating which of 12-18 month priorities need budget

Task teams meet for first time, then every quarter:
First meeting: Refine ToR, set schedule for year and move on priorities that don't need budget. Also start work on budgets for first 12-18 month priorities

Existing secretariat to schedule task team & EOC meetings until PMO established

Actions not requiring budget can commence directly after first work group meeting

Quarterly EOC meetings commence
Refine ToR, agree as a principle the inclusion of MP indicators into Minister &DG agreements. Updates on progress from task teams & PMO

Within 3-6 months: PMO established

Responsible: champion(s)

Accountability mechanisms instituted
Minister and DG performance agreements include MP indicators

Departmental APPs (where possible) include MP indicators

6 months into implementation: start working on action plan for 18-36 months
Responsible: PMO

Within 6 months: detailed budgets developed for priorities with budget need

Responsible: work group chairs

Key:

↻ Recurring activity

7.1. Governance and implementation structures

Functional governance and implementation structures are critical to success. They ensure progress is tracked, and problems/ blockages are identified and resolved timeously. Overall, they inject accountability, momentum and urgency.

As discussed in section 3.1, three governance structures are established during the implementation phase:

Useful tip

It is suggested that the person/ unit acting as secretariat during the development phase fulfil the secretariat function until the PMO office/ implementation capacity

- An EOC that has the ultimate oversight and responsibility for the successful implementation of the masterplan.
- Implementation task teams that execute programmes and interventions of the strategic pillars.
- PMO that manage the oversight, planning and secretarial functions of the masterplan

To recap: the EOC should ideally be established during the development phase already and industry, labour and government must provide nominations. The task team composition should be included in the draft masterplan as well as the chair. A yearly calendar should be developed for all governance structures and terms of references developed that specify the mandate of these structures. The desired PMO model must be reflected in the draft masterplan document, as well as the champion/s appointed to drive the establishment of the unit. The service provider could lend implementation support until such time as the PMO is established.

The **Sugar masterplan** recognised the need for dedicated project management capacity early in the process. Different options were pursued, one being to use industry funding to pay for a seconded person to fulfill the project management function. Unfortunately, regulatory constraints blocked this option. It was back to the drawing board. The South African Sugar Association provided the funding for a dedicated project manager, responsible for the implementation of the association's contributions to the MP. This is one example of a virtual PMO, in that no formal structure was established.

The **Automotive sector** is the trailblazer of masterplan implementation. Key success factors identified:
 i. Leadership (from all partners) is fully committed and involved.
 ii. All partners' interests are accommodated.
 iii. The EOC is fully functional: consistency of attendance and full Ministerial support. Meetings take place Quarterly and more frequently if need be.
 iv. All partners are active in task team meetings, tracking progress and problem solving.

What to do if the secretariat is not functioning optimally?
First determine the exact problem, e.g., minutes not being distributed within 3 working days; or meetings not being scheduled timeously with clear agendas. Then address the specific problem directly and quickly.

What can a task team or EOC member do to attend meetings consistently?
The PMO can monitor the implementation of the association's contribution and attendance. Any consistent non-attendance should be brought to the attention of the EOC chair or task team chair (whichever is relevant) to raise with the relevant individual. The principle of addressing problems in good time is critical to effective delivery.

What to do if the current PMO office does not have the time or capacity to perform its responsibilities
Any concern about the PMO's efficiency, consistency with the champion/person overall, should always be identified (for example: is it a lack of capacity, or too heavy workload that is hindering the functioning of the PMO?). If the champion cannot resolve the issue, then it should be taken to the chair of the EOC for discussion. Capacity constraints could be dealt with through a training

🕐	**Timeline:**	As per figure 7
👤	**Person responsible:**	Convening EOC & implementation task teams: MP PMO, or SP assisting with implementation support Establishing PMO: PMO champion/s, appointed by steerco/ alternatively EOC
👥	**Other stakeholders:**	EOC and implementation task team members
🛠	**Tools & Templates:**	Template 12: Functions: EOC Template 13: Functions: implementation task teams Template: 14: Functions: MP PMO Template 15: EOC ToR

7.2. Secure funding for the masterplan implementation and project management oversight

Most masterplans will require a budget to implement the action plan. But most completed masterplans do not address budget requirements. The PMO

may also introduce additional budget demands, particularly if there is an external or new appointment.

- **Funding for the first 12-18 month action plan to be addressed immediately**
  - Detailed budgets to be developed on the basis of the first 12-18 month action plan, which ideally, is done in the masterplan development phase - although it is likely to be further refined by the implementation task teams in the implementation phase.
  - Implementation task teams to finalise budgets and present, as soon as possible, to the EOC for approval.

  - Funding to be secured (taking into consideration government planning and funding cycles)

- **Determine budget requirements for the PMO office**

  - The PMO champion/s develop a plan and budget for the PMO to present to the first or second meeting of the EOC in the implementation stage.

> **Troubleshooting: What to do if the budget can't be found for the first 12–18-month priorities?**
>
> The issue must immediately be escalated to the EOC and the DTIC

🕐	**Timeline:**	After draft masterplan sign of by steering committee, within 6 months of implementation started
👤	**Person responsible:**	Task team chairs (implementation budget) and PMO champions (PMO budget)
👥	**Other stakeholders:**	EOC and implementation task team members

7.3. Develop the detailed action plan for 18 months onwards

A six-month period is likely to kickstart the implementation of the 12-18 month action plan, and to ensure the institutional structures are functional. After that, the planning for the next 18-36 month period should get underway. From the government perspective, it is particularly important to fit into its budget and APP cycles. The next phase action plan must be taken to EOC for approval.

Some considerations for this period:

- Additional capacity may be required to develop the action plan for the next phase
- The results of the early implementation may require that aspects of the masterplan be revisited / adjusted.

Timeline: To start 6 months after implementation

Person responsible: MP PMO

Other stakeholders: Task team members, EOC, Service provider

7.4. Institute accountability mechanisms

All partners responsible for implementation must be held accountable for progress. Different accountability mechanisms - some more formal than others - apply to the different partners, and these are distinguished below:

Useful tip
Ideally the indicators for the Minister and DGs should be outcomes based, but can also be process oriented i.e. attending EOC

- **Include key masterplan indicators in Minister and DG performance agreements**

  ○ The indicators suitable for inclusion into Minister and DG performance agreements should be identified and discussed with the relevant official
  ○ Support departments should also be covered as far as possible

- **Include masterplan programmes and indicators in Annual Performance plans (APPs)**

  ○ The indicators suitable for inclusion into APP should be identified. The 12 to 18 month plan should be used as the basis as output indicators will be identified during the planning stage already
  ○ The narrative of the APP can be used to describe progress on outcomes, as outcomes are often a collaborative effort and therefore not the responsibility of a single entity or department

Useful tip
APP indicators should be carefully considered: probably feasible to include output indicators where the department has direct responsibility. Outcomes, and updates on outcomes could be

- **Updates to Economic DG Cluster meeting (ESIEID) on the masterplan initiative**

  - With the chair of ESIEID being part of the 1-aside committee more efficient resolution of blockages can be done. High level progress reports, drawing on the masterplan dashboard tool can also be prepared for ESIEID so DGs are kept abreast of masterplan progress. A central reporting facility will be put in place to support the aggregate reporting requirements
  - The DG cluster meeting will support accountability in two ways: firstly, it will ensure the right department take control of cross cutting blockages and secondly, by providing frequent updates any poor performance will be put under the spotlight

- **For labour and industry two accountability mechanisms are proposed:**
  - Labour and industry to provide progress updates using a four-tiered assessment framework (covered in more detail in the next section). A consistent red rating should galvanise action
  - In addition, labour and industry representatives to directly present progress updates to the EOC

⏰	**Timeline:**	DG and Minister performance agreements to be adjusted in time for new FY (pending timelines)
👤	**Person responsible:**	DG & Minister Performance Agreement: For DGs: relevant Departmental Minister; Minister Performance Agreement: Presidency ESIEID reporting: chair of ESIEID and central reporting facility (to be established)
👥	**Other stakeholders:**	DG & Minister Performance Agreement EOC Ministers and DGs (for Performance agreements), Officials from lead and support departments, Labour and industry representatives serving on EOC and implementation task teams, the Presidency ESIEID reporting ESIEID members
🛠	**Tools & Templates:**	Template 16: Progress report Tool 3: Four-tiered assessment framework

SECTION 8

Phase 5: Monitor & manage a masterplan

Once the plans are developed, the pivotal requirement of the masterplan programme is impactful results in as short a time as possible, with an uncompromising focus on getting things done. This raises the question as to what the most appropriate monitoring mechanisms would be to support this. This guide suggests that monitoring and evaluation of the masterplans needs to be approached differently. In brief, the M&E tools should be used selectively and in ways that enhance implementation - and recognise the resource constraints faced by most, if not all masterplans.

The management of the masterplan is largely covered in Section 3, with a summary below. The main focus is on monitoring and reporting mechanisms. These are streamlined to accommodate the delivery imperative and resource constraints. A learning platform is also addressed.

The outputs of this phase are i) a finalised and approved monitoring plan, ii) progress reports for the various structures at the stipulated frequency, iii) minutes and documentation of the learning forums.

8.1 Managing the masterplans: oversight structures

Section 3 of this guide covers the masterplan oversight structures in detail and therefore only a brief overview is provided here.

At the individual masterplan level, a distinction is made between the development and implementation phase. During the development phase three governance structures are proposed: the steerco, the EOC and the development task teams. Once the masterplan moves into implementation a PMO must be established to support implementation and assist with the monitoring function. Implementation Task Teams may be established to support Implementation. The steerco and development task teams are disbanded but with the expectation that many of these participants will form part of the implementation task teams. The EOC also continues but with a change in purpose which is to provide oversight over the implementation of the masterplan and to play an active unblocking role.

At the oversight level two structures are in place: the 1-aside committee and the DTIC Presidency Masterplan steering committee.

8.2. Performance and progress tracking report updates

Various mechanisms and tools are used to track performance, both in results / impact and implementation. Dashboards (drawn from various forms of data and evidence), tracking progress of actions and deep-dive reviews provide important monitoring tools. However, the progress needs to be tracked consistently and timeously analysed. Further, update reports need to provide a succinct and clear view of progress, with successes, problems and necessary decisions identified. A central reporting facility In government will be established to support the development of aggregate masterplan reports.

Table 5 covers both the individual masterplan and oversight reporting. A summary is provided of the report content, the frequency of preparing the report and the unit/committee responsible.

The information that will be available from the dashboard has been indicated in orange font, bearing in mind this reflects the status as at the time of compiling this guide. The dashboard and how It Is monitored will evolve as the monitoring system gets more fully developed.

The masterplan PMO will fulfil an important function in synthesising the information available from the dashboard by providing high level summary comments and indicating persistent blockages or unresolved issues. The implementation task teams will directly draw reports from the dashboard. The central reporting will prepare aggregate reports for ESIEID, escalating persistent challenges or blockages and also showing a high level update on masterplan development and implementation.

Table 5: summary of masterplan reports

Report for:	Content	How often?	Report produced by
ESIEID	- Update on stage of MP development/ implementation progress - For MPs in implementation: report progress on KPIs, commitment statements - Persistent challenges or blockages for resolution - Overarching comments/ decisions needed - Feedback on items resolved	Quarterly	Central reporting facility

Report for:	Content	How often?	Report produced by
1-aside committee	• Update on stage of MP development/ implementation progress • For MPs in implementation: report progress on KPIs, commitment statements • Challenges or blockages for resolution • Overarching comments/ decisions needed • Feedback on items resolved	Monthly	MP PMO
DTIC Presidency masterplan steerco	• Update on stage of MP development/ implementation • If in implementation: report progress on KPIs, commitment statements • If in implementation: High level update on 12-18 month priority actions per task, focusing on red and amber red actions (kanban view) • Decisions/ support needed	Quarterly	MP PMO
EOC	• Progress on KPIs, commitment statements • Per task team, progress on first 12-18 month priorities, and later priorities for subsequent years • Challenges or blockages for resolution • Key decisions needed	Quarterly / as per meeting frequency	MP PMO
Task team reports	Task teams will draw dashboard reports showing: • Progress on first 12-18 month priorities, and later priorities for subsequent years • Challenges or blockages for escalation to EOC • Progress on KPIs, commitment statements	Quarterly / as per meeting frequency	Masterplan PMO

8.3. Monitoring plan and systems

Monitoring involves collecting, analysing and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors,

in a way that supports effective management on a continuous basis[8]. Monitoring is typically undertaken by project staff.

Capacity for monitoring is often lacking, and hence the guide proposes that the monitoring plan is developed in phases. Further, a streamlined approach, focused on what is critical to support implementation, should underpin the monitoring plan and systems. Achieving this in practice is invariably under-estimated.   Figure 8 shows the phased in approach to monitoring: prioritising the monitoring plan for the first 12 to 18 month, followed by the monitoring plan for months 18 and beyond later on. Once the PMO is established, they will oversee the monitoring plan, including putting systems in place to ensure data is obtained, collated, and safely stored:

---

[8] Source: DPME, Generic roles and organisational design considerations for M&E Components

Figure 8: Phased approach to monitoring added to year 1 implementation
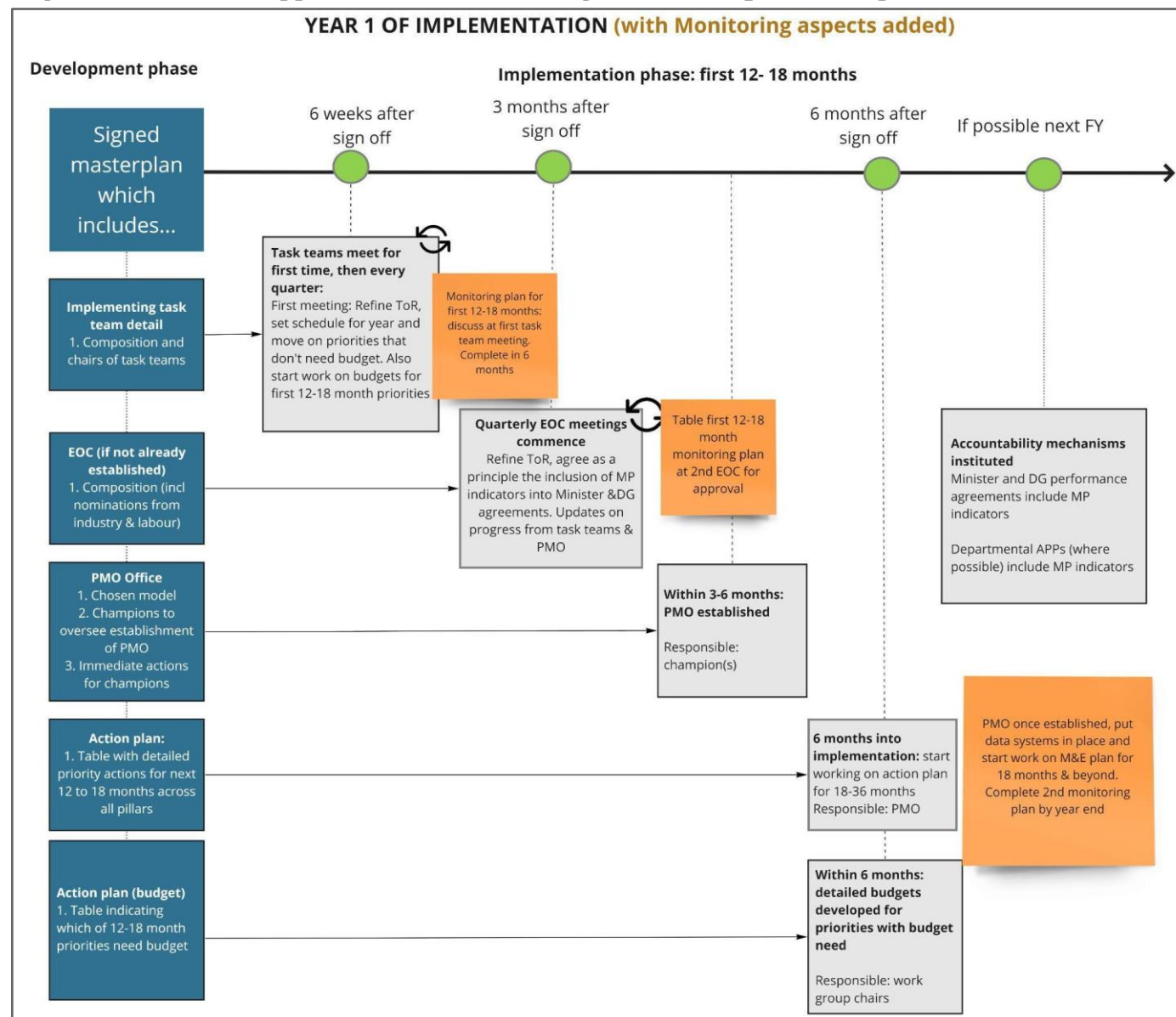
The phased approach to the monitoring is elaborated on below:

- o **Development phase**: develop indicators and targets to track the masterplan objectives (the KPIs);

- o **Implementation phase**: once implementation gets underway develop a monitoring plan for the outcome and output indicators to track delivery of priorities for the first 12 to 18 months.

- ● **Two criteria to decide on indicators**:
- o Strategic importance of outcomes: some will be more important to track than others. This decision should be guided by task team members.
- o Data availability: assess each prioritised indicator against the availability of data. If not already available, what will it take to collect the data, and are the resources available to support new data collection?

- ● **Systems and processes to obtain/ collect the required data**
  - o Data collection systems to be established: decisions on whether data can be stored in EXCEL or more sophisticated platforms are needed.
  - o Responsibilities: who is responsible for collection, at what frequency and in what format.
  - o Safekeeping of data: its location, protection of confidentiality (NDAs) and privacy (POPIA requirements).

- ● **Granular data to allow for disaggregation of information**

  - o Problem solving invariably requires detailed data at the lowest level possible to identify source/s of problems - e.g., ward or district level rather than local government or provincial.

- ● **Data commitment and resources**

  - o Data collection requires firm organisational commitment over the period of the masterplan. The PMO collates and capture the data for the purpose of reporting, but responsible departments, businesses and others need to collect data and

make it available.
- ○ There will invariably be data demands that require budget and expertise. These need to be identified and approved by the masterplan EOCs.

⏰	**Timeline:**	• Monitoring plan for first 12-18 months: discuss at first task team meeting and complete in 6 months. Table at 2nd EOC • Monitoring plan for 18 years and beyond: by end of year 1 of implementation
👤	**Person responsible:**	• Development of first 12- 18 month M&E plan: task teams with support from service provider or M&E units (where MP PMO not in place) • Development of M&E plan beyond 18 months: task teams with masterplan PMO • Data collection: designated people as per monitoring plan
👥	**Other stakeholders:**	EOC members
🛠	**Tools & Templates**	Template 17: Monitoring plan*[9]

8.4. Learning platform

The guide suggests that the DTIC Presidency masterplan steerco be responsible for the learning platform as this structure already involves all masterplan stakeholders. The learning platform will act as a capacity building mechanism to impart the skills needed and enable collaboration and best practice identification for successful masterplan development and implementation. To give effect to this, the learning platform could:

- • Convene talks on various issues and topics related to
    - ○ masterplan development and implementation such as co-creation, delivery approaches, data usage and visualisation and navigating interdepartmental relationships (for govt officials)
    - ○ growth and growth enablers, employment, demand-led skilling, and promotion of youth employment opportunities.

---

[9] *This template will be available in the dashboard to track progress of outcomes, outputs and priority actions once implementation gets underway

- Reflect on the content of this guide and continuously expand on useful case studies, useful tips and troubleshooting examples for inclusion in the guide so a repository of best practice can emerge
- Serve as a platform for discussing findings from masterplan development and implementation challenges and solutions, evaluation studies and emerging practice.

Discussants/ facilitators should not only include local players but can also include international experts.

	Timeline:	Quarterly / Bi-annual gathering
	Person responsible:	DTIC Presidency masterplan steerco
	Other stakeholders:	Masterplan PMOs, task team members and other masterplan stakeholders pending the topic

8.5. External (objective) review of masterplan progress

In the masterplan context, quite extensive monitoring will be done. Several oversight structures will be put in place to assess the implementation progress, and the dashboard tool will provide frequent updates on key performance indicators. Evaluations do serve a specific purpose, notably the *independent* assessment of implementation and whether outcomes are being achieved. Much of this function will be done by the PMOs. However, there is a compelling case for an external evaluation of dimensions of the masterplan programme that are not typically covered by continuous monitoring.

This guide suggests that external evaluations are considered on a case-by-case basis, informed by the context and the issues at hand. The PMO would take the lead in deciding on the need for evaluations and secure the necessary budget.

	Timeline:	As and when required
	Person responsible:	Masterplan PMO with EOC approval
	Other stakeholders:	EOC members

8.6. Review the masterplan

Monitoring and evaluation data represents a learning and solutioning opportunity. The evaluation studies will highlight where changes might be required due to a change in the external environment or a change in industry dynamics. All evaluation findings must be presented to EOC members, and a clear way forward agreed to give effect to the evaluation findings.

⏰	**Timeline:**	Evaluation findings to be presented at first EOC following release of report
👤	**Person responsible:**	Masterplan PMO
👥	**Other stakeholders:**	EOC members, external evaluator

Steps	Contract manager / Dept Rep	Service Provider	Reps from three partners	Presidency	DTIC	Steerco	Steerco secretariat	Task teams (Develop)	EOC / Principals of industry	Task Teams (Implement)	Individual MP PMO
PHASE 1: PREPARATION											
Develop ToR / RFP	■		■	■	■						
Advertise ToR / RFP	■		■								
Adjudicate proposals	■		■	■	■						
Sign SLA	■	■									
Establish steerco	■		■			■	■				
Convene inception meeting	■	■				■					
PHASE 2: Development: situational analysis											
Stakeholder map		■	■								

| Steps	Contract manager / Dept Rep	Service Provider	Reps from three partners	Presidency	DTIC	Steerco	Steerco secretariat	Task teams (Develop)	EOC / Principals of industry	Task Teams (Implement)	Individual MP PMO
Set up task teams & EOC		■				■	■	■	■		
Source info		■				■		■			
Consult & collate data		■				■	■	■			
Prepare first draft, consult steerco. Finalise report		■				■	■		■		
PHASE 3: Development: prioritise and develop plan											
Compile list of outcomes stakeholders regard as most important		■	■					■			
Consult steerco on list. Agree		■				■	■				

Steps	Contract manager / Dept Rep	Service Provider	Reps from three partners	Presidency	DTIC	Steerco	Steerco secretariat	Task teams (Develop)	EOC / Principals of industry	Task Teams (Implement)	Individual MP PMO
prioritisation criteria		■				■	■				
Prioritise and agree short list		■				■	■		■		
Build MP and validate		■	■			■	■	■			
Approval of final draft and sign off by EOC		■				■	■		■		
PHASE 4: Implementation											
Governance structures in place		■							■	■	■
Funding secured		■									■
Detailed action plan developed		■								■	■

66

Steps	Contract manager / Dept Rep	Service Provider	Reps from three partners	Presidency	DTIC	Steerco	Steerco secretariat	Task teams (Develop)	EOC / Principals of industry	Task Teams (Implement)	Individual MP PMO
Accountability mechanisms instituted				■ (blue)					■ (blue)	■ (blue)	
PHASE 5: Monitor and Manage											
MP oversight structures in place			■	■	■						
Performance & progress reporting		■		■	■				■	■	■
Monitoring plan & systems		■							■	■	■
Learning platform established				■	■			■		■	■
External review of MP									■		■
Review the MP									■		■

Annexure B: How was this guide and toolkit developed?

A steering committee consisting of the PPGI, Labour and Government (as represented by the DTIC) provided oversight over the development of this guide and toolkit. See Figure 2 for the approach used to develop the guide:

Figure 2: Steps to develop the guide
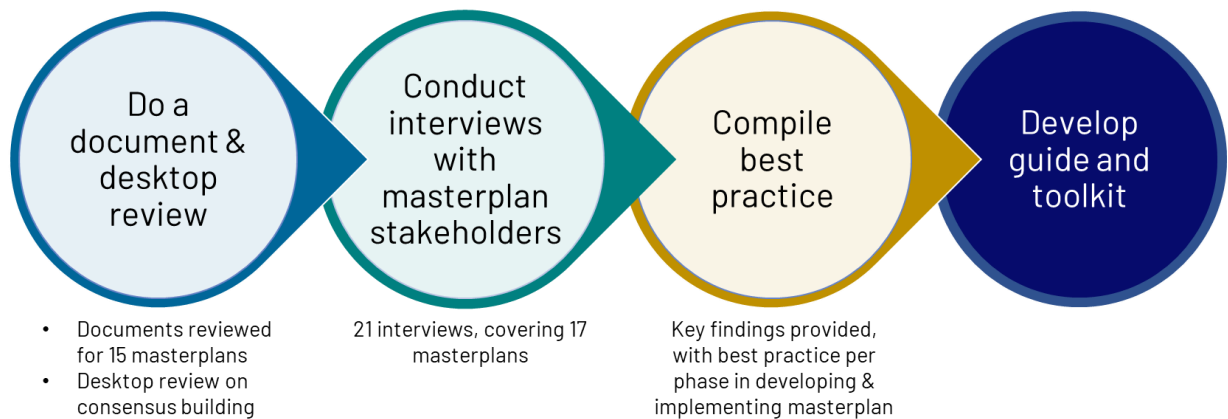
Do a document and desktop review

Development of the guide and toolkit started with acquiring documents for masterplans in the development and implementation phases. A thorough review was undertaken, with the following considerations:

- How the terms of reference are developed, by whom and what the expected deliverables are.
- The stakeholders involved in preparing for the masterplan, as well as the process followed to advertise and appoint a service provider.
- The governance and project management structures established during the masterplan development and implementation phases.
- The steps followed in doing the situational analysis, and the breadth and depth of the situational analysis - whether it covered local and global outlook, the quality of data used.

- Consensus building mechanisms and adherence to the principles of co-creation (who was involved from the social partners and to what extent?).
- How prioritisation was undertaken to derive a clear action plan as well as the process to develop and validate the masterplan.
- Alignment of the masterplan with the RIS goals.
- For those in the implementation phase, whether a detailed implementation plan has been developed, and how progress is being tracked.
- Whether resources have been assigned to the masterplans - not only funding, but also human resources to provide oversight over the implementation of masterplans.
- How reporting on masterplan progress is being done - both for individual masterplans and at a higher level.
- The problem-solving and accountability mechanisms that are in place.

A desktop review was also done on consensus building and co-creation given the prominence of these masterplan principles.

Conduct interviews with a variety of masterplan stakeholders

*T*he document review highlighted areas that needed further investigation. Online interviews were subsequently conducted with service providers, government officials, and labour and industry representatives, focusing on:
- What worked and what did not during the development and implementation phases.
- Specific questions that surfaced from the document review.
- Input on what should be included in the guide and toolkit.

Compile a best practice review

The information from the document review and interviews was synthesised into a best practice review that drilled down into the five phases, highlighting the key findings and best practice.

Compile the guide and toolkit

Once the best practice was approved by the steering committee, work commenced on developing the guide and accompanying toolkit. A draft version of the guide and toolkit was presented to a small number of masterplan stakeholder during a focus group, before submitting to the steering committee for comment and inputs. The focus group participants were asked to comment on two things:

- The *layout* of the document - whether the guide is user friendly and easy to navigate.
- The *content* of the document - whether it covers the main aspects.

The guide reflects the insights and experience of fifteen masterplans in various stages of development and implementation. The consultation on the guide and toolkit does not end here. It is expected that this guide will continuously be updated as new learnings emerge.