



▶ **South Africa's social and solidarity economy**

An evaluation of the policy development process

November 2021

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Foreword



**Deputy Minister
Nomalungelo Gina
dtic**

In 2017, the government of South Africa began a process to develop an overarching policy for the social and solidarity economy (SSE) as a response to an urgent need to situate it at the heart of our economic trajectory. Simply put, the approach in the policy is integrating and mainstreaming the SSE so that it can thrive sustainably.

It acknowledges the work that has come before it, such as other policies that have articulated SSE elements. The policy recognizes what is currently being implemented by various role-players and seeks to enhance these efforts. The plan is to acknowledge what was, harness what is and build towards what can be – a sector that maintains its core identity, while addressing social and environmental challenges, and sustainably contributing to economic inclusion and growth.

An extensive multisectoral consultative process was undertaken, with government working hand in hand with its strategic partners, the International Labour Organization and the

government of Flanders. The consultation process included engagement with organizations that are active in the SSE sector, as well as provincial governments, the SA Local Government Association (SALGA) and organized labour. We set up a citizens panel, and delivered seminars and public meetings, shifting to virtual platforms to work around Covid-19 disruptions.

Parallel to the consultation processes, we convened advisory structures to consolidate, test and review inputs. We established a Project Steering Committee (PSC) for strategic direction as well as an Intergovernmental Advisory Committee (IGAC) of senior government officials from different departments responsible for programmes related to SSE empowerment.

A number of expert reference sessions provided technical inputs from government, labour, business, the legal fraternity and academia. While these committees were hermetically sealed from each other, they operated with a

robustness that allowed us to constantly test and improve the draft Green Paper.

The extensive policy work which began at a conceptual level in 2017 has therefore evolved through a combination of thorough multistakeholder engagements, public participation and technical input, and resulted in the submission of the policy paper for approval in late 2020.

This focused policy seeks to provide an overarching umbrella for the SSE, stimulating growth and employment, while furthering its social causes and solidarity objectives. The SSE is a vital strategy to build back better following Covid-19, a source of employment, opportunity and skills development. It addresses inequality, strengthens our communities and builds social cohesion.

As an international economic type, the SSE is expanding in various countries and is gaining recognition across the African continent. We have taken a leaf from the ILO's commitment to the advancement of the SSE, highlighted in documents such as the Declaration of Social Justice for a Fair Globalization (2008) and the Declaration for the Future of Work (2019). In the latter, the ILO champions the need to promote "an enabling environment for entrepreneurship and sustainable enterprises, in particular micro, small and medium-sized enterprises, as well as cooperatives and the social and solidarity economy, in order to generate decent work, productive employment and improved living standards for all."

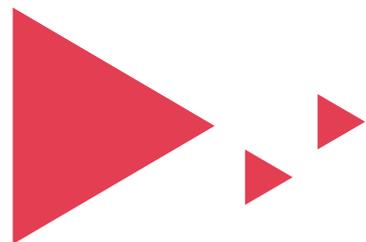
During the legislative process, we have ensured that this SSE Policy framework promotes the principles of collaboration and cooperation. The policy recognizes the

role of the SSE in delivering sustainable solutions to persistent problems, while generating long-term social, environmental and financial value. The SSE is built on principles of solidarity, reciprocity, mutualism, as well as social cohesion and connectedness.

The economic setbacks in the country, exacerbated by Covid-19 and its impact on escalating unemployment levels, poverty and hunger, have put the SSE at the core of responses towards mitigating these complex challenges.

The social and solidarity economy is a crucial mechanism to realizing inclusivity in our society and a human-centred approach, and the SSE Policy is an important tool as we strive to build a new economy built on social justice and decent work.

▶▶ "The policy recognizes the role of the SSE in delivering sustainable solutions to persistent problems, while generating long-term social, environmental and financial value."



Foreword



Joni Musabayana
Director: ILO DWT/CO Pretoria

The International Labour Organization has a long history promoting the social and solidarity economy (SSE) as an approach to reduce poverty and inequality that dates back to our founding in 1919 and establishing the ILO Cooperative Branch. Our work in South Africa is particularly important, as the description of the SSE was adopted at the regional SSE conference in Johannesburg in 2009.

At this conference, the South African government affirmed its commitment to develop a policy for the social and solidarity economy as one of the critical means to address the high levels of unemployment, poverty and inequality in the country. Since then we have seen various SSE-related activities that led to the launch of a policy process and a draft Green Paper for the social and solidarity economy in 2019 by then Economic Development Minister Ebrahim Patel and ILO Director-General Guy Ryder.

Since then, the Department of Trade, Industry and Competition has delivered a comprehensive policy development process in which many people who ongoingly operate in the SSE as well as technical teams, constituency groups and other stakeholders were engaged to give their views and opinions on

the shape the policy should take. The goal was always to be transparent and inclusive in the policy development process and listen to the voices of people across South Africa.

In this spirit, this study series was commissioned and published. In these two reports, researchers benchmark the process followed in developing the SSE Policy in South Africa against international good practice. The policy is reviewed in terms of how it meets important national, regional and international frameworks such as the Sustainable Development Goals and the Decent Work Country Programme. In this way, we hope to not only document the work done, but also to ensure that we can fairly reflect on the quality of this work and draw lessons from it.

On behalf of the ILO, I thank the South African government for their commitment to strengthening the social and solidarity economy and for seeing its enormous potential in addressing persistent socio-economic challenges. I thank the government of Flanders for the trusted and long partnership with South Africa and with the ILO and for their financial support, without which the SSE Policy could not have been developed.

Executive summary

This document summarizes and reviews the South African Social and Solidarity Economy (SSE) Policy development process. It was commissioned as an external assessment of the process, with the goal of capturing key learnings and suggestions to strengthen future policy development processes.

It is important to note that the draft Green Paper is still evolving at the time of writing, therefore conclusions are drawn using the most updated version (May 2021).

The process to develop the SSE Policy was documented through interviews with key members of the project team and partners, as well as a document review. The information is presented as a chronological breakdown of key events and milestones as well as a summary of the main stages:

- ▶ **Pre-project supporting activities:** Prior to the start of the SSE Policy process, a number of activities helped pave its development path, including complementary policies and supportive players. The now Minister of Trade, Industry and Competition, Mr Ebrahim Patel, lent his support to the SSE in 2009 at a regional conference in Johannesburg. The New Growth Path (NGP), launched in 2010, mentioned the social economy as a source of job creation.

- ▶ **Project initiation:** During this stage, the formal process began, with governance structures put in place and the key team appointed.

- ▶ **Consultations:** External and internal stakeholders were engaged about what the SSE Policy should contain. This included two expert reference panels (ERPs), provincial consultation workshops, meeting with academics and sector experts as well as various sector events.

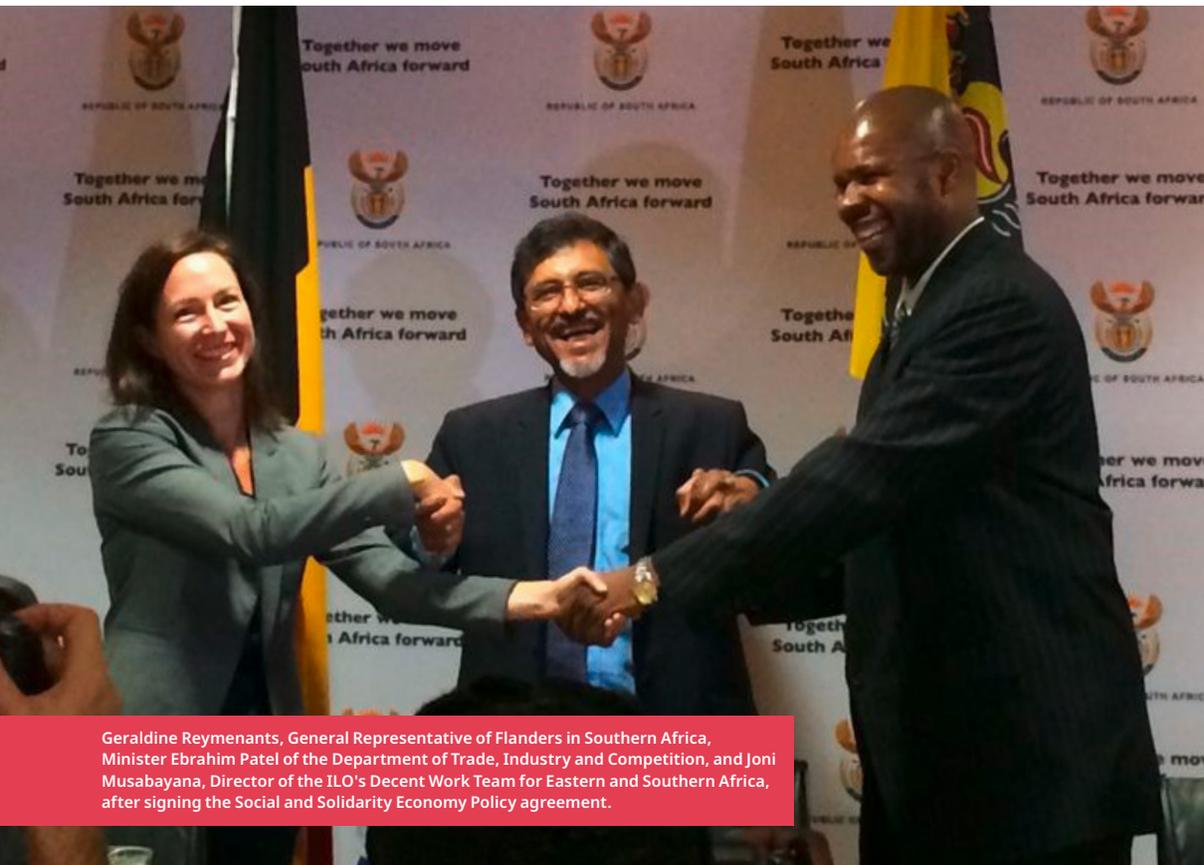
- ▶ **Research:** Desk research to ensure an informed document included a number of policy briefs as well as thematic papers. All events were used as opportunities to gather data and the consultations formed the foundation of a large-scale study.

