Insights into Governance Support in South Africa

Governance Support Programme 2013 – 2017
As a federally owned enterprise, we support the German Government in achieving its objectives in the field of international cooperation for sustainable development.

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Insights into Governance Support in South Africa

Governance Support Programme 2013 – 2017
The beauty of the German cooperation agreement is that we are implementing together, instead of South African partners merely receiving funding. The GSP I covered a very wide range of topics and had over a hundred projects running at one stage. To manage, achieve, drive, and monitor them was not an easy task. And yet, more than ninety percent of our targets were achieved.

– Kenny Govender, chair of the GSP I Steering Committee
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<td>GIZ</td>
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<td>BMZ</td>
<td>German Federal Ministry for Economic Cooperation and Development</td>
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<td>Governance Support Programme</td>
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<td>B2B</td>
<td>Back to Basics</td>
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<td>DCoG</td>
<td>Department of Cooperative Governance</td>
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<td>CoGTA</td>
<td>Cooperative Governance and Traditional Affairs</td>
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<td>RDG</td>
<td>Reconfiguration of district government</td>
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<td>IGR</td>
<td>Intergovernmental relations</td>
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<td>IMC</td>
<td>Inter-municipal cooperation</td>
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<td>ANC</td>
<td>African National Congress</td>
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<td>NT</td>
<td>National Treasury</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>PFM</td>
<td>Public financial management</td>
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<td>DPME</td>
<td>Department of Planning, Monitoring and Evaluation</td>
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<td>OPSC</td>
<td>Office of the Public Service Commission</td>
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<td>M&amp;E</td>
<td>Monitoring and evaluation</td>
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<tr>
<td>OPM</td>
<td>Organisational and procedural manual</td>
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<td>MTSF</td>
<td>Medium term strategic framework</td>
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<td>PEP</td>
<td>Provincial evaluation plan</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>IUDF</td>
<td>Integrated Urban Development Framework</td>
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<td>VCP</td>
<td>Inclusive Violence and Crime Prevention Programme</td>
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<td>CSP</td>
<td>Cities Support Programme</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<td>CCPS</td>
<td>Centre for Cooperation with the Private Sector</td>
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<td>SDF</td>
<td>Spatial Development Framework</td>
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<td>HR</td>
<td>Human Resources</td>
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<td>DPSA</td>
<td>Department of Public Service and Administration</td>
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<td>PS-HRDSF</td>
<td>Public Service Human Resource Development Strategic Framework</td>
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<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
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<td>AIDS</td>
<td>Acquired Immunodeficiency Syndrome</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
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<tr>
<td>BKCOB</td>
<td>Border-Kei Chamber of Business</td>
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<tr>
<td>KLCBT</td>
<td>Kruger-Lowveld Chamber of Business and Tourism</td>
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<tr>
<td>BAaM</td>
<td>Business-Adopt-a-Municipality</td>
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<td>MoU</td>
<td>Memorandum of Understanding</td>
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<td>LEDA</td>
<td>Local Economic Development Agency</td>
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<td>NEDA</td>
<td>Nkonkobe Economic Development Agency</td>
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<td>ECNGOC</td>
<td>Eastern Cape Non-Governmental Organisation Coalition</td>
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<td>LED</td>
<td>Local Economic Development</td>
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<td>ABCD</td>
<td>Asset-Based Community Development</td>
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<td>DoJ&amp;CD</td>
<td>Department of Justice and Constitutional Development</td>
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<tr>
<td>PAJA</td>
<td>The Promotion of Administrative Justice Act</td>
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<td>PAIA</td>
<td>The Promotion of Access to Information Act</td>
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<tr>
<td>DIO</td>
<td>Deputy Information Officer</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organisation</td>
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<tr>
<td>SGB</td>
<td>School Governing Body</td>
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<td>SMT</td>
<td>School Management Team</td>
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<td>BCMM</td>
<td>Buffalo City Metropolitan Municipality</td>
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Introduction

The Governance Support Programme (GSP I) is a technical cooperation initiative agreed to between the governments of South Africa and Germany. It is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ).

The GSP I spanned a four-year term from 2013 to 2017 and provided technical, process and policy support to the South African government to remedy systemic shortcomings in service delivery. It built on the work of previous GIZ technical cooperation programmes – the Public Service Reform Programme (2005 to 2012) and the Support to Local Governance Programme (2004 to 2012). During its four-year term as a multi-level, multi-stakeholder programme, the GSP I worked together with several ministries and other government institutions, as well as a number of provincial administrations and municipalities, with particular focus in Mpumalanga and the Eastern Cape provinces. Additionally, to ensure a multi-stakeholder and multi-sectoral approach, the GSP I worked with the private sector and civil society organisations. The work activities of the programme were focused on three key areas which were identified as pivotal to improving service delivery:

1. **Policy coherence and intergovernmental relations**, which focuses on the improvement of institutional, functional and fiscal framework conditions for coherent, coordinated and evidence-based policy implementation across South Africa’s multi-sphere government system.

2. **Quality and efficiency of the core processes of human resources, finance and service delivery**, which focuses on improving human capacity development, organisational capacities and financial management for better service delivery in selected public institutions.

3. **Accountability, administrative justice and public participation**, which has a specific focus on access to administrative justice and the promotion of ethics and accountability within public institutions, as well as ensuring citizens’ participation in governance matters.

The GSP I embarked on various support activities and initiatives together with governmental and non-governmental partners in the national, provincial and local spheres. The programme emphasised the promotion of innovation and learning through developing, piloting and testing initiatives in selected municipalities, provinces and sector departments, with a view to replicate and disseminate good practices elsewhere.
Due to the sheer volume of work, the compilation of stories in this publication is meant to be a ‘distilled anthology’ rather than a complete compendium of all GSP I activities. The projects and support activities mentioned in this publication are features intended to provide an overarching understanding of the nature and diversity of the technical cooperation delivered by the GSP I. The aim of the publication is also to provide partners an overview on tools for further usage and possibly dissemination.

The GSP’s follow-on measure, GSP II, will be implemented between late 2017 and 2020. The GSP II builds on the work and partnerships of its predecessor programmes, with an implementation mandate based on the South African government’s Back to Basics (B2B) principles for more transparent, accountable, effective and efficient delivery of public services at the local level. Following improvements to the regulatory framework, and the piloting and processing of different approaches and instruments, the GSP II will focus particularly on implementing and disseminating tried-and-tested instruments and measures to improve the delivery of services in partner municipalities.
The National Development Plan states that ‘South Africa cannot afford to continue with the current level of confusion about how responsibilities are divided, shared and monitored across local, provincial and national government’.

Clarifying and managing these responsibilities, particularly on a local government level, has become a policy and implementation priority in the Back to Basics (B2B) programme, a South Africa Government initiative that was launched in 2014 by the President of South Africa and the Minister of Cooperative Governance and Traditional Affairs (CoGTA).

GSP support around intergovernmental functional responsibilities focused on both the national and local government level.

With the support of an expert, placed within the Intergovernmental Policy and Practice Chief Directorate of the Department of Cooperative Governance (DCoG), policy discussions were more coordinated and a review of the governance and implementation frameworks were conducted. The intergovernmental relations guidelines of the Ehlanzeni District Municipality in Mpumalanga province were also reviewed and updated.

To provide specific support to the DCoG an urban governance framework was drafted, which highlights the key challenges for and experiences of metropolitan and urban municipalities in implementing their assigned functional responsibilities. The framework also focuses on how these municipal responsibilities relate to intergovernmental challenges and relations with national and provincial sector departments.

The framework outlines recommendations to improve the implementation of these responsibilities through, for example, intergovernmental legislative and policy amendments such as reviewing the current transport legislation to assign more specific responsibilities to metropolitan municipalities.
The support provided on the urban governance framework was supplemented with a similar analysis for district and local (rural and peri-urban) municipalities, which formed part of the DCoG’s Reconfiguration of District Government (RDG) Programme – one of the priority support programmes of the B2B approach.

Case studies were produced for six district municipalities and compiled into an RDG report with short-, medium- and long-term recommendations on how to review and improve the implementation of intergovernmental functional responsibilities on a district municipal as well as local municipal level.

The Ehlanzeni District Municipality was supported to improve and update its district-wide intergovernmental relations (IGR) guidelines to be more practical and user friendly, and to improve its approach to intergovernmental functional support and implementation within the district and its local municipalities.

The updated guidelines enable the Ehlanzeni District Municipality to address previous governance challenges.
For example, how the district can support local municipalities on human settlement infrastructure projects – and in this manner improve the intergovernmental governance arrangements within the district.

The updated IGR guidelines also considered the principles and approaches highlighted in the Inter-Municipal Cooperation (IMC) handbook, which was developed through GSP support to the DCoG.

The primary focus of the IMC handbook was to provide a guide to municipalities on exploring alternative means and approaches to improving governance arrangements for the implementation of intergovernmental functional responsibilities between municipalities within a district.

Support for the governance arrangements on intergovernmental functional responsibilities at municipal level has led to an improved understanding of the challenges experienced, and has provided practical pointers for national legislative and policy refinements and amendments. Some of these, in particular on the reconfiguration of district government, have been used by the DCoG in the revised B2B approach (phase II) and as inputs into policy discussion documents on public administration and local governance at the African National Congress' (ANC) 2017 policy conference.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader are encouraged to contact the GSP at their own discretion.

» The [Urban Governance Framework](#).

» A review of the assignment framework of the water service function and institutional delivery mechanisms in the two-tier system of local government.

» Consolidated case studies of six district municipalities towards supporting a strengthening strategy for district municipalities.

» Ehlanzeni District Municipal Intergovernmental Relations Guidelines.

» The Inter-Municipal Cooperation practitioner’s handbook.
Fiscal and financial management in South Africa requires continuous review, particularly in light of fluctuating economic factors which impact on service delivery. As a result, the GSP developed a number of support mechanisms to facilitate progress towards the modernisation of financial management processes to improve service delivery.

Among others, the GSP’s support to the public financial management (PFM) reform agenda included a costing guideline for municipalities. The purpose of the guideline was to identify and calculate sustainable costs for municipal service delivery to ensure fair tariff setting for citizens and a profit margin for the municipality.

Large urban municipalities play an important role in the South African economy. In addition to providing infrastructure and services, urban municipalities must be economically competitive. The GSP supported an inter-departmental ‘infrastructure grant review’, which assessed whether the current local government infrastructure grant system is optimally structured to facilitate the efficient roll-out of municipal infrastructure. Grants, in general, are allocated funds which are conditional, offered for a specific purpose and are obtainable upon application by a municipality to national and provincial departments. The infrastructure grant review also facilitated round-table discussions to review recommended changes to improve the functioning of the system. The GSP supported the review process through the facilitation of engagements with sector departments and municipalities; international best experiences were presented and an expert was provided to advise on asset management practices in terms of the revised grant system.

IMPLEMENTATION PARTNERS

National Treasury (NT)
South African Local Government Association (SALGA)
Department of Cooperative Governance (DCoG)

LOCATION

Mainly national level support, with support to metropolitan municipalities where they were involved in the review processes.
In a separate project, a review of 'metropolitan own revenue sources', in partnership with National Treasury's inter-governmental relations (IGR) branch, aimed to better understand fiscal gaps in the current system and provided options to address the funding challenges that South Africa's metropolitan municipalities experience. To better understand the fiscal gaps, the review process undertook socio-economic profiles and analysed their respective revenue and expenditure figures to determine possible variances. An urban finance working group was established in 2015/2016; the GSP actively participates in the working group to address and support the eight metropolitan municipalities to improve and innovate own revenue sources.

Support around municipal finance was also provided to the South African Local Government Association (SALGA), including the introduction of new research strategies and...
innovative concepts for infrastructure funding, in particular municipal pooled financing and tax increment financing.

South African public procurement law requires that the publication of specific procurement information be accessible and transparent to citizens. To this end, the development of specifications for an e-procurement platform was supported to establish a central supplier database, an e-commerce platform and a tender portal. The GSP also supported the development of a public procurement bill and an accommodation framework for leasing of government buildings to encourage more progressive procurement processes in South Africa.

Internationally renowned open contracting principles call for the timely, current and proactive disclosure of documents and data related to public contracting to empower the public to understand and monitor public contracting as a safeguard against inefficient and corrupt use of public resources. To enable such proactive disclosure, government has been called on to develop systems to collect, manage, simplify and publish relevant data and documents regarding public contracts in a user-friendly and searchable manner that enables meaningful monitoring, performance and accountability. The GSP actively supported its partners in successfully achieving these endeavours.

ADDITIONAL INFORMATION

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» The Costing Guideline, a useful tool for practitioners.

» The Infrastructure Grants Review documents are available on the partner’s website for transparency and direction.

» The Metro Own Revenue Sources Review.

» Socio-economic profiles of metropolitan municipalities.

» Analysis of revenues and expenditures of metropolitan municipalities.
Monitoring and Evaluation (M&E) in South Africa has evolved since 1994 from an uncoordinated and uneven system to a more integrated, properly coordinated system that cuts across the three spheres of government. However, several challenges persist with institutionalising an integrated intergovernmental M&E system.

Having well-functioning and integrated M&E systems and procedures across the three spheres of government still require specific support and improvement. Integration and coordination are also more difficult for local government, whose reporting system is significantly more complex, with different reporting requirements and methods specified by the various national policy and sector departments.

The GSP supported a number of M&E initiatives at national, provincial and local government level within the context of establishing a government-wide, harmonised and integrated M&E system.

The Department of Planning, Monitoring and Evaluation (DPME) received support to introduce a process of administrative data reform, and the harmonisation and collaboration of different data systems. The support was facilitated through the placement of an expert within the department, and through long term technical advice. An organisational and procedural manual (OPM) and an M&E data software tool emanated from this support. The support and these tools have enabled the DPME to start implementing an integrated M&E system and to better coordinate relevant planning data from all spheres of government. Additionally, it has allowed the department to capture and analyse data in a more systematic and organised manner.

At provincial level, an expert was placed in the Office of the Premier in Mpumalanga to provide support with the implementation of the Medium Term Strategic Framework (MTSF) and the development of the Provincial Evaluation Plan (PEP).
The MTSF is government’s strategic plan for each five-year electoral term, and sets out the actions that government will take and the targets to be achieved. It also provides an implementation framework for the other plans of national, provincial and local government. When provincial governments draft their provincial MTSFs, they also have to develop PEPs as required by the National Evaluation Framework. The PEPs indicate how the targets set out in the provincial MTSFs will be monitored and evaluated, to ensure accountability and evidence-based decision-making.

The Eastern Cape Office of the Premier was supported with the development and implementation of an M&E policy framework that included a five-year and longer term PEP that outlines the province’s approach and strategy for provincial monitoring and evaluation of its MTSF targets.

At local level, Ehlanzeni District Municipality received support on the establishment and strengthening of an M&E unit. A expert was placed in this unit to further improve its capacity and to enable the district municipality to better support its five local municipalities with their M&E responsibilities and functions.

The use of M&E for planning and management was also supported and strengthened in the district, as well as the district municipality’s capacity to use evaluation towards more informed decision-making. All departments within the municipality were assisted in improving the quality of data collection, data capturing in an integrated system and data analysis for improved strategic and developmental planning.
As a result, a joint approach to developing the Integrated Development Plan (IDP) – a five-year plan which local government draws up to determine the development needs of the municipality – was implemented across all units in the Ehlanzeni Municipal Manager’s office.

Initiatives were also launched to use the lessons learnt at Ehlanzeni District Municipality and feed these into the national support provided to the DPME on the harmonisation of M&E systems.

The Office of the Public Service Commission (OPSC), which has the responsibility to report to Parliament annually on the state of the civil service, was supported to establish a data centre with a reliable, coherent and user-friendly database. The objective of the OPSC data centre project was to design a central database and put the necessary processes in place for accessing, transferring, capturing, analysing and presenting data from different government entities and related non-government entities, such as civil society organisations, that track government service delivery. This enables the OPSC to quickly respond to requests for data and to provide performance data in a more meaningful and credible way. It also enhances the OPSC’s capacity to properly monitor the various services rendered by government. Information captured in the data centre that relates to planning will also be captured in the DPME’s harmonised M&E system where relevant, as this department deals exclusively with data and information specific to government-wide planning.

The experienced gained through the various support initiatives on all spheres of government assisted government partners to first understand the need for a harmonised M&E system and secondly provided them with practical exposure on how such a system can be designed, implemented and managed in an integrated intergovernmental manner.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» An M&E organisational and procedural manual.

» The Ehlanzeni District M&E framework.

» Eastern Cape Operation Clean Audit Evaluation Report.
Transforming South Africa’s Cities

Participatory urban governance for inclusive development

More than 60% of South Africa’s population live in urban spaces and about 80% percent of the country’s GDP is generated in these cities. The pace of urban population growth is outstripping economic growth, and while government has been investing heavily in housing, water, sanitation, electricity and roads, the demand for access to basic infrastructure and services still outweighs the supply. Government faces several obstacles to working towards more efficient, inclusive, safe and affordable cities to live in. While in some departments technical capacities and skills remain insufficient, one of the greatest impediments is that the responsibilities within and across government spheres and sectors are not clearly delineated, or the intergovernmental relations are dysfunctional. In addition, long-term sustainable finance is not accessible and prevents good initiatives from taking root.

To improve urban development, the government tasked the Department of Cooperative Governance (DCoG) to develop a common vision and plan. An Integrated Urban Development Framework (IUDF) discussion document, published in October 2013, laid out the major urban development challenges and the objectives of the IUDF. In September 2014, based on proposals from a panel of academic experts and the public sector, a draft IUDF was published, which was subsequently opened for comment by government, business, civil society and the academic sector. The process resulted in Cabinet approving the IUDF and its implementation plan in April 2015 for the period 2016 to 2019. The IUDF is government’s policy position to guide the future growth and management of urban areas.

During a 2013 learning journey to Germany, the GSP enabled core South African government departments to form a common understanding of urban development challenges. It also supported the conceptualisation and facilitation of the IUDF.

IMPLEMENTATION PARTNERS

- Department of Cooperative Governance (DCoG)
- National Treasury (NT)
- South African Local Government Association (SALGA)

LOCATION

Mainly national level support, with some support provided directly to municipalities.
consultation process, with proposals formulated on the inclusion of all population groups into urban life. Furthermore, the GSP, in cooperation with its sister programme, the Inclusive Violence and Crime Prevention Programme (VCP), supported the integration of urban safety as a core theme within the IUDF. A video was developed to popularise the framework and to motivate its implementation among stakeholders.

The Cities Support Programme (CSP), formulated and established in 2011 as a South Africa-owned initiative under the auspices of the National Treasury, focuses on the eight metropolitan municipalities. The CSP works with national government departments to shift policy in a way that makes it easier for cities to work more efficiently. At the same time the CSP works with cities to ensure economic growth and poverty reduction.
Taking into account urban sprawl and alarming levels of poverty in South African cities, the need for affordable and reliable public transport networks is recognised by both the CSP and in the IUDF.

The GSP supported the CSP in the National Treasury on a study into public transport functions exercised in metropolitan municipalities, and available capacities. This is leading to targeted support from the CSP to cities. A study tour to Germany in May 2016 helped to establish a group of officials across national and local government which the CSP is using to accelerate the process of amending policies and to enable improved public transport.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion. The GSP has supported the following initiatives, reports and articles to foster effective, participatory urban governance and sustainable development:

» The [Integrated Urban Development Framework and Implementation Plan](#), which seeks to foster a shared understanding across government and society on how best to manage urbanisation and achieve the goals of economic development, job creation and improved living conditions for all South Africans.

» The [City Support Programme](#), an initiative of the National Treasury, which aims to address spatial inequalities and development challenges at city level.

» Article on the City Support Programme’s [study tour](#) on public transport governance.

» A study on public transport functions as part of our support to the City Support Programme.

» An Urban Governance Framework which provides clarification on the different urban governance powers and functions and how they are currently managed.

» Precinct management, a tool to optimise the use of existing resources to manage or maintain and improve key activities and priorities within a delineated area.
The influence of effective spatial planning on the character and socio-economic potential of any space can be profound. Proper spatial planning equips both communities and government to realise a vision for their communities. Spatial planning ensures that population growth is anticipated and planned for, but it is also the platform where safety and transport issues can be addressed, unused land can be appropriated, the potential of business nodes can be unleashed and recreational space can be reimagined.

The GSP provided technical support to the spatial planning initiatives of three of its partners, each with unique circumstances and needs.

The Mdantsane Township was established as a residential town in the Eastern Cape province in the 1960s, but was politically and administratively separate from East London (its closest large town). This area now falls under the jurisdiction of Buffalo City Metropolitan Municipality (BCMM). In spite of its development as an independent urban entity over the years, the available space was never optimised to accommodate its undulating and fragmented terrain, imposing many social and economic costs on the residents.

Together with BCMM and the National Treasury’s City Support Programme, the GSP created a precinct management model for Mdantsane Township, focussing on its central business district. Challenges around community identity, the sustainability of new and existing assets, investment attraction and the liveability of the space were addressed. As a result of this process, the National Treasury will select and fund catalytic capital projects identified through the model applied in Mdantsane.
Mkhondo Local Municipality is situated close to the Swaziland border in eastern South Africa. A rapidly growing urban node in its main town, eMkhondo (previously Piet Retief), analysis of recent demographic statistics and the need to comply with government’s new spatial planning and land use regulations urged the municipality to request support from the GSP to review its Spatial Development Framework (SDF).

The paper company Mondi Group, which has large forestry assets in the area, partnered with the GSP on this initiative as well as another GIZ programme, the Centre for Cooperation with the Private Sector (CCPS).

Municipalities in South Africa are required by law to produce an SDF, a document that guides and regulates
land development and land use in a municipality’s area of jurisdiction, in line with the municipality’s development vision, goals and objectives. With a new SDF in place, Mkhondo Local Municipality is better able to visualise the growth and development of its landscapes.

Leandra is a small community in Mpumalanga province, close to the border with Gauteng province. It reached historical prominence during the 1980s when community members and police clashed over residents’ forced removal to what was known during the time as KwaNdebele homeland. Today Leandra is home to about 80 000 people.

In 2014, a strong need for re-envisioning the space was identified. The GSP created an urban development framework for Leandra, which provides the community with a map towards improving transport nodes (as most of the residents are migrant workers) and a fresh style of urbanism, which seeks to bring together modern lifestyles, housing, places of employment, retail activity and leisure time. This initiative was implemented in partnership with the Leandra Community Centre, ensuring engaged community consultation in drafting the framework.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

- The Mdantsane Precinct management model.
- The spatial development framework for Mkhondo Local Municipality.
- The urban development framework for Leandra, in partnership with the Leandra Community Centre.
Investing in our Human Capital

Broadening the public sector’s human resource capacities for effective service delivery

Effective human resource (HR) management and development play a pivotal role in any employee’s career. In South Africa, there are two national departments responsible for the HR management and development of the public sector workforce – the Department of Public Administration (DPSA) is responsible for all national and provincial departments, and the Department of Cooperative Governance (DCoG) is responsible for local government.

The GSP partnered with both these national departments to advance HR management and development in the South African public sector, as well as with selected local municipalities to support key HR functions.

HR planning and development frameworks guide HR processes and initiatives in the public sector. These frameworks must be conducive to HR practitioners’ work, and in line with national regulations. In partnering with the DPSA, the GSP supported a review of the Public Service Human Resource Development Strategic Framework (PS-HRDSF) – the vehicle through which HR development strategies, projects and interventions are planned, implemented and monitored in all national and provincial departments.

The GSP also drafted management and planning guidelines for HR development, targeting HR development units in all national and provincial departments, to ensure that these units are properly supported to contend with the changes to the PS-HRDSF. Additionally, the GSP provided training on these guidelines to the HR development units.

To support the South African public service to address the effects of the HIV pandemic on its workforce, the GSP developed HIV/AIDS mainstreaming guidelines. The document embraces all types of possible HIV/AIDS mainstreaming contributions from public sector institutions, with a focus on prevention and management of civil servants living with the virus.

IMPLEMENTATION PARTNERS

Department of Public Administration (DPSA)
Department of Cooperative Governance (DCoG)
Buffalo City Metropolitan Municipality
Ehlanzeni District Municipality
Ntabankulu Local Municipality
Ndlambe Local Municipality
City of Mbombela Local Municipality

LOCATION

National, with ad hoc support to one metropolitan and one district municipality, and to three local municipalities in the two mandate provinces, Eastern Cape and Mpumalanga.
An international exchange between the DPSA and its equivalents in Germany and France was arranged in South Africa to allow for peer-to-peer learning on the trends and challenges facing the management of the HR function in the Public Service, in OECD countries, and especially in South Africa\(^1\), Germany and France. As one of the results, the DPSA was invited to join a panel of civil servants in OECD countries having gone through a strategic Human Resource Management Survey. The survey seeks to evaluate and benchmark against all OECD country policies and practices aimed at attracting and developing talented professionals, efficient management of the workforce and measures to improve performance in service delivery.

Partnering with the DCoG, the GSP piloted the local government professionalisation assessment tool in Buffalo City Metropolitan Municipality, Ehlanzeni District Municipality, and Ntabankulu and Ndlambe local municipalities. This tool is used to assess the ability of local government to deliver on the four dimensions of professionalism as set out in the local government professionalisation framework, which was designed by one of the GSP’s predecessor programmes.

\(^1\) Although not an official member of the OECD, South Africa is recognised by the organisation as a “key partner”.

Guy Stubbs/africamediaonline.com
The four dimensions are:

• Local government service orientation
• Technical professionalism
• Managerial and leadership professionalism
• Administrative professionalism.

The tool is now ready for national roll-out. By applying this tool, HR practitioners in municipalities will be able to assess shortcomings and areas of additional capacity development, with the intent of addressing them through development-orientated HR practices.

ADDITIONAL INFORMATION

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» A new municipal structure design for City of Mbombela Local Municipality in Mpumalanga province – formed after the amalgamation of Mbombela and Umjindi local municipalities.

» A new governance model for Ehlanzeni District Municipality in Mpumalanga province.

» The development of service level agreements between the departments of Information and Communication Technology (ICT), budgeting, HR and supply chain, and their internal customers in Mkhondo Local Municipality (Mpumalanga province).

» A review and optimisation of the organisational system in Ndlambe Local Municipality in Eastern Cape province, to improve the cooperation and coordination between municipal departments.

» The development of three case studies for South Africa’s National School of Government, specifically its public management and leadership programme, Project Khaedu. The National School of Government addresses the systemic challenges of public service delivery through the development of public officials. The intersect of the GSP programme with Project Khaedu contributes to the objective of enhancing public service delivery by understanding communities’ needs and being able to respond to such needs faster and more effectively.
It is now widely acknowledged that government alone cannot solve all the problems faced by its communities; only through the joint efforts of a host of stakeholders can necessary change be achieved. The inclusion of the private sector in sustainable development is a prominent principle of the international development agenda – underscored by the United Nations’ active inclusion of private sector entities since the launch of its Sustainable Development Goals.

The GSP understands the value of partnership between the public and private sectors and has supported ties between the South African government and private sector entities through various initiatives at both local and national level.

In 2011, the DCoG launched a national initiative called Business-Adopt-a-Municipality (BAaM) to provide a formal platform for engagement between municipalities and the various private sector stakeholders in their municipal areas. The rules of engagement are stipulated by the DCoG, which also provides support to the formation of the BAaM partnerships. The initiative includes workshops to determine the mutual goals of the parties involved, after which a Memorandum of Understanding (MoU) is signed to formalise the agreement between them.

The GSP partnered with the DCoG to create appropriate guidelines for the formation of BAaM partnerships. This culminated in a booklet aimed at both public and private sector audiences, with a detailed description of the steps involved, as well as an official MoU template. Apart from designing and compiling the BAaM guidelines, the GSP also supported the DCoG in brokering a number of BAaM partnerships.
By partnering with business chambers, the GSP gained access to their entire business network, enabling it to bring public and private entities closer together. Unfortunately the relationship between the public and private sectors in South Africa is often filled with distrust and misunderstanding; bringing them together takes time and dedication.
In order to apply the necessary time and dedication to clarify misunderstandings and propagate trust between the public and private sectors, two experts were placed with selected business chambers in the Mpumalanga and Eastern Cape provinces. Each of these placements focused on particular initiatives that would support the relationship between a business chamber and the applicable municipality. With the Border-Kei Chamber of Business (BKCOB) in the Eastern Cape province the focus was on investment attraction and mutually-beneficial initiatives between the chamber and its local municipality.

In the Kruger Lowveld Chamber of Business and Tourism (KLCBT) in Mbombela, previously known as Nelspruit, the objective was to address challenges such as sustainable electricity and water supply, tourism safety and security, the neglected condition of public attractions, the state of roads, the promotion of good governance and anti-corruption initiatives, and supporting the relationship between Mbombela Local Municipality (known as the City of Mbombela since August 2016) and the chamber.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

- The [Business-Adopt-a-Municipality guidelines](#) developed in partnership with DCoG.
- A factsheet on the BAaM partnership relating to a spa resort in Aliwal North.
- A factsheet on the BAaM partnership between Nelson Mandela Bay Metropolitan Municipality and Continental Tyres South Africa.
- A factsheet on Invest Buffalo City ([www.investbuffalocity.com](http://www.investbuffalocity.com)), a website launched through a partnership between BKCOB and Buffalo City Metropolitan Municipality.
- A case study on the Hazyview Tourism Safety Ambassador Programme.
Local Agency, Local Action, on the Ground Results

Vehicles for supporting local innovation and improved service delivery

The concept of a Local Economic Development Agency (LEDA) originated in Europe during the 1950s to address the devastation caused by World War II. Since then LEDAs have emerged all over the world in various forms and with diverse mandates.

In 2002, with the support of the Industrial Development Corporation, the first LEDAs were established in South Africa to support local and district municipalities in their local economic development mandates. To date there are more than 19 active LEDAs in South Africa, but the successful implementation of their various objectives differ greatly.

The GSP took an interest in these LEDAs as alternative vehicles of service delivery, and partnered with the DCoG – responsible for overseeing economic development at the local level – to research their functionality.

To enable the DCoG to prepare strategies for support to LEDAs, the GSP launched a study on the state of LEDAs in South Africa. The study gives a comprehensive account of how many LEDAs have been established since 2002, how many are still active, what their different mandates are (or were), the challenges they have been confronted with, and most importantly, the successes they have achieved. It is the first study of this scale on LEDAs in South Africa, and it provided the DCoG with recommendations on how it can support these agencies going forward. The study was completed in mid-2017 and its findings presented in July of the same year.

IMPLEMENTATION PARTNERS

Department of Cooperative Governance (DCoG)
Nkonkobe Economic Development Agency (NEDA)

LOCATION

National, with specific support to the Nkonkobe municipal area (as of August 2016 part of Raymond Mhlaba Local Municipality).
When the ‘LEDA buzz’ hit South Africa, many municipalities jumped at the opportunity to establish such an agency, only to discover cost implications and other sustainability issues later on. Many LEDAs were either disbanded within two or three years of establishment or simply stopped being productive due to budget constraints. A guideline was needed to support municipalities in considering all the implications of establishing and maintaining a LEDA before resolving to go ahead.

To address this need, the GSP created a decision-making tool – now available through the DCoG – which enables a
Local Agency, Local Action, on the Ground Results

municipality to determine whether establishing a LEDA would truly address its needs, or whether another type of special purpose vehicle might be a better solution for the particular municipality and its constituents. The tool also unpacks the financial implications linked to the establishment and maintenance of a LEDA.

The GSP further provided direct support to LEDAs in the Mpumalanga and Eastern Cape provinces. In rural parts of South Africa, technical expertise is hard to find and retain, inhibiting the realisation of quality deliverables.

To support LEDAs to address this challenge, the GSP designed a tool for Nkonkobe Economic Development Agency (NEDA) in the Eastern Cape, which enabled it to consider alternative means of securing technical expertise. This tool, available through the DCoG, can be tailored to suit the specific needs of other LEDAs.

The recognition of this requirement for the sourcing and retaining of suitable technical expertise led to the placement of an expert at NEDA for two years. This provided the agency with access to an expert in local economic development, and enabled NEDA to fast-track its organisational development through the transfer of skills and the sharing of lessons learnt.

ADDITIONAL INFORMATION

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» A publication containing tools, guides, and studies pertaining to LEDAs will be available by mid-2018. This publication is titled "Making it Work, Together".
The principle behind public participation is that citizens who are affected by the decision-making processes of public authorities have a right to be consulted about and contribute to such activities. Public participation and citizen engagement at municipal level can be a challenging space to facilitate. Public participation in local communities is often a process that is state driven and has been shaped by the perception that consultation with local community members is an end in and of itself, rather than using and integrating their inputs to inform the decisions made by local government.

Asset Based Community Driven Development, or ABCD, is a distinct approach that can assist local communities to overcome some of the challenges they face. The ABCD model urges communities to assess and consider their collective strengths in advancing their own local development.

The GSP assisted municipal planning processes in the Eastern Cape through the ABCD approach. The aim of the initiative was to integrate ABCD as a principle of citizen engagement to improve key municipal planning processes such as Integrated Development Planning (IDP) and Local Economic Development (LED) – two areas in local government that would greatly benefit from genuine and effective engagement between government officials and members of the community.

The definition of assets in the ABCD context is broadly categorised as ‘anything of value’ that is available in the community. Communities are encouraged to explore resources already available to them that could be leveraged. These range from specific skills and talents of individuals to social networks such as burial
societies and stokvels¹, significant cultural or historical roots, natural resources such as medicinal plants and rivers, and infrastructure such as roads and train stations.

The GSP partnered with the Eastern Cape NGO Coalition (ECNGOC) to pilot this approach in Nkonkobe Local Municipality and Lukhanji Local Municipality in the Eastern Cape.

The initiative was implemented in three progressive phases.

In the capacity development phase, over 200 practitioners in the two local municipalities were trained in the ABCD methodology. The practitioners were mostly individuals who played a role in municipal planning such as ward councillors, ward committee representatives, community development workers and representatives from civil society.

¹ ‘Stokvel’ is a South African term for a savings or investment society to which members regularly contribute an agreed amount and from which each member receives a lump sum payment on a rotational basis.
In the application phase, various wards within the two pilot municipalities applied the ABCD approach in ward profiling and ward-based planning activities; lessons from these engagements could subsequently be used to inform and enhance the IDP and LED processes.

The application of the ABCD approach to ward profiling and ward-based planning ensures that the community perspective brought to these processes is ‘strengths-based’ rather than ‘needs-based’, and ensures more meaningful public participation.

In the documentation and integration phase, engagement with various actors who shared their results revealed that both Nkonkobe and Lukhanji local municipalities integrated elements of the ABCD-influenced ward-based plans into their reviewed IDPs for 2016/2017.

Following the positive outcomes of the ABCD pilot projects, the Eastern Cape Office of the Premier has encouraged all municipalities to adopt and apply the ABCD approach in their municipal planning processes and integrated service delivery models. Lukhanji has been merged into the new Enoch Mgijima Local Municipality that now uses the ABCD characteristics of focus on assets, extensive and meaningful involvement of officials and community members, and using community members as facilitators of engagement in its planning processes. Both the Office of the Premier and the ECNGOC continue to support Nkonkobe and Enoch Mgijima Local Municipalities as well as those municipalities that apply the ABCD approach.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» See this article by the Township Times on the ABCD project with ECNGOC.
All government institutions, including entities such as the police and parastatals, perform an administrative action when they make decisions that affect a person’s rights. Administrative justice involves the course of action citizens can take when government makes decisions that appear to be wrong, unfair or unjust.

Even though administrative justice is a Constitutional right in South Africa, administrators and decision-makers often do not exercise their roles and duties in a lawful, reasonable and procedurally fair manner. At the same time, citizens are not always knowledgeable and fully informed about their right to administrative justice, or even how to ‘use’ this right. The Promotion of Administrative Justice Act (PAJA) gives effect to the Constitutional right to lawful, reasonable and procedurally fair administrative action, as well as the right to written, credible reasons to be provided for government’s acts and decisions.

To support just administrative action, the GSP followed a three-pronged strategy.

First, public officials were assisted to improve their business processes to deliver better services to communities. The intervention aimed at improving public officials’ knowledge of the PAJA and their orientation towards acting justly and fairly. The engagement also endeavoured to improve and refine procedures and communication lines to support administrative justice in public officials’ actions.

To empower citizens, non-governmental organisations received extensive training to understand and use the PAJA in support of persons who have been treated unfairly.

It is important that citizens are enabled and confident to exercise their rights to justice. Enforcement is a key success factor here; the GSP therefore trained investigators of the primary organs of state who deal with maladministration in the application of the PAJA.
In the Eastern Cape, the GSP supported the Office of the Premier, the Department of Rural Development and Agricultural Reform, the Department of Sport, Recreation, Arts and Culture as well as Amathole District Municipality, and Buffalo City and Nelson Mandela Bay Metropolitan Municipalities to become compliant with the legislation around administrative justice and to make decisions around the services they provide to communities in an administratively just manner.

Each of the government departments and municipalities also received dedicated advisory services and training on organisation-specific circumstances and decision-making processes.

On the ground, services that benefited from this engagement include transport for learners in rural and poor areas, the distribution of livestock to rural farmers to improve stock levels and stock quality, the admission of students, particularly female students, to study as animal health technicians, and the issuing of driver’s licences and vehicle roadworthy certificates.

The GSP also trained a number of legal advice offices as civil society intermediaries between public organisations and citizens. Legal advice offices assist citizens in resolving legal, para-legal and service delivery problems they experience in dealing with government at all levels. Some 688 employees of public organisations and staff of 35 legal advice offices received training. 79% of participants who were trained were women.

In the national sphere, 140 investigators of the Office of the Public Protector and the Public Service Commission received training on the application of the PAJA in their work. In partnership with Corruption Watch, the South Africa chapter for Transparency International\(^1\), members of the business community received advice and training on using the available legislation to ensure fair decisions in public procurement.

\(^1\) Transparency International is a global movement that seeks to stop corruption and promote transparency, accountability and integrity at all levels and across all sectors of society.
Some of the key lessons learnt from these activities are that:

- The need for compliance is not enough to ensure effective application of laws and policies. In the case of administrative justice, public officials need to understand the ‘business case’ for complying. Effective application of the PAJA through the GSP interventions has led to better procedures and processes, better delivery of services and less litigation.

- The multi-stakeholder approach of working with both the state and the non-state sector – to ensure both actors have similar knowledge of the proper exercise of rights – produces better results.

- Introducing enforcement, monitoring and reporting activities around legislation provides additional impetus to achieving compliance.

Enabling public officials to understand and effectively apply the requirements of the PAJA in their service delivery processes – and empowering citizens to exercise their Constitutional right to administrative justice – ensure effective decision-making on the part of public entities and active engagement between the state and communities on the provision of services.

ADDITIONAL INFORMATION

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

Applying the lessons learnt through these interventions, the GSP developed a number of guides to support continued implementation of the PAJA and to support upscaling to all public organisations:

» A guide for public organisations on how to mainstream PAJA into their administrative processes.

» A guide for public officials and the public as the users of services provided by public institutions on how to apply the PAJA.

» A guide for businesses on how to exercise their rights in terms of administrative action in public procurement.

» A comprehensive training programme, including a facilitator’s guide and reading materials, on PAJA and the law pertaining to access to information.
To give effect to the values of accountability, responsiveness and openness of the post-Apartheid Constitution, the public must have access to information held by the state. Participation in the democratic process can only be effective if it is informed participation, based on accurate information. An examination of the nefarious dealings of South Africa’s dark past shows how secrecy and the lack of access to credible information allowed corruption to flourish and subjugated its people.

The Promotion of Access to Information Act (PAIA) was promulgated as a key piece of human rights legislation, emanating from the Bill of Rights in the Constitution. The PAIA grants every person the right to access any information that is held by public bodies, without the need to give specific reasons for such requests. This right empowers individuals, and promotes transparency and accountability in public administration.

To support implementation of the objectives of the PAIA, the GSP followed a three-pronged strategy of:

- Capacitating the state to apply the legislation through the training of officials and enhancing information management processes.
- Ensuring that legal advice offices can support ordinary citizens to access information from the state.
- Ensuring that PAIA compliance is monitored and reported on.

To achieve these aims, compliance with the PAIA was reviewed, the PAIA manual was further developed and refined, and implementation processes were improved within three provincial departments and two metropolitan municipalities in the Eastern Cape, and for the Office of the Public Protector.
All deputy information officers (DIOs) in these institutions were trained in the application of the legislation, as well as 24 DIOs from national government departments in KwaZulu-Natal and from the City of Johannesburg.

DIOs are a central contact for enquiries within public institutions, and are responsible for assisting members of the public to gain access to information. Well-trained and effective DIOs are therefore an essential link in providing the public with timely, accessible and accurate information.

In the Eastern Cape, intensive PAIA training was provided to DIOs of all provincial departments, and district and local municipalities. And 100 records managers in provincial departments and municipalities in the province received training on records management.

Public officials and civil society organisations also received training on the Promotion of Administrative Justice Act (PAJA), as well as on the application of the PAIA.
The PAJA and the PAIA are two of four pieces of legislation that are regarded as South Africa’s ‘human rights Acts’. In practice, the two Acts use similar decision-making and information management process within public organisations. The gains of applying these Acts effectively are significant – increased efficiencies in public administration, less litigation, and an empowered and engaged citizenry.

Improving the tools, mechanisms and capacities of the organs of state and of communities around information disclosure is a significant step towards ensuring public institutions are more transparent, act in accordance with rule of law principles and engage more effectively with the people they serve.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

To institutionalise the PAIA, several tools were developed and implemented, as well as a set of indicators to measure PAIA compliance, as part of the annual Management Performance Assessment Tool that all national and provincial departments use.

- The PAIA guide for officials and the public on how to provide and access information.
- A checklist for PAIA compliance that public bodies can use as a quick reference.
- A guide for businesses on how to exercise their rights on administrative action as it relates to public procurement, using both the PAJA and the PAIA.
- A comprehensive training programme, which includes a facilitator’s guide and reading materials on the PAIA and the law pertaining to administrative justice.
- An article on a workshop on PAIA, conducted in partnership with Corruption Watch.
Evidence shows that corruption in South Africa is increasing alarmingly and is rife in certain parts of the economy. Corruption in its various forms and levels of sophistication is constantly evolving, thus the measures to expose, report and prevent corruption also have to improve. Concerned members of the public increasingly speak out against corruption and are eager to find ways to participate in the fight against corruption. The digital approach to fighting corruption is a modern tactic that provides channels for education and reporting that are easy to use, secure and familiar to a technology-savvy generation.

The GSP has supported government, business and civil society organisations (CSOs) to fight corruption through policy improvements, increasing the capacity of individuals and enhancing organisational efficiency and systems.

Corruption Watch, a registered non-profit CSO and the accredited South Africa chapter of Transparency International, gathers, analyses and shares information about corruption in the country. It also conducts investigations and research on corruption, and engages in civic mobilisation. The organisation operates nationally from its offices in Johannesburg and has 25 staff members; its work is overseen by an independent board which includes prominent South Africans.

The GSP placed an expert with Corruption Watch to assist the CSO to update and modernise its website and other online channels – as a result, the number of reports on corruption more than doubled, as did the general traffic to the website.
The significant improvement in the way in which Corruption Watch’s online channels are now made available and used has enabled the organisation to more effectively communicate with, educate and mobilise citizens against corruption. It has also improved its access to funding (donations, grants etc.), making it a more sustainable and independent entity.

Corruption Watch now has an active and ever-growing community of supporters, funders and engaged citizens.

Many small, medium and large enterprises face challenges around corruption, including exposure to demands for bribes to be able to obtain business and to comply with regulatory
requirements. Some businesses also find it difficult to comply with legislative and other standards for good corporate governance and should look at furthering their corporate social responsibility investments. In short, such enterprises have to enhance the integrity of their business practices and relationships, and review how they fulfil their responsibility towards the communities from which they draw labour and to whom they provide goods and services.

At a practical level, the GSP supported the Kruger-Lowveld Chamber of Business and Tourism (KLCBT) to establish and roll out a code of conduct for members. An online platform was created for businesses in the greater Ehlanzeni area in Mpumalanga, which gives advice on reporting corruption and information and sources of support on raising the integrity bar for businesses. An annual integrity award for businesses was also established for KLCBT member organisations.

**ADDITIONAL INFORMATION**

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

» Case study: Corruption Watch’s improved online channels.

» Case study: KLCBT online platform on integrity.

» To view the integrity platform created in partnership with KLCBT, visit [http://klcbt.co.za/integrity](http://klcbt.co.za/integrity)
Improving and promoting integrity in the management of school funds and assets have become a priority in many schools in South Africa. The persistent reporting of cases regarding alleged abuse and misuse of school funds prompted the Eastern Cape Anti-Corruption Forum, through the Eastern Cape Office of the Premier, to approach the GSP to initiate a pilot training project. The project aimed to empower school governing bodies (SGBs) and school management teams (SMTs) to better understand and perform their roles and responsibilities in fostering integrity in school operations.

School governing bodies are statutory entities that comprise parents, educators and non-teaching staff who work together to promote the well-being and effectiveness of the school community. The parent component in the SGB plays a critical role in promoting accountability in schools.

Good governance leads to the effective management of schools, which contributes to the ultimate goal of improving the quality of teaching and learning. This has been an ongoing challenge across the country, and both national and provincial education authorities have struggled to address this issue.

Following a thorough scoping exercise which involved consultation with provincial and district officials responsible for school governance and management support, a training programme was developed, targeting 60 schools – 20 from each of the three education regions (the eastern/Mthatha, central/Queenstown and the western/Port Elizabeth regions) in the province. In addition to district and school officials, two representatives from each school’s SGB – the chairperson and the treasurer – participated in the training.
The two-day workshop included eight training modules which addressed:

- The legislative framework
- Financial roles and responsibilities
- Planning and budgeting
- Adequate record-keeping and controls
- Corruption and risk assessment
- Ethics
- Reporting corruption and fraud
- Monitoring and reporting.

When they were asked to reflect on the potential impact of the training programme, most of the participants from the 60 schools that received the training, as well as the district officials, gave positive feedback on the training programme and its direct impact on their school environment. This emphasises the import and relevance of the issues the training addresses, highlighting areas of shortcoming in each of the schools’ environments. With the support of Corruption Watch (see page 39) this initiative is now being duplicated in Gauteng’s education system, with prospects of a country-wide roll-out.
ADDITIONAL INFORMATION

Where possible, links to the relevant documents have been provided. In order to access information without a link the reader is encouraged to contact the GSP at own discretion.

The outputs of this pilot training project can immediately be used for training programmes at schools with similar challenges, and include:

» A detailed training manual on the eight modules presented in the pilot training programme.

» A facilitator’s guide – a useful tool for district officials in their school governance oversight role to enable implementation of the training programme across the education sector.

» A set of guidelines to be circulated to all participating schools as a reference on the roles and responsibilities of the school finance committee and the SGB.

» A detailed fact sheet on how the project was conceptualised and executed, with explanatory notes for schools on how they could foster greater integrity in the management of their funds and assets.
The GSP subcontracted Particip GmbH and GFA Consulting Group to deliver on some of its objectives. The following pages contain the initiatives these consultancies supported the GSP with: Page 12 – Better Impact Assessment through Improved Coordination; Page 21 – Investing in our Human Capital; Page 33 – Ensuring Decisions that Affect you are the Right Decisions; Page 36 – Access to Information – Bring on the Sunshine!