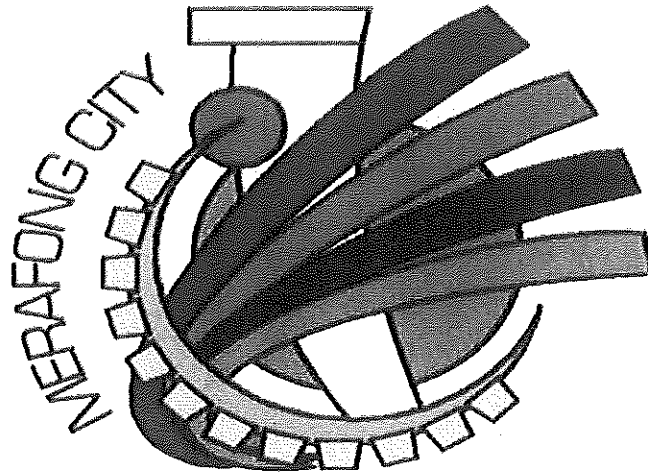


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ANTI-CORRUPTION STRATEGY 2014/ 15 FINANCIAL YEAR

TIP- OFF ANONYMOUS FRAUD HOTLINE

TEL: 0800 004 004

FAX 0866 614 1027

E-MAIL: Merafong@thehotline.co.za

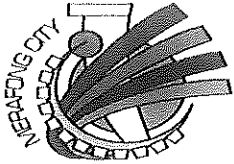
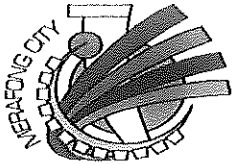


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1. BACKGROUND

This anti-corruption strategy has been developed for Merafong City Local Municipality (MCLM) to give effect to the expressed commitment of the Municipality to fight corruption in the institution. This strategy is largely aligned with the anti-corruption strategy of 2002 which was developed by the Department of Public Service Administration (DPSA).

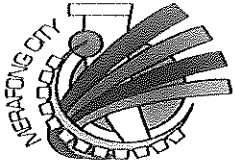
South Africa has amongst other countries, the best pieces of anti-corruption legislation and policy frameworks to guide the behavior and conduct of public servants and any other individuals that interact with them and or render services to the public sector. These have largely been developed since 1994. In addition, regulatory mechanisms have been put in place to govern the conduct of political office bearers such as Premiers and Members of the Executive Council (MEC). These frameworks deal with, inter alia issues of financial disclosure, conflict of interest and insider information. South Africa has further acceded to the United Nations African Union, SADC and OECD international legal instruments on anti-corruption.

In short it can be argued that the elements of an effective anti-corruption framework exist in South Africa and in Provinces including Gauteng. However these do not function optimally and are not effectively adhered to. South Africa continues to rank amongst the highest in terms of levels of corruption and perceptions of corruption.

2. OBJECTIVES OF THE STRATEGY

The specific objectives of this anti-corruption strategy are:

- To fight fraud and corruption in MCLM in all its forms, through the prevention and combating of corruption.
- To identify common strategic priorities in combating corruption
- To promote good governance and best practice in MCLM
- To promote professional ethics within the different departments in the municipality
- To magnify MCLM's efforts to create awareness, training and education about corruption including how and where to report corruption and any ethical misdemeanors.
- To create a culture of zero tolerance for corruption and whistle-blowing in Merafong's community and all sectors.
- To strengthen compliance and enforcement of regulatory mechanisms and accountability of municipal employees at all levels.



3. SCOPE AND PURPOSE

The purpose of MCLM anti-corruption strategy is to outline an approach that is holistic, integrative and pragmatic enough to enhance the municipality's efforts in intensifying the fight against corruption. This includes detection, prevention and combating of fraud and corruption with a referral of serious cases of corruption and fraud to special investigation units and or agencies in collaboration with the criminal justice system.

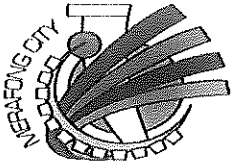
While government's anti-corruption efforts must reach society as a whole, the strategic focus is on reducing and eliminating the occurrences of corruption within the public service. It further holds for MCLM that the key outcome is to reduce incidents of fraud and corruption and promote an ethical institution.

This strategy mainly applies to all unethical conduct, fraud, corruption, or suspected irregularities of this nature involving the following target group:

- Political office bearers, including the Executive Mayor and Members of the Municipal Council.
- All officials /employees of MCLM
- Private individuals and entities who provide goods and services to the municipality, including consultants, suppliers, contractors and other
- Providers of goods and services to the municipality and civil society
- Non-governmental organisations and agencies and other parties receiving benefits from the municipality.

4. PROBLEM STATEMENT

Corruption is a universal problem that undermines growth and development by diverting resources away from development programmes, its effects are particularly harmful to developing countries and achieving good governance and fighting corruption is amongst the most important challenges facing new democracies such as South Africa. Merafong like many other municipalities is also exposed to vulnerabilities of both fraud and corruption.



5. LEGISLATIVE FRAMEWORK

The following pieces of legislation guides South Africa and its institutions' efforts to combat and prevent corruption:

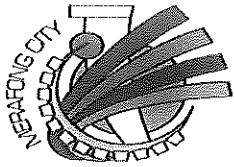
- i. The Prevention and Combating of corrupt Activities Act, 2004 (Act No. 12 of 2004)
- ii. The Promotion of Access to information Act, 2000 (Act No 2. of 2000)
- iii. The Promotion of Administrative Justice Act, 2000 (Act No 3 of 2000) (the PAJA)
- iv. The Protected Disclosures Act, 2000 (Act No26 of 2000)
- v. The Public Finance Management Act, 1999 (Act No. 1 of 1999) (the PFMA)
- vi. The Municipal Finance Management Act, 2003 (Act No.56 of 2003) (the MFMA)
- vii. The Finance Intelligence Centre Act, 2001 (Act No 38 of 2001) (the FICA)
- viii. The Prevention of Organised Crime Centre Act, 1998 (Act No 121 of 1998)
- ix. The National Prosecuting Authority, 1998 (Act No. 32 of 1998)
- x. The Public Service Act, 1994 as amended by (Act 30 of 2007)

6. DEFINITION OF CORRUPTION

Settling on a working definition of “corruption” is essential for setting the tone for this strategy. Proceeding to identify a working definition of corruption could begin by acknowledging the fact that general definitions of corruption seem to be difficult to produce, and beginning to look at how the act of corruption has been legally acceptable definition of corruption and as well as of what sorts of conduct should be included or excluded particularly in developing criminal laws or other politically sensitive concepts of corruption.

For example on the one hand the United Nations (UN), in its toolkit (2001), proposes the following definition: Corruption is an abuse of public power for private gain that hampers public interest, while on the other hand experts such as Elliston and Feldberg (1985, p.25) provide a classic definition of corruption which holds that: “A public official is corrupt if that official accepts money or something he or she in under a duty to do anyway, under a duty no to do, or for exercising legitimate discretion for improper reason”

However most members of the public understand the word corruption much more broadly to include the abuse of resources, maladministration, theft and fraud. To ensure the public's faith in the public service, it is crucial to address the risks of any of these occurring as well as addressing the risks of corruption as defined in the Act. Even minor transgressions like small scale theft, misuse or abuse of property, abuse of sick leave, or generally failing to comply with laws, rules and regulations can have a major effect. And tolerating small scale transgressions often creates an environment for larger scale irregularities to take place. Hence, when people engage in such activities, they are loosely accused of doing something illegal, immoral or unethical.

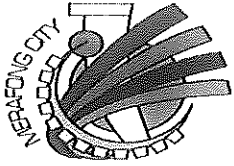


7. WHY CORRUPTION IS A PROBLEM

The concern of governments with government transformation, reinventing government, and government reform has introduced a new era of governance. The implications of this concern are varied and relate intimately to the question of ethical governance and/or integrity. The extent of the problems of corruption and other ethical pathologies within the country in particular the public service are additional obligatory reasons for focusing attention on corruption, fraud and ethics. Today, corruption in South Africa is a serious problem affecting all sectors of society that needs to be understood in the context of both globalization and the country's unique history. Public sector corruption drains state of resources and weakens its capacity to meet the needs of its people and its ability to create opportunities for personal advancement and growth.

Corruption in the public service affects the entire community- it causes problems for individuals, for groups of people, for communities and for the country as a whole. For example:

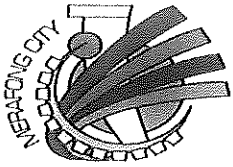
- Corruption undermines human rights like the right to equality and to freedom of trade and occupation.
- When people pay bribes to get things that they are not entitled to (like old age pensions or other forms of social grants), there is less money available to people who really need it.
- Corruption increases the cost of public services. As a result there is less money for housing, health care, education, or other basic services.
- Business costs, and costs to consumers increase.
- Corruption can lead to people promoted who do not deserve to be.
- Countries with reputations for corruption scare off foreign investors, losing valuable foreign currency that could be used for economic development.
- Corruption stop economic development in the country because people from outside will not put their money into such countries.
- Because corruption is a crime, corrupt officials have to be prosecuted and perhaps be kept in prison, (an exercise which is expensive and puts additional burden on the criminal justice system).
- Loss of confidence in Public Institutions in any country the public entrusts confidence in its political order and institutions. However, if corruption sets in such trust and confidence in the system is lost. This develops to the undermining of the rule of law, contractual and property security, civil order and safety and even the legitimacy on the state or organization.



8. DIMENSIONS OF CORRUPTION

In order to develop an Anti –corruption Strategy it is important to understand the various forms in which corruption manifests itself in the organisation and elsewhere in the society. The following examples illustrate the various manifestations.

- a. *Bribery*: Bribery involves the promise, offering or giving of a benefit that improperly affects the actions or decisions of a public servant. This benefit may accrue to the public servant, another person or an entity. A variation of this manifestation occurs where a political or government is offered, promised or given a benefit that improperly affects the actions or decisions of the political party or government. In its most extreme manifestation this is referred to as State Capture, or the sale of Parliamentary votes, Presidential decrees, criminal court decisions and commercial decisions. *Example*: A traffic officer accepts a cash payment in order not to issue a speed fine.
- b. *Embezzlement*: This involves theft of resources by persons entrusted with the authority and control of such resources. *Example*: Hospital staff that steals medicines and in turn sell these to private pharmacists.
- c. *Fraud*: This involves actions or behaviors by a public servant, other person or entity that fool others into providing benefit that would not normally accrue to the public servant, other persons or entity. *Example*: A public servant that registers a fictitious employee in order to collect the salary of that fictitious employee.
- d. *Extortion*: This involves coercing a person or entity to provide a benefit to a public servant, another person or an entity in exchange for acting(or failing to act) in a particular manner. *Example*: a public health official threatens to close a restaurant on the basis of fabricated health transgression unless the owner provides the public health official with regular meals.
- e. *Abuse of power*: This involves the public servant using his/her vested authority to improperly benefit another public servant, person or entity (or using vested authority to improperly discriminate against another public servant, person or entity). *Example*: During tender process but before actual selection of a successful contractor, the head of the department expresses his/her wish to see the contract awarded to a specific person.
- f. *Conflict of interest*: This involves a public servant acting or failing to act on a matter where the public servant has an interest or another person or entity that stands in a relationship



with the public servant has an interest. Example: A public service considers tenders for a contract and awards the tender to a company of which his/her partner is a director.

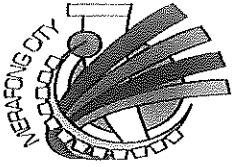
g. *Insider trading/ Abuse of privileged information:* This involves the use of privilege information and knowledge that a public servant possesses as a result of his/her office to provide unfair advantage to another person or entity to obtain a benefit, or to accrue a benefit to himself/herself. Example: a local government official has, as a result of his/her particular office, knowledge of residential areas that are to be rezoned as business areas. He/she informs friends and family to acquire the residential properties with a view to selling these as business properties at a premium.

h. *Favoritism:* This involves the provision of services or resources according to personal affiliations (for example ethnic, religious, party political affiliations, etc.) of a public servant. Example: a regional manager in a particular Province ensures that only persons from the same tribe are successful in tenders for the supply of foods in to the manager's geographic are of responsibility.

i. *Nepotism:* This involves a public servant ensuring that family members are appointed to public service positions or that family members receive contracts from state resources. This manifestation is similar to conflict of interests and favoritism. Example: a head of department appoints his/her sister's child to a position even when more suitable candidates have applied for the position.

The above illustration of the manifestations of corruption is by no means complete or exhaustive. Corruption appears in permutations and in degrees of intensity. Degrees of intensity vary from the occasional acceptance of bribes to systematic corruption where the bribery is the accepted way of "doing business" and large-scale looting of a country's resources take place. Thus corruption also manifests as personal and political corruption. Corruption increases if left unattended and once this has culminated in systematic corruption creates a bigger challenge to address.

Socio-economic conditions, the political-institutional infrastructure, cultural heritage and other factors influence the way in which corruptions is perceived and addressed. Whilst corruption seems easily identifiable, the varying perspectives make it particularly difficult to define corruption and develop appropriate remedies. Such perspectives vary from Moralistic-Normative perspective (corruption is inherently bad), the Functionalist perspective (corruption is ever present in society and not always unwanted), the Public Office-Legalist perspective (legal institutions independent from government is required to combat corruption), the Public Interest-Institutional perspective (institutions shape individual corrupt behavior), the Interest-maximizing perspective (a market centered perspective that accuses officials of converting

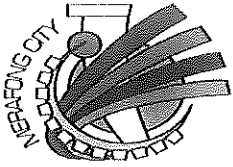


political resources into goods needed to initiate and maintain corrupt relations) and the political economy perspective (state is the mechanism for the accumulation of wealth, especially where indigenous people lack independent accesses to the economy outside of the State).

Understanding the dimensions of corruption entails also understanding what is not corruption. Corruption is often described interchangeably with maladministration, incapacity and inefficiency, especially because public resources are being used. The deficiency of approaching corruption in this manner is that corruption becomes non definable and thus impossible to address. Though corruption seems easily identifiable, it is of paramount importance to establish a workable legal definition of corruption, in order to maximize preventative and combating efforts including the proper arrangement of responsibilities between institutions.

9. PRINCIPLES UNDERLYING THE STRATEGY

- a. The need for a holistic and integrated approach to fighting corruption, with a balanced mixture of prevention, investigation, prosecution and public participation as the platform for this strategy.
- b. Constitutional requirements for the criminal justice system and public administration.
- c. This strategy must operate independently but complimentary to national strategies, particularly with regard to detection, investigation, prosecution and adjudication of acts of corruption, as well as the recovery of the proceeds of corruption.
- d. Acts of corruption are regarded as criminal acts can be dealt with either in the administrative or criminal justice system, or both if need be.
- f. All aspects of the strategy must be:
 - i. Supported with comprehensive education, training and awareness
 - ii. Coordinated with government
 - iii. Subjected to continuous risk assessment
 - iv. Expressed in terms of measurable and time-bound implementation targets.



10. STRATEGIC PRIORITIES UNDERLYING THE STRATEGY

10.1 Strategic Priority1: Reporting corruption, ensuring effective follow up and maximum penalties

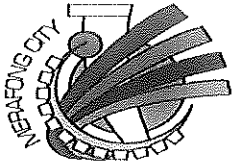
This includes the following key actions:

- a. MCLM's commitment to ensure that wrong doing is reported (internally) and externally including through the Fraud Hotline
- b. A culture of protected whistle-blowing within Merafong must be promoted, maintained and sustained
- c. All reported cases of anti-corruption must be investigated and dealt with accordingly.
- d. MCLM should work collaboratively with the South African Police Services (SAPS), including ensuring that maximum penalties are meted out against perpetrators.
- e. In serious high-profile cases, the Municipality should secure the services of law enforcement agencies such as the Special Investigation Units (SIU) and special courts.
- f. The municipality should maintain a central database of cases, prepare monthly reports on progress and a Report to Council on the status of cases.
- g. The Merafong Fraud Hotline be made more visible through posting it on all strategic areas within the municipality and public community facilities.
- h. The naming and shaming as well as blacklisting of officials, companies and individuals found to be fraudulent and corrupt must be mandatory.

Priority 2: Promotion of ethical procurement

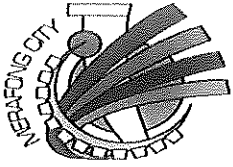
Despite the existence of legislation such as the Municipal Finance Management Act and significant controls over municipal procurement processes, it remains a high risk area in relation to corrupt practices and irregularities. The following actions among others are proposed in clamping down on procurement-related corruption:

- a. Review the municipal procurement policy framework
- b. Adopt provincial guidelines around procurement to strengthen controls
- c. Ongoing training, education and communication on SCM processes
- d. Regular, detailed audits of SCM process to identify weaknesses which contribute to fraud, corruption and other irregularities.
- e. Ensuring that the different steps in the SCM processes are assigned to different officials



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- f. The timely and accurate reporting of suspicions of fraud, corruption and other irregularities by all employees should be encouraged by management and specific mechanisms to facilitate whistle-blowing in the Municipality should be developed and implemented as per the Protected Disclosures Act, 2000.
- g. To mitigate the fraud risks associated with requests for quotations (RFQ), the issuing of a formal written RFQ should be compulsory across all departments
- h. Officials involved in supply chain management must declare all interests including actual, perceived or potential on a regular basis. Furthermore, they should sign confidentiality agreements not to disclose any information received during the procurement process
- i. Enforcement of the annual obligatory updating of departmental Fraud Risk Plans
- j. Implementing tighter controls over contracts and more effective contract management
- k. Improved levels of vetting of officials involved in SCM and relates functions and with regular reviews,
- l. Naming and shaming of tender defaulters through an efficient and effective contract management system.
- m. Improving access to public tenders and creating an environment of greater openness and transparency in relation to bidding processes and procedures for government tenders, including the compliance with the Protected Disclosures Act, Act 12 of 200 and the PAJA
- n. Particular attention should be paid to the involvement of the public servants in tendering for government business including a review and a strengthening of existing policies, regulations and control measure.
- o. Appoint Ethics Officers to play a role in supporting Executive Directors in the management and administration of financial disclosures.
- p. Development and implementation of Merafong-wide protocols on the verification of information in Financial Disclosure Forms.
- q. The submission of financial Disclosure Forms should be automated and an electronic database developed.
- r. Extending financial disclosure requirements to all and discussions with organized labour in this regard.
- s. Development and implementation of Merafong-wide protocols on actions to be taken with regard to non-compliance.
- t. Visible and meaningful disciplinary action should be taken against those who fail to submit disclosure forms, who submit forms late, who submit false information or who withhold information.



- u. Implementation of measures in line with the new DPSA Guidelines on remuneration outside the public service.
- v. Provision of inputs into the regional and provincial framework on Conflict of interest including in relation to financial disclosures and cooling off periods.
- x. The adoption and implementation Merafong implementation plan once the Strategy has been approved.

Priority 3: Building a social compact against corruption

The development of strong partnerships against corruption has been identified as a cornerstone of a national anti-corruption strategy. To strengthen partnerships with a view to building a social impact against anti-corruption in municipalities, the following inter alia be addressed:

- a. The Municipal Anti-Corruption Forum should be established including more effective participation by both Merafong and civil society representatives.
- b. A Municipal Anti-Corruption Summit should be held to consolidate a common approach to the combating of fraud and corruption across all sectors of society in Merafong.
- c. Training and capacity building workshops on Anti-Corruption should be held with the community and community representatives
- d. Where relevant, the Anti corruption strategy should be linked to sectoral and community safety plans.
- e. Specific joint projects and campaigns should be developed within the municipality and with business and community sectors to curb corrupt practices, encouraging prevention, education and awareness and whistleblowing.

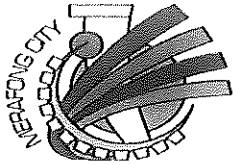
Municipal unions should be encouraged and supported in mobilizing against corruption and in advocating professional ethics among members

Priority 4: Campaigning against corruption and building an ethical environment

Strategic Priority 4: Campaigning against corruption and building an ethical public service

Linked to the above priority on the development of a social impact against corruption, is the need to develop and sustain visible, Merafong-wide anti-corruption and ethics promotion campaigns and steps to build an ethical institution. This includes media and communication campaigns to promote professional ethics within the municipality, external ethics awareness campaigns, education and training.

Key activities should include the following:



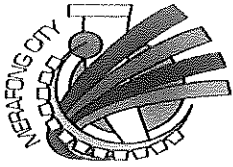
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- a. Public launch of the Merafong Anti-Corruption Strategic Framework and related measures.
- b. Promotion of the concept and practice of ethics management with the municipality
- c. Development of permanent training manuals for all Merafong employees and management on anti-corruption frameworks and ethics management.
- d. Promotion of anti-corruption and ethics at appropriate levels within Merafong
- e. The finalization of the Code of ethics and the organizational structure around ethics management