- ▶ **Drafting the Green Paper:** A preliminary document on the SSE Policy was developed for public comment. This evolved based on feedback, and various iterations were made to refine the paper and make it accessible to a broad public through translation and illustration.

- ▶ **Promotion and advocacy:** Knowledge about the future policy and support for it have been promoted at a wide range of international and local forums. This included government processes to create, support and approve a new policy, such as setting up an Intergovernmental Advisory Committee (IGAC) at the start of the process. Later Deputy Minister Nomalungelo Gina stepped in to formally support the policy and started advocating for it through government channels as it was prepared for presentation to Cabinet.

- ▶ **Implementation:** There have been activities to facilitate the implementation of the policy once it is finalized and gazetted. This included the implementation strategy session with provincial officials, specialist webinars about different policy elements and their implementation, as well as the policy team's participation in designing the Social Employment Fund. The SEF is an initiative driven by the Office of the President to explore youth and community employment opportunities that deliver "common good" solutions.

- ▶ **Teaching, learning and reflecting:** Feedback and learnings were captured and the process and its various stages were documented so that new insights could be shared with the sector. This included information about the policy at local and international events as well as developing an online training programme on the social economy through the ILO's International Training Centre (ITC).

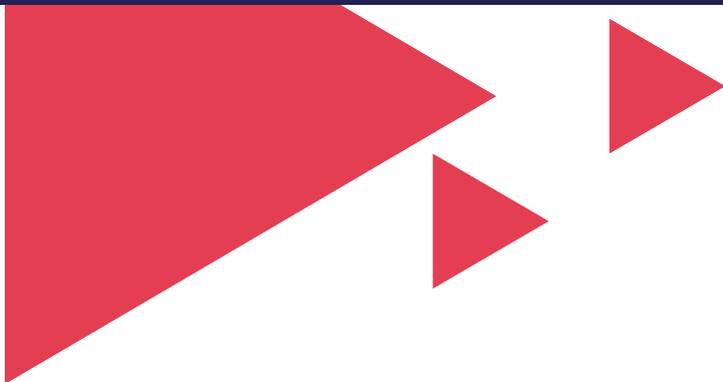


Geraldine Reymenants, General Representative of Flanders in Southern Africa, Minister Ebrahim Patel of the Department of Trade, Industry and Competition, and Joni Musabayana, Director of the ILO's Decent Work Team for Eastern and Southern Africa, after signing the Social and Solidarity Economy Policy agreement.

A document review of relevant international policy development best practices was done and used to develop an evaluation framework that the SSE Policy development process could be analysed against.

► **Table 1. Indicators that frame the good practice assessment**

 CLEAR GOALS	Did the process have clearly outlined goals that were reflected in the planning and development phases?
 RIGOROUS DESIGN	Did the process show rigorous design from the start, with clear anticipation of capacity and risks, as well as built-in flexibility?
 EVIDENCE-BASED	Was the development process evidence-based and informed by research and data from various sources?
 EFFECTIVE ENGAGEMENT	Was effective engagement of diverse and inclusive external stakeholders demonstrated?
 THOROUGH APPRAISAL	Was there thorough appraisal and was the feasibility of implementation considered throughout?
 ROLES AND ACCOUNTABILITIES	Were clear roles and accountabilities identified throughout the project?
 FEEDBACK AND IMPROVEMENT	Does the process show clear evidence of feedback and improvement, with knowledge management as an important activity?



When the process of developing the social and solidarity economy policy was **reviewed against this evaluation framework**, it was determined that there was a **high degree of alignment** with best practice across the following dimensions:

The process started with a **clear identification of the goals** the policy aimed to achieve.

There was **effective external engagement** with people who will be affected by the policy at numerous stages throughout the process.

There was a **clear understanding of all parties' roles and accountabilities**, including keen involvement by national government as well as SSE communities.

The process was **evidence-based**, with an extensive research portfolio that involved different external researchers as well as an internal research agenda by the team, although lessons for knowledge sharing were noted.

Areas that were **partially met** and could have been stronger included:

- ▶ Developing a rigorously designed process from the start.
- ▶ The process lacked a transparent link between evidence gathered and elements that featured in the policy. Feedback mechanisms could have been used more effectively throughout the process, and there is a recommendation for improved knowledge management.
- ▶ Time and budget management as well as affordability of recommendations were not thoroughly appraised.

Overall, this assessment finds that the South African Social and Solidarity Economy Policy development process meets all the identified themes associated with international standards of best practice, either fully or partially. It reached a large and diverse group of people in the social and solidarity economy, had clear goals, gathered evidence and had ideals for transparency and accessibility, and can be drawn from as an example of good policy practice.

Building on the framework and lessons from the policy process, the writers of this report recommend the following steps to improve policy development processes in the South African environment, or more broadly for complex policies such as those focused on evolving concepts like the social and solidarity economy:

- ▶ **Planning:** A broad and detailed implementation plan must be developed and documented upfront. Considering the inequality of the South African context, there must be built-in flexibility.

- ▶ **Capacitation:** Strategically select the project team, taking into account complementary skills, knowledge and networks.

- ▶ **Knowledge management:** One of the team members must be responsible for documenting the process and noting key outcomes and learnings as the process progresses. This will allow transparency in the decision-making process behind which data and recommendations gathered from the research and consultations were included in the policy, and why.

- ▶ **Communication:** A realistic, affordable communication strategy to reach people outside the project team's networks should be developed at the start of the project.

- ▶ **Include marginalized groups outside existing networks:** Before consultations begin, the project team should host a session with people they can access through their networks to determine which demographics are represented and who is excluded. This will help identify who should be specifically targeted, why and how.

- ▶ **Onboard key government officials:** A training programme for government officials should be prioritized early in the development process, promoted and made available to officials who wish to learn more about how they can contribute to the policy development process.

- ▶ **Ongoing research:** Policy processes should be grounded in ongoing research that gathers data from across South Africa's inequality demographic to ensure an end product that is contextualized, relevant and evidence-based.

- ▶ **Bottom-up process:** Policy development must not be top-down. This requires a deliberate focus on engaging participants, supporting them to share their feedback and capturing their views.

Document guide

The purpose of this document is twofold – firstly to document the process the SSE project team has followed since 2017 to develop the Social and Solidarity Economy Policy, and secondly to analyse the policy development process, capturing key learnings and best practices to help inform future policy processes.

This **methodological approach** entailed:



Desktop research into local and international policy development processes



A structured analysis of project-specific documentation



Interviews with key project and team stakeholders

The document has three parts:



Introduction and policy development process:

This breaks down the thematic stages of policy development, with a high-level timeline that shows key milestones.



International best practice for policy development:

This is drawn from several international sources and looks into general policy development as well as specific processes for developing social economy policies. From this research, an evaluation framework was distilled that allowed the writers of this report to compare the process that took place in South Africa to generally accepted global best practices of policy development.

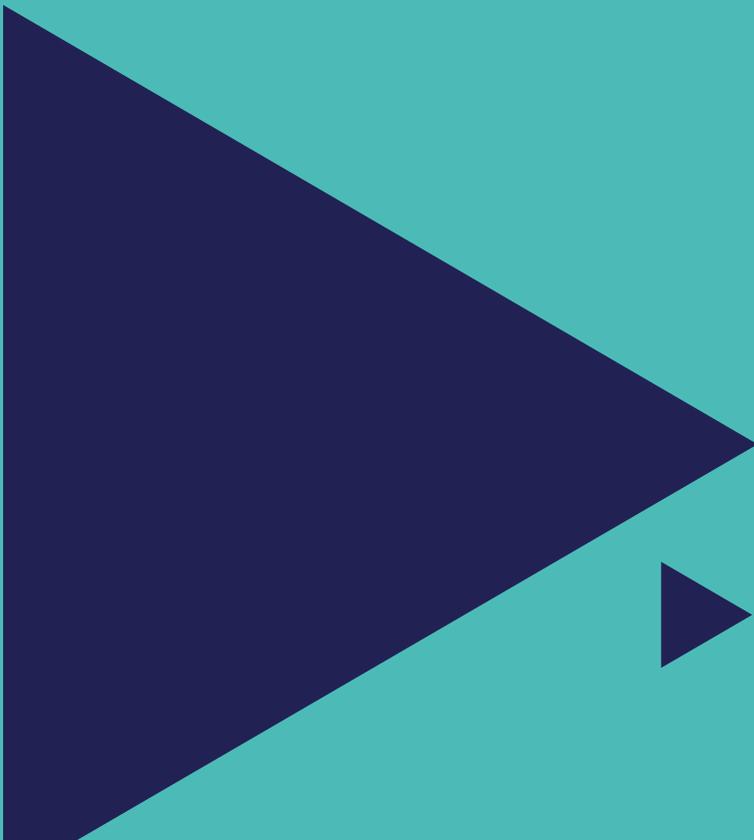


Analysis and recommendations:

Lastly, the document analyses the South African SSE Policy process against the evaluation framework in order to capture what was done well and identify learning and improvement areas, concluding with recommendations.



The South African Social and Solidarity Economy Policy process



Background

The ILO describes the social and solidarity economy as “an umbrella concept designating social and solidarity economy organizations (SSEOs), in particular cooperatives, mutual benefit societies, associations, foundations, non-profits and social enterprises, which have the specific feature of producing goods, services and knowledge while pursuing both economic and social aims and fostering solidarity” (ILO ITC, 2017).

The goal of the Social and Solidarity Economy Policy draft Green Paper is to “contribute to efforts to strengthen the social and solidarity economy (SSE) in South Africa; recognizing the role the SSE plays in delivering sustainable solutions to difficult, seemingly intractable problems, while generating long-term social, environmental and financial value. The SSE is built on principles of solidarity, reciprocity, mutualism, as well as the social cohesion and connectedness that these solidarity principles embody” (SA Government and ILO, 2021).

The draft Green Paper has been developed as part of a series of complex incremental steps to build economic and social inclusivity in our society. The policy development has been driven by South Africa’s Department of Trade, Industry and Competition (dtic) together with

the ILO, with support from the government of Flanders.

Work in developing the social and solidarity economy in South Africa had been ongoing for several years prior to initiating the policy project. Milestones include a regional conference on the social and solidarity economy in Johannesburg, 2009, hosted by Minister Patel when he was the Minister of Economic Development, where a definition of the SSE was formulated. The New Growth Path (NGP) framework, which Minister Patel released in 2010, specifically mentions the social and solidarity economy.

The Industrial Development Corporation (IDC) also coordinated a study visit to the United Kingdom for key stakeholders in the social and solidarity economy.

▶▶ **"The SSE is built on principles of solidarity, reciprocity, mutualism, as well as the social cohesion and connectedness that these solidarity principles embody."**

Thereafter, in 2012, the IDC established the Social Enterprise Fund and the Flemish government continued its development cooperation support to promote social enterprise in South Africa. This included a number of university partnerships, commissioned research reports and projects. These instances of experiential learning, research and relationship building established the foundation for partnerships between various institutions, including the IDC, the ILO and the South African government, specifically the Economic Development Department, which became part of the current dtic in 2020.

A project proposal was co-developed and on 30 January 2017 the South African government, the ILO and the government of Flanders signed a memorandum of understanding to develop an SSE Policy. The Flemish government put in extensive and long-term work to support the development of the social and solidarity economy in South Africa. Their focus on collaboration and knowledge sharing enabled organizations to test new ideas and share lessons at local, provincial and national level. This established vital foundations that were needed for policy development.



Stages of the policy development process

The SSE Policy development process followed several stages that sometimes took place concurrently. This shows the circular nature of the process: as a need was identified, a new stage was initiated or a previous one returned to.

The key stages:

- ▶ **Pre-project support activities:** Activities prior to the SSE Policy initiation that impacted the start of the process and its outcomes.

- ▶ **Project initiation:** Activities at the start of the process after the formal go-ahead.

- ▶ **Consultations:** Engagement with external and internal stakeholders as well as experts to get input about policy content.

- ▶ **Research:** Commissioning and conducting research to ensure an informed document.

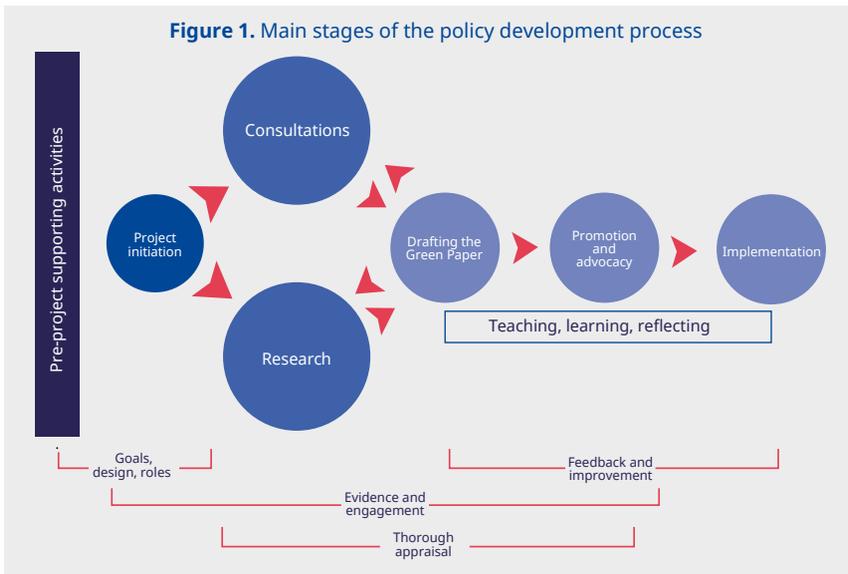
- ▶ **Drafting the Green Paper:** Developing a preliminary document on the SSE Policy for public comment.

- ▶ **Promotion and advocacy:** Communicating about the SSE Policy and getting buy-in for the policy and its components.

- ▶ **Implementation:** Activities to facilitate policy implementation once it is finalized and gazetted.

- ▶ **Teaching, learning and reflecting:** Capturing feedback and learnings and documenting the process and its stages so that new insights can be shared with the sector.

The figure on the next page illustrates how these stages related to each other as well as where the writers of this report looked for points of overlap with best practices (discussed in the following section).



SSE Policy project initiation and planning

The SSE Policy project was initiated in June 2017. The former EDD, which now forms part of the dtic, appointed a Chief Director and the ILO initiated an international recruitment process for a Senior Technical Adviser, appointing from South Africa to ensure relevant experience and networks in the local environment. By 2018, the project team was made up of:

Government:	ILO:
<ul style="list-style-type: none"> ▶ Acting Deputy Director-General ▶ National Coordinator 	<ul style="list-style-type: none"> ▶ Chief Technical Adviser ▶ Finance and Administration Assistant

Governance structures were established early in the project cycle:

1. The Project Steering Committee (PSC) was convened, with the ILO, the dtic and the government of Flanders as the project lead partners, together with the IDC and National Treasury.
2. An Intergovernmental Advisory Committee (IGAC) representing different government agencies was established, recognizing the cross-cutting nature of the SSE.

During the initiation stage, the focus was on laying strong foundations. Connecting with stakeholders, conducting research and raising awareness of the policy while setting up inter-institutional governance structures were important first steps.

Consultations and engagement

Consultation was a cornerstone of the policy development process. The project team reached out across a demographically and geographically diverse group of people, from sector experts to people who are involved in the social and solidarity economy. This process was multifaceted, with the intention to connect with a diverse pool of people and secure varied views. The social and solidarity economy is highly influenced by context, and the level of inequality in South Africa meant that the consultation process ran the risk of being exclusive in its reflection of people who are the easiest to reach – city dwellers, people who are fluent in certain languages and represent only a few cultures. For this reason, the consultations were designed to be wide-ranging and accessible, irrespective of geographic location, language or culture.

In the early stages (2017 and 2018) the intention was to raise awareness about the policy, gather further data and identify potential strategic partners. The consultation strategy included:

- ▶ attendance and participation at sector events
- ▶ hosting sector events
- ▶ specialist sessions
- ▶ national and provincial consultations
- ▶ expert reference panels
- ▶ meetings with other teams and departments in government, including important interactions with the IGAC and MinMECs (meetings between the national and provincial ministers)

Summary of the consultations

At the start of the project, the team consulted on the policy's goals and focus areas. For example, in 2018 the following policy-related events were hosted:

- ▶ the IDC Social Enterprise Conference in June 2018

- ▶ an academic colloquium on 30 and 31 July 2018, including national and international academics

- ▶ a sectoral discussion at the Council for Scientific and Industrial Research (CSIR) in August 2018, which intended to give people an opportunity to self-organize around particular areas of interest

Further to this, Minister Patel hosted a Ministerial Roundtable in November 2018, enabling the sector to give direct feedback to his office, which he summarized as 20 key lessons. Meetings were also held with institutions, such as the British Council, SAB Foundation and local and international academics and researchers.

The team conducted provincial consultations with the intention to reach people working in the SSE in rural areas, small towns as well as urban spaces. This was to ensure that information used to inform the policy was gathered from a broad sample, enabling the policy to respond to the multiple realities of most people in the SSE and not only people with access to resources and policymakers. Despite the lack of networks and an SSE database, the team reached people by combining publically available databases (n=150,000+), using social media and mobilizing local government networks. They also issued invitations to the provincial consultation workshops using different communication methods, including bulk texts, emails, social media and letters requesting support from provincial officials.

The team worked closely with **provincial and local government administrations**, through local economic development officers with local knowledge and networks. The resulting provincial consultation sessions were facilitated by the ILO, using a workshop style to allow people from around the country to give input into the policy and

to connect with each other. The questions asked were simple and broad in nature. These included a Vision 2050 exercise for South Africa and a feedback system that used Likert-scale smiley faces to capture responses.

In parallel, the policy team **consulted within various government structures**. These consultations served the dual purpose of learning from other departments and organizations that have walked a similar path or have overlapping sector knowledge, as well as to share the intentions of the SSE Policy. The SSE is a **cross-cutting field that touches different government departments**. As such, it is important to ensure that ownership of the policy does not sit with only one department. The project team was able to secure support across social and economic clusters by working with different departments and bodies. This was the primary role of the IGAC.

Other structures consulted during the policy development included the South African Local Government Association (SALGA), a Director-General (DG) meeting of the Economic Sectors, Investment, Employment and Infrastructure Development (ESIEID), MinMEC, and provincial officials at various levels. The team also regularly reported to the DG of the dtic and the Decent Work Steering Committee of the National Economic Development and Labour Council (Nedlac).

It is a common policy development practice to establish an **expert reference panel (ERP)** to provide

insight and strategic support for a new policy, and this policy team established ERPs at two different process stages to ensure even wider representation and input. The first ERP consisted of citizens who work in or were interested in the social and solidarity economy. The positions on the panel were advertised in national newspapers in various languages. From there, a diverse group, including people who contribute to stokvels or manage co-ops, was selected.

The intention was contextualization and laid the foundation of the team's understanding of the reality on the ground.

The second ERP was established at the start of the political process, after broader consultations had informed the direction the policy would take. This ERP consisted of a strategic group that would in future be able to comment, vote on or in some way influence the proposed policy.

Research

A substantial research portfolio was commissioned in 2018 to inform the writing of the draft Green Paper. Topics deliberately overlapped to help identify the key research topics that should be dealt with, with thematic papers and policy briefs produced across the following themes:



Throughout the policy development process, research was conducted by using the consultations as data collection exercises. At each event, the RSVP and monitoring and evaluation (M&E) forms included sections to canvass opinions on the SSE. A questionnaire completed at the end of the provincial consultations resulted in a substantive national study (n=506) which identified the characteristics of the social and solidarity economy in rural, peri-urban and urban environments. Other research included a Brand SA household survey (n=2,500) during the initial stages of Covid-19. Internal research documents by government estimated the size of the social and solidarity economy and projected employment in the sector at between 4% and 6% of total jobs. It is estimated that over 1,700 people were involved in direct engagements between 2017 and 2021.

Drafting the Green Paper

Drafting the Green Paper was an iterative process, with multiple steps. It included incorporating feedback from experts and the consultations, for example the 20 lessons from the Ministerial Roundtable, and the research commissioned in 2018.

Following an international commissioning process, Rosa Burns Ntsekhe was appointed at the beginning of 2019 to produce the first draft of the Green Paper. Minister Patel and ILO Director-General Guy Ryder launched this draft at a national consultation at the IDC on 27 and 28 February 2019.

Following further research work and consultations between February and September 2019, a second consulting company, Urban Econ, was appointed to integrate the research appendices attached to the draft Green Paper to create “one” simplified document. Here the

focus was on a concise document, using clear language. The project team continued to edit the draft Green Paper into a more cohesive and succinct document until it was approved for submission to Minister Patel’s office in December 2020.

To ensure that the draft Green Paper was clear and accessible, several processes were followed. In January 2020, a proofreader was appointed for the main English-language document, which was translated into Afrikaans, isiZulu, isiXhosa, Sesotho and Setswana. The draft Green Paper was then illustrated as a 2-page story-style infographic. The audio recordings of the provincial consultations were transcribed. A web platform was developed as a one-stop-shop for all information relating to the policy process, although at the time of writing it had not been publically launched.

Figure 2. Draft Green Paper infographic



Promotion and advocacy

The process of developing a policy was discussed at various forums, ranging from the World Economic Forum on Africa in September 2019 to the Social Enterprise World Forum and Mont-Blanc Meetings. However, the primary focus was on developing local understanding and support for the policy. Deputy Minister Gina stepped in as dtic policy champion, chairing intergovernmental and project meetings, and leading engagements with provincial officials, labour unions and stakeholders.

As is required for all policy development in South Africa, a socio-economic impact assessment system (SEIAS) was completed and provisional approval received in December 2020. The Economic Sectors, Investment, Employment and Infrastructure Development (ESIEID) cluster meeting also approved the draft Green Paper in December 2020, following which the SSE Policy was formally submitted to Minister Patel's office. In January 2021, a roadmap outlining a process for Cabinet approval was issued.

Implementation

Implementation of the recommendations in the draft Green Paper was a key priority to ensure that the SSE Policy could realize its aims. As such, it was discussed while the draft Green Paper was still being developed. The implementation strategy focused on national and provincial delivery.

The inclusion of provincial officials in the organizing and delivering of the provincial consultations was an important first step, to build awareness of the policy. In November 2019, an intergovernmental strategy session targeted at provincial offices and facilitated by international experts from the British Council, was convened. The workshop included all provincial officials involved in the

policy formulation, together with partners from the IGAC and other stakeholders. They gave feedback on the consultation process and developed actions to implement the policy recommendations.

As a consequence of Covid-19 in 2020, specialist webinars were launched focused on the recommendations in the draft Green Paper. These webinars included discussions on a "Buy South Africa – Social" mark, measurement mechanisms, public procurement and community finance mechanisms. The definition of social enterprise was tested through these webinars. In 2021, the SSE Policy was included in the dtic's annual performance plan, with the policy a reportable deliverable to Parliament.



Teaching, learning and reflecting

Data collected during the consultation period showed the need for practical skills development with a focus on early-stage SSE entrepreneurs. As such, the training of government officials, an early goal of the project, was broadened to include SSE practitioners in general. The ILO commissioned its training arm, ITC ILO, to develop an [online course](#) that would be freely available and uses low data. This was publically available from late in 2021.

Regular reporting – quarterly to the PSC, six-monthly to the donor and annually to National Treasury – ensured accountability and process documentation. A theory of change process commissioned and completed by an independent consultant in 2018 resulted in an M&E framework for the policy, although primary reporting remained

against the logframe outlined in the project proposal. In 2019, a mid-term review was conducted which emphasized the need for the policy process to be consultative and inclusive. A final independent evaluation of the policy development process was commissioned and completed in 2021.

This report was commissioned with teaching and learning in mind: to independently document the process and evaluate its effectiveness against good practice. Other commissions supporting research and learning are focused on the alignment of the policy to national and international frameworks, an animation of the definitional description of the SSE and a research report on the characteristics of the SSE in South Africa.



A graphic artist illustrates the discussion, creating an easy-to-understand summary of key themes. (Day 1, sectoral session, 2/3 August 2018)

Process-related notes

01 A developing sector

It is important to note that the SSE is a developing sector, not only in South Africa but also globally. In South Africa, there is limited research available, lack of agreement on definitions and weak networks, resulting in a population that is hard to reach. This complicated the policy development process, and developing a publically available database of SSE entities and/or individuals became a focus for the policy development team.

02 Covid-19

In March 2020, the country went into its first Covid-19 lockdown. The database (n=1,500+) of SSE entities was a starting point for communicating with organizations that would be able to assist with recovery efforts. In April 2020, the team was appointed as secretariat to an interministerial task team led by the Department of Employment and Labour (DEL), to coordinate the social and solidarity economy's response to Covid-19. The project team was also invited to participate in an ILO-chaired, UN interagency task team on SME responses to Covid-19.

03 Governance

The Project Steering Committee was established to oversee the SSE Policy work, with quarterly meetings. Quarterly reports were submitted to the PSC, six-monthly reports to the Flemish government and annual reports to National Treasury. There was also regular reporting to the Intergovernmental Advisory Committee (IGAC).

04 EDD merged into dti to form dtic

In May 2019, following the national elections, it was announced that the Economic Development Department (EDD) would merge into the Department of Trade and Industry to form the new Department of Trade, Industry and Competition (dtic). Minister Patel remained the political principal. The merger was effective from April 2020. For ease of reading, this report mostly refers to the dtic.

Key events and milestones

A colour-coded timeline of key events and milestones linked to specific stages in the process is provided below.

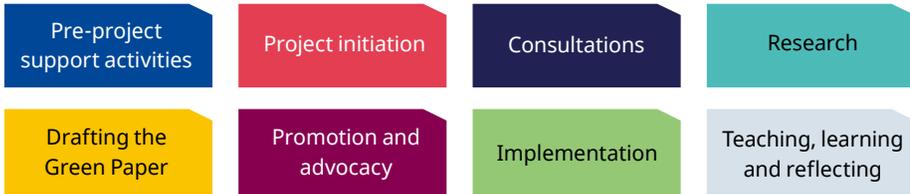
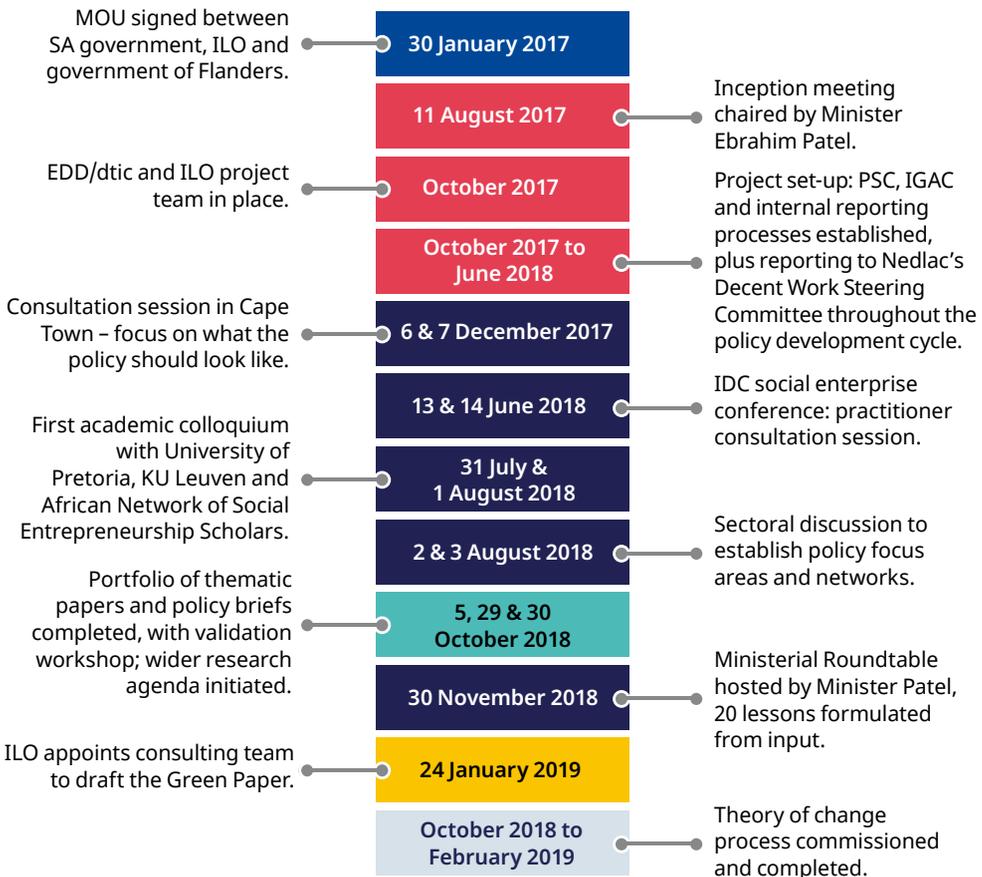
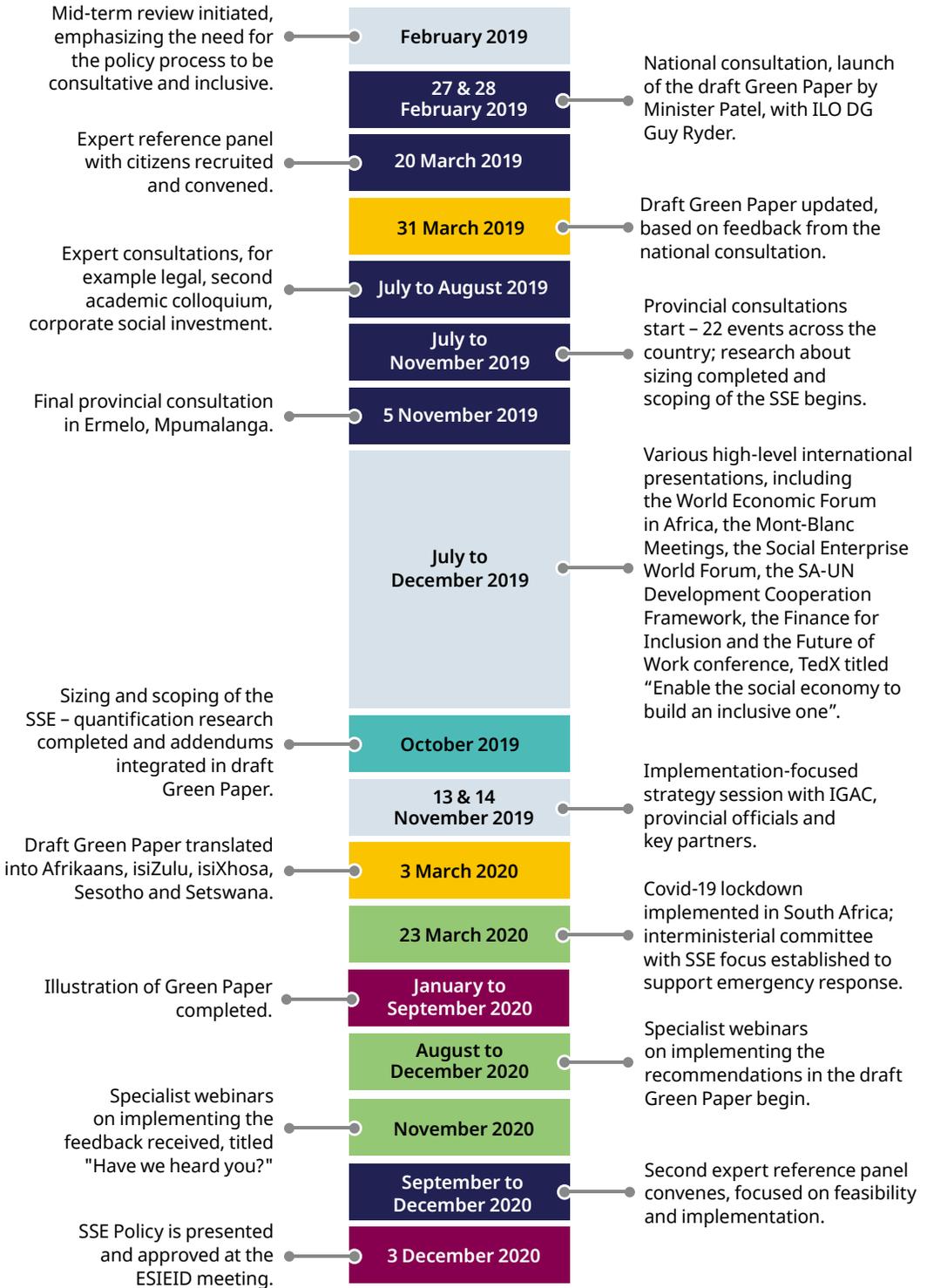
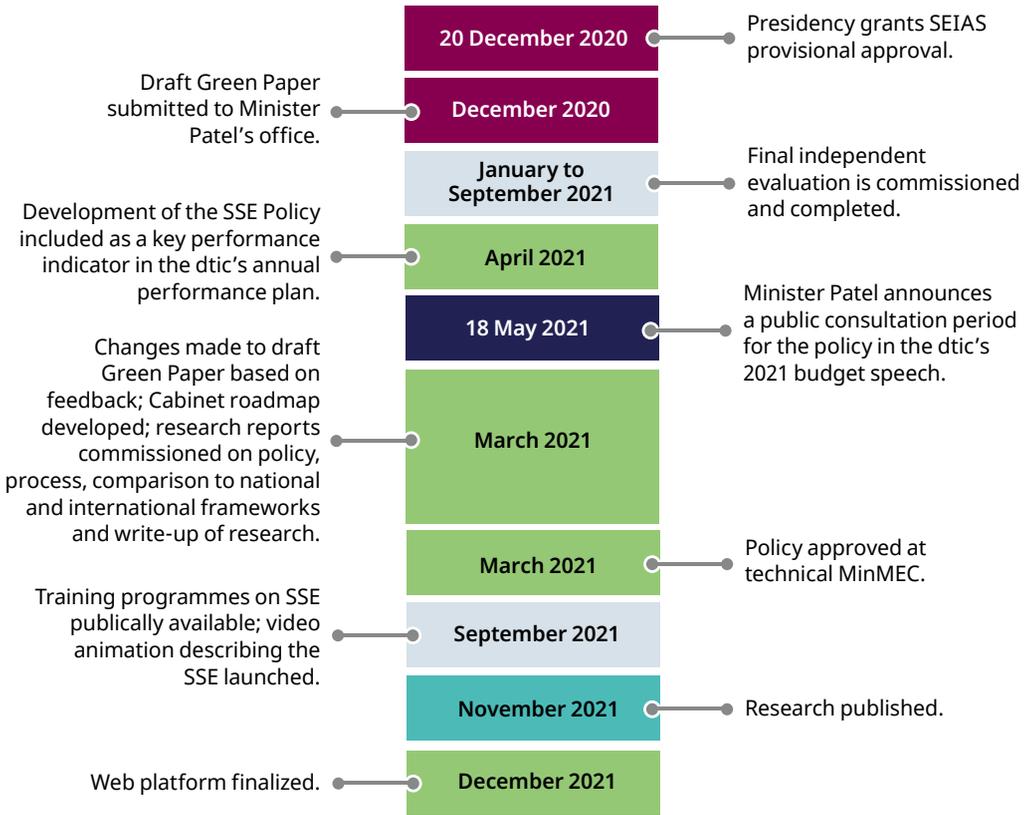


Table 2. Key events and milestones in the policy development process







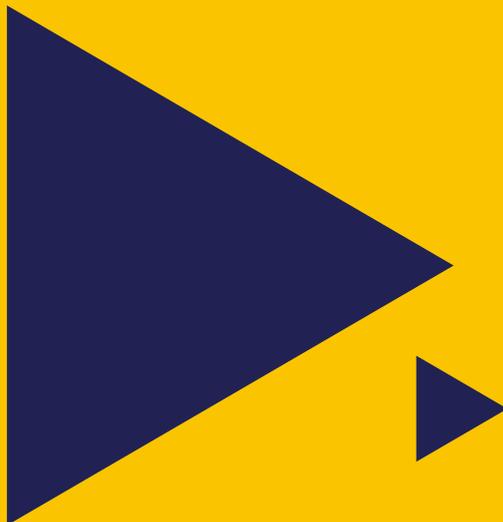
Ministers Ebrahim Patel and Lindiwe Zulu with ILO Director-General Guy Ryder at the launch of the draft Green Paper at the IDC on 28 February 2019.



Methodology and analytical framework

The research and analytical process had five phases:

1. Establish international best practice
2. Develop the evaluation framework
3. Review documents
4. Interview project stakeholders
5. Review the process against the framework





Phase 1: Establish international best practice

To determine a baseline of comparison for the SSE Policy development process and to help develop an analytical framework, the assessors reviewed documents from various credible international sources. They considered policies specific to the social and solidarity economy and social enterprise as well as more general policies that had been developed using inclusive or effective methodologies.

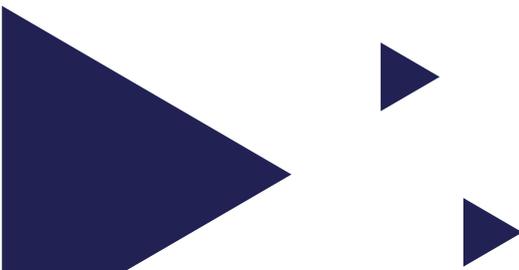
They assessed policy development in Asia (for example the work that is being done in South Korea, Thailand and the Philippines), in South America, North America (for example in Canada, both in Quebec and Nova Scotia), and work in Africa (such as the British Council's reports on Ghana, Ethiopia and Kenya).

The assessors focused on if and how policies were being developed and whether there was a focus on representation, acceptance and implementability rather than on content. The primary documents that informed the final analysis included the OECD's [guide on policymaking](#) (OECD, 2020), their

[evaluation framework](#) (OECD, 2021) and the ILO's [employment skills policy brief](#) (ILO, 2011).

The assessors also found best practice examples in [UK policy documents](#) (Institute for Government, 2011), including fundamentals to guide policy development. This document makes multiple recommendations that range from securing early political support and approval to introducing the policy to different government departments and involving them in the process, including a focus on upskilling officials.

Bringing a sports development lens, the UN's "[Developing effective policies and programs](#)" document (UN, 2008) provided guidance on the importance of ownership of the policy at senior government as well as community levels to ensure sustainability and long-term success. It stresses the importance of contextualization and notes that policy development is an iterative process and that policymakers need to constantly reassess and decide on the next right step.



Based on this document review, several common themes for international best practice were identified. These formed the framework for the subsequent analysis:



CLEAR GOALS

A policy that reflects best practice, clearly identifies its area of focus and frames issues, values, goals and objectives.



RIGOROUS DESIGN

Best practice links policy goals to designing the development process. The process is mapped out, with action plans that identify risks and the staff capacity that is needed. It allows policymakers to approach the plan with flexibility and adaptability.



EVIDENCE-BASED

Best practice builds on both global and local inputs and documents, and consults experts and diverse stakeholders.



EFFECTIVE ENGAGEMENT

A best practice policy is developed through engagements with various stakeholders at multiple stages of the process. These engagements are designed to be inclusive and participatory.



THOROUGH APPRAISAL

A best practice policy process is timely and budgeted for, taking cost-effectiveness and achievability into account.



ROLES AND ACCOUNTABILITIES

There are clearly defined roles and tasks in the project team, with complementary skills.



FEEDBACK AND IMPROVEMENT

Best practice policy is well-documented, with review and improvements along the way and a final evaluation to assess it.

Phase 2: Develop the evaluation framework

These themes were codified into a framework for analysis and comparison. The assessors then applied the framework to the information gathered on the policy development process, to draw conclusions on degrees of alignment.

▶ **Table 3. Evaluation framework**

 <p>CLEAR GOALS</p>	<ul style="list-style-type: none"> ▶ Are the issues the policy focuses on clearly framed? ▶ Are goals and objectives clearly named? ▶ Have clear values to guide the process been identified?
 <p>RIGOROUS DESIGN</p>	<ul style="list-style-type: none"> ▶ Was a policy development process established at the start? Did this meet the project objectives? ▶ Was a clear and informed process used to determine which issues to prioritize in the design? ▶ Was the process design intended to be agile and responsive to changes in context? ▶ Did the process design consider implementation requirements and potential hurdles or risks? Is it feasible? ▶ Was capacity taken into account?
 <p>EVIDENCE-BASED</p>	<ul style="list-style-type: none"> ▶ Did the process use local input and global research? ▶ Did the process consult experts on key thematic areas? ▶ Did the process gather data throughout that informed the policy development? ▶ Is there clear use of evidence from documents and consultations in the final policy?



EFFECTIVE ENGAGEMENT

- ▶ Did the process involve a diverse group of stakeholders who will be affected by the policy?
- ▶ Were these engagements designed to be participatory and inclusive (gender-balanced, racially representative, rural as well as urban, and from all provinces)?
- ▶ Were stakeholders consulted at multiple stages to enable feedback on progress and to adapt priorities?
- ▶ Was feedback from the consultations documented and used in the policy writing process?
- ▶ Were consulted stakeholders updated on progress throughout the process?



THOROUGH APPRAISAL

- ▶ Were policy recommendations robustly assessed? Were they costed, feasible, achievable and responsive to changes in the environment?
- ▶ Was the project delivered on time and within budget?



ROLES AND ACCOUNTABILITIES

- ▶ Was the role of national government and other key participants in initiating, driving and overseeing the policy development process clear and achieved?
- ▶ Were the roles of the project team clearly defined and did all members have complementary accountabilities?
- ▶ Was the role of other government departments clear and achieved?



FEEDBACK AND IMPROVEMENT

- ▶ Was an adequate M&E framework developed and followed?
- ▶ Was the process ongoingly reviewed?
- ▶ Was feedback used to improve the next stages of the process?

Phase 3: Review documents

In total, 43 documents were analysed to document the process. These included independent evaluations such as the mid-term and final evaluation of the project, all research reports, policy briefs and thematic papers, as well as all project reporting documents from 2017 to 2021. The monitoring and evaluation feedback forms from all the consultations together with summaries from sessions (for example the 20 lessons from the Ministerial Roundtable) were also reviewed.

Phase 4: Interview project stakeholders

Individual interviews with the project team were conducted over a two-week period to clarify information and fill in any knowledge gaps following the document review. Interviews were conducted with:

- Acting Deputy-Director General (dtic) – Dr Molefe Pule
- National Coordinator (dtic) – Aldene Appolis
- IDC representative – Stuart Bartlett
- Chief Technical Adviser (ILO) – Kerryn Krige



Provincial consultation held at the Conville Community Hall in George in the Western Cape on 29 October 2019.



Provincial consultation held at the Eastern Cape Development Corporation in East London on 21 August 2019.

Phase 5: Review the process against the framework

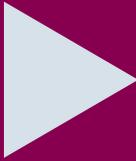
Once activities had been allocated to themes, the assessors had to determine whether these met the framework's best practice criteria. The coding process used a traffic light system, with green-yellow-red light sections to link process elements to the identified best practice criteria. The two assessors worked independently and cross-referenced their work at the end of each analysis.

As the standards are qualitative, the analysis was subjective although it is external. This was mitigated by drawing on a number of reviews of the policy process, including the mid-term review and the final independent evaluation. The assessors also referred to the

risks and lessons learned sections of a range of internal reporting documents. The M&E reports done at the end of each consultation session, which asked participants whether they had been heard and had sufficient time to participate in the process, were particularly useful. It also asked participants to flag their concerns and raise ideas. During the webinars hosted from the onset of Covid-19, a series of Zoom polls provided a similar level of feedback.

The interviews with the project team further helped to streamline the coding, as the assessors were able to ask probing questions to better ascertain process-related risks and weaknesses.





Results: Alignment of the SSE Policy process to international best practice

The following framework presents the results of this process by applying the traffic light system:

▶ **Full alignment:**

The process was evaluated as doing very well against a particular element and met all the requirements considered for a best practice.

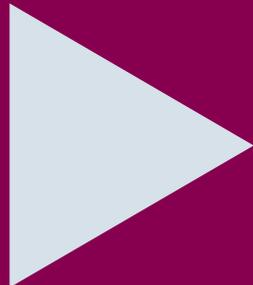
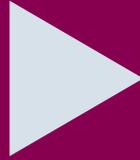
▶ **Partial alignment:**

The process met most of the criteria under this element, with room for improvement.

▶ **Low alignment:**

The process met only a few or no criteria under this element and should be considered in more detail in future policy processes.





► **Table 4.** Analysis and alignment

CATEGORY	ANALYSIS
 <p>CLEAR GOALS</p>	<p>The dtic, the ILO and the government of Flanders had a shared vision and an overarching approach to the project, based on a clear and real-world socio-economic need that could be addressed via a policy. The outcome of the process – a policy for the social and solidarity economy – was clearly defined.</p> <p>The values of the social and solidarity economy – togetherness, inclusion, trust, dignity and community – all come across strongly in the SSE Policy draft Green Paper as well as in the process of developing the paper. This was demonstrated in diverse consultations inside and outside of government and through distinct efforts to include the voices of people who would not usually have an opportunity to talk to high-level officials.</p>
 Rating = Full alignment	



CATEGORY	ANALYSIS
 <p>RIGOROUS DESIGN</p>	<p>The project logframe (developed by the dtic and the ILO) functioned as the guiding force for the project and was reported against in all quarterly donor reports. Neither author of the logframe was directly involved in its delivery, although they operated at the PSC level. This allowed greater independence in the project implementation.</p> <p>Recognizing that the project needed to be responsive to contextual changes as knowledge about this developing sector was gathered, the team took an agile approach, allowing flexibility to make changes based on new learnings.</p> <p>Although a theory of change was commissioned in the second year of the project, this was limited to policy goals and outcomes. If this work was commissioned earlier and adhered to as a deliberate project strategy, it would have assisted in the later processes, for example the SEIAS assessment.</p> <hr style="border-top: 1px dashed #0070C0;"/> <p>A positive element of the project design was finalizing the project team in 2018, which then reported to senior levels of government (Deputy Director and Director-General) and later into the office of Deputy Minister Gina.</p> <p>Some stakeholder consultation workshops were carried out by external facilitators, which provided an extra layer of impartiality as well as variety in workshop design.</p> <p>The policy design focused on developing and operationalizing the policy. Steps towards this were realized by including the policy in the dtic’s Annual Performance Plan (2021–2022), and the design of the Social Employment Fund, a public employment programme with a social and solidarity economy focus.</p> <p>The project design focused on the training of government officials. Their involvement in the provincial consultations worked well to create ownership and understanding of the policy and its goals. However, the training programme planned for government officials was expanded to have a focus for all. Delays mean that this will be launched at the end of the project, rather than during it, when it would have had more impact.</p>
 <p>Rating = Partial to full alignment</p>	

CATEGORY	ANALYSIS
 <p>EVIDENCE-BASED</p>	<p>A rigorous research portfolio accompanied the policy process. This showed a continued commitment to making informed decisions. The types of research conducted included:</p> <ul style="list-style-type: none"> ▶ commissioned research and reports with a focus on using a variety of researchers and independent consultants to capture diverse views ▶ national-level research (n=506) that focused on reaching people across South Africa's inequality demographic, and a follow-up study partnership with Brand SA for a national household survey (n=2,500) with a focus on the SSE ▶ monitoring and evaluation of each workshop and consultation session ▶ review of local as well as international research material ▶ consultation with the sector <p>Data was gathered in an accessible way with pen-and-paper surveys used to capture the feedback of people in areas where data access is marginal or digital literacy is low. Translators were also available. The household survey used trained field staff to capture data.</p> <p>Electronic surveys and polls were used effectively in webinars and at the end of city-based consultations. Surveys were used at multiple points of engagement, for example on event RSVPs and at the end of workshops. Questions focused on M&E (of the event, for example), but also included a wider research agenda, such as what people would ask the Minister.</p> <p>Academic colloquiums were convened and hosted with national, regional and international universities and an alliance with the African Network of Social Entrepreneurship Scholars evolved from these sessions.</p> <p>However, how this research has been applied in the policy writing is part of the motivation for a stronger focus on knowledge management and sharing.</p>
 Rating = Full alignment	

CATEGORY	ANALYSIS
 <p>EFFECTIVE ENGAGEMENT</p>	<p>The policy development process demonstrated substantial effort to engage the broad SSE. Multiple styles and methods of consultation were used to enable maximum participation, from one-on-one meetings to countrywide provincial consultations. A distinct effort to hear voices “outside the echo chamber” is evident throughout the process.</p> <p>Provincial consultations were held in cities and small towns in all provinces, allowing widespread consultation and avoiding an urban bias. The project team collaborated with provincial officials to access their local networks and worked hard to ensure that the right people were in the room. The style and tone of the workshops were carefully considered.</p> <p>The first expert reference panel consisted of citizens working in the SSE and allowed the team to get a good foundational understanding of interests, scope, type of work, values and principles underpinning the local experience of the SSE. It was a unique and effective way to consult the sector and make them feel valued and heard.</p> <p>The project worked around the difficulties of the nascent nature of the SSE in South Africa, where there is no representative community of practice or functional database that could be used to reach people. As part of the project, the team had to build this database. It is a work in progress as they use a “snowball” sampling approach to reach wider and growing networks. This is evidence of the flexible nature of the project, which adapted its outcomes to strengthen the sector.</p> <p>Marginalized groups could have been more intentionally included in the consultation process. This includes people with disabilities, young people and people from more rural areas. It is important that all policy development has a specific focus beyond broad inclusion, to deliberately target people who experience severe marginalization.</p>
 <p>Rating = Full alignment</p>	

CATEGORY	ANALYSIS
 <p>THOROUGH APPRAISAL</p>	<p>The project leveraged substantial in-kind support from various organizations, for example the British Council and the Industrial Development Corporation.</p> <p>The project start was delayed and the timeline (originally three years) was extended to end March 2022. The dtic received a no-cost extension and the ILO received a cost and no-cost extension. This means that the project period is essentially from mid-2017 to March 2022.</p> <p>Certain deliverables remain incomplete at the time of writing. This includes the web platform and the online training programme.</p>
 <p>Rating = Partial alignment</p>	

CATEGORY	ANALYSIS
 <p>ROLES AND ACCOUNT-ABILITIES</p>	<p>Each of the project partners had clear mandates and played to their institutional strengths. The dtic, ILO and IDC partnership was particularly effective, with the partners able to provide support. For example, the IDC offered venues and funded the development of the web platform, while the ILO, with two staff members on the project full-time, could commit to leading the consultation portfolio.</p> <p>The active involvement of the Acting DDG's office and keen interest of the offices of the Minister, the Deputy Minister and the DG brought authority to the policy development process, as did the intergovernmental involvement.</p> <p>The project governance was well-established. One of the first steps was to establish a Project Steering Committee (PSC) and the Intergovernmental Advisory Committee (IGAC) to oversee the project and hold the team to account. They meet regularly throughout the project.</p> <p>The project team engaged with other government agencies and departments, creating ownership and opportunities to learn from the experience of other departments. This tactical advocacy is recommended for future policy processes.</p>
 <p>Rating = Full alignment</p>	

CATEGORY	ANALYSIS
 <p>FEEDBACK AND IMPROVEMENT</p>	<p>All project management reporting is to the logframe, creating consistency to the original project design. Reporting was quarterly to the PSC, six-monthly to the donor and annually to National Treasury, creating a regular institutional feedback process. A system to report back on the policy itself is a recommendation of this report, and would align with the requirements of the SEIAS.</p> <p>Feedback was requested after every consultation (for example questions about whether people felt they had been heard and had an opportunity to share their views). An email address for feedback outside of the scheduled sessions was established. A web platform was commissioned as a central portal where feedback could be given, and information on the ongoing processes was to be shared.</p> <p>However, the policy process could have been strengthened by having a specific knowledge management plan that collated the feedback and showed how it was applied to revisions of the draft Green Paper.</p> <p>Updates to all participants should have taken place either through a newsletter or through the web platform.</p> <p>Provincial stakeholders were not directly communicated with after the consultations to show how their inputs featured in the policy.</p> <p>The 2018 research is shared on request but was not made available on a public platform. This is good practice and would have stimulated a wider research agenda in the SSE.</p> <p>The web platform would have resolved many of these issues and future policy development should prioritize a central portal that is easy to use and is designed around low data access.</p> <p>For future policy development, it is recommended that a theory of change (or other outcomes-based project management tool) be done for both the policy development process as well as the policy document. This will help frame the policy in the wider national context as well as align with the SEIAS process, while helping to distinguish between policy and project management goals.</p>



Rating = Partial alignment

CATEGORY	ANALYSIS
 <p>OVERALL ASSESSMENT</p>	<p>Overall, we found partial to full alignment with international best practice in the development of the SSE Policy.</p> <p>The processes followed to develop the policy were responsive to the South African context and there were no areas of low alignment. There are however important lessons that can be applied to future policy development processes.</p> <p>The policy process did very well in securing a diversity of views as well as reaching out to rural areas and more marginalized stakeholders. Considering South Africa's high level of inequality, this is important, as is the involvement of provincial officials who have the mandate to deliver national policy. The research portfolio is to be commended, especially as the SSE is regarded as a hard-to-reach population, which hampers evidence gathering. The approach to partnerships brought value to the project and allowed consistent delivery and buy-in across different government departments.</p> <p>However, there should be a more deliberate focus on marginalized groups. A theory of change process for the policy should be implemented from the beginning of the policy development process, especially considering the theory of change logic of the SEIAS process.</p> <p>Knowledge sharing must be a priority for any policy development process and people involved in consultations should be informed of updates. A web platform (or other digital resource that acts as a portal) would have mitigated this and should be prioritized in all future policy processes.</p>
 <p>Rating = Partial to full alignment</p>	

►► "The approach to partnerships brought value to the project and allowed consistent delivery and buy-in across different government departments."

Lessons and recommendations

While the SSE Policy development process strongly aligned with the criteria of the international benchmarking framework, there are elements that can be improved in future policy processes in South Africa. Key lessons and accompanying recommendations are as follows:

► **Table 5. Impactful lessons and recommendations**

KEY LESSONS	RECOMMENDATIONS FOR FUTURE POLICY DEVELOPMENT	SUMMARY OF RECOMMENDATIONS
<p>A detailed project plan is important at the start of the project to allow effective progress tracking, clear role assignment and informed decision-making. This plan needs to be responsive to contextual changes and should therefore be flexible.</p>	<ul style="list-style-type: none"> ► To ensure constructive policy development, a detailed plan should be documented upfront. This should include reasonable and achievable timelines, tasks, measurable milestones and role assignments. ► This plan should be updated consistently and used to track progress. Tracking and managing this plan should also be clearly defined upfront and assigned as a task to a specific team member. 	<p>Detailed planning that is simultaneously flexible and agile.</p>
<p>A project team should have complementary skills, resources and networks, as well as adequate capacity.</p> <p>It has proven to be essential to have a “home” in government, with senior officials to endorse the process and take an active interest in it.</p>	<ul style="list-style-type: none"> ► The team should include people with complementary skills (such as managerial, technical and policy development skills) and networks, common goals and a passion for the sector. ► Senior-level support has proven to be very effective, as has the partnership between the South African government and the ILO, with the support of the government of Flanders. 	<p>Senior-level support, an institutional “home” and a cross-functional team.</p>

KEY LESSONS	RECOMMENDATIONS FOR FUTURE POLICY DEVELOPMENT	SUMMARY OF RECOMMENDATIONS
<p>Due to its flexibility, iterative nature and openness to new information, the policy development process was responsive and therefore more effective.</p> <p>Knowledge sharing should however have received more attention. The project had commitments to transparency that were partially met, and future policy development would benefit from these commitments being prioritized from the outset.</p>	<ul style="list-style-type: none"> ▶ A specific team member should be responsible for documenting the policy development process, including key outcomes and learnings as the process progresses. This information should be shared and communicated effectively. ▶ In this case, for example, the consultations were recorded and transcribed, but delays in developing the web platform meant that the knowledge has not been shared. Similarly, the project team did well to have material translated into different languages and to have technical aspects illustrated and animated. This work is however only going online towards the end of the policy development process, which hampers inclusivity. 	<p>Knowledge sharing should be prioritized from the beginning of the policy development process.</p> <p>Transparency and accessibility of materials (for example simplified language, translations, animation and illustration of technical concepts) must be prioritized from the outset.</p>
<p>To consult with a diverse pool of people who represent the social and solidarity economy, the project team used a “snowball” approach to build a database. This means that they relied on people in their immediate networks to mobilize their own networks to add to the database.</p> <p>This enabled widespread and effective consultation, but as the sector is evolving and cross-cutting, with poorly defined boundaries, it was hard to reach everyone.</p>	<ul style="list-style-type: none"> ▶ Policy development cannot be separated from the need to build networks. This is also important for the policy work to have momentum and to ensure continued lobbying and advocacy of the sector it represents. ▶ This requires a public database and the formation of groups that represent communities of practice. It is particularly important that marginalized areas are connected to the policy development process, and that they are included in all communication in order to lessen exclusion. 	<p>Network building is a constant process and informs advocacy and lobbying. This requires a particular focus in low-resource and marginalized areas.</p>

KEY LESSONS	RECOMMENDATIONS FOR FUTURE POLICY DEVELOPMENT	SUMMARY OF RECOMMENDATIONS
<p>The provincial consultations lacked reasonable participation by young people, and marginalized groups, such as people with disabilities, were not approached directly.</p>	<ul style="list-style-type: none"> ▶ Before consultations begin, the project team should host a session with people they have access to through their networks to determine which demographics should be specifically targeted, how and why. ▶ Policy development must actively seek out groups that represent marginalized and excluded groups, especially if the policy aims to lessen this exclusion. This will ensure that strategic decisions are made with regards to allocating resources to demographics that are harder to reach. 	<p>Marginalized groups should be deliberately included.</p>
<p>The social economy is an evolving space, but it overlaps with the mandates of several other government departments. It is helpful when those departments show an interest in the policy, contribute to its development and support it once it is ready to be presented to Cabinet.</p>	<ul style="list-style-type: none"> ▶ The Intergovernmental Advisory Committee proved to be an important platform to include government departments and agencies with mandates that affect and influence the social and solidarity economy. Similarly, including provincial officials in organizing the provincial consultations helped secure their buy-in. 	<p>Intergovernmental committees are recommended for policy development processes, as is the active inclusion of provincial and local government.</p>

▶▶ "While the SSE Policy development process strongly aligned with the criteria of the international benchmarking framework, there are elements that can be improved in future policy processes in South Africa."

KEY LESSONS	RECOMMENDATIONS FOR FUTURE POLICY DEVELOPMENT	SUMMARY OF RECOMMENDATIONS
<p>The research focus of the policy development process demonstrated the importance of gathering data at multiple stages.</p>	<ul style="list-style-type: none"> ▶ All research related to policy development must be targeted at gathering data from across South Africa's inequality demographic. There is no one-size-fits-all approach, and this will help create a policy that is contextualized, relevant and evidence-based. 	<p>Policy processes should be grounded in ongoing research processes that gather data from across South Africa's inequality demographic.</p>
<p>The consultation approach of the SSE Policy project team demonstrated the value of gathering input from a range of stakeholders. It also showed the value of facilitated workshops that are accessible and where people can share their views.</p>	<ul style="list-style-type: none"> ▶ The provincial consultations stand out for their focus on inclusion and accessibility, using methods like smiley-face Likert scales to measure feedback and group work to encourage network building. Local economic development officials were on hand to interpret and co-facilitate, which helped to ground the process. 	<p>Policy development must not be top-down. This requires a deliberate focus to engage participants and to support them to share their feedback and capture their views.</p>



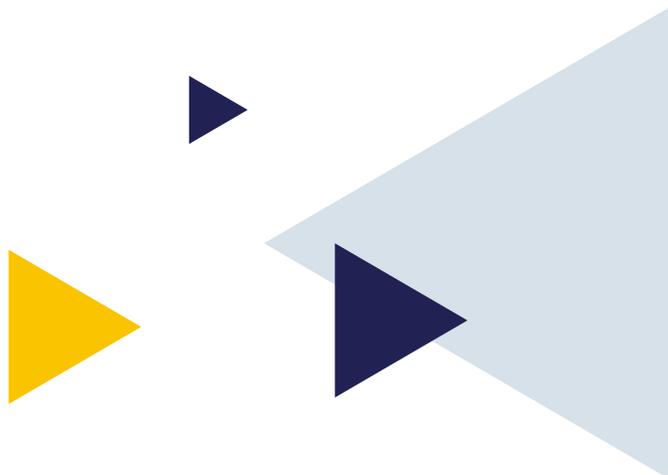
Conclusion

In conclusion, the South African Social and Solidarity Economy Policy development process meets all the identified themes associated with international standards of best practice, either fully or partially. The process is to be commended for its inclusivity and research agenda and it is these report writers' recommendation that it can be drawn upon as an example of a good policy development process. It reached a large and diverse group of people in the social and solidarity economy, had clear goals, gathered evidence and had ideals for transparency and accessibility.

The recommendations for future policy development in South Africa are to draw from this consultative approach by including a research agenda from the outset and to specifically consult with stakeholders who are marginalized, excluded or hard to reach. Specific groups could be people in rural areas and small towns, people outside the formal economy, women, young people and people with disabilities.

This must happen over and above a wide-ranging approach that aims to reach people in inclusive, representative groups. There must be evidence of diversity, people should be contactable for follow-up, policymakers should be able to explain who they have met with, the demographic profiles and areas of interest. They should capture feedback that determines whether the approach taken is achieving its intended goals – for people to be heard.

Policy development benefits from clear design and planning that accommodates flexibility and agility. Knowledge management is vital so that people can continue to engage and see how their inputs have (or have not) been actioned. This must happen together with providing information in ways that are easy to understand. Policy language can often be experienced as technical and intimidating, and there will be added value if the language is simplified, the content is translated and main elements are visualised in easy-to-follow infographics and animations.



▶ Abbreviations and acronyms

COGTA	Cooperative Governance and Traditional Affairs
CSIR	Council for Scientific and Industrial Research
DEL	Department of Employment and Labour
dtic	Department of Trade, Industry and Competition
EDD	Economic Development Department
ERP	expert review panel
ESIEID	Economic Sectors, Investment, Employment and Infrastructure Development
IDC	Industrial Development Corporation
IGAC	Intergovernmental Advisory Committee
ILO	International Labour Organization
ITC	International Training Centre
M&E	monitoring and evaluation
MinMEC	meetings between national and provincial ministers
Nedlac	National Economic Development and Labour Council
NGP	National Growth Path
PSC	Project Steering Committee
SALGA	South African Local Government Association
SE	social enterprise
SEIAS	socio-economic impact assessment system
SME	small and medium-sized enterprise
SSE	social and solidarity economy
SSEO	social and solidarity economy organization
SWOT	strengths, weaknesses, opportunities and threats

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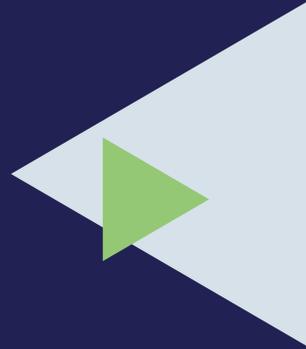
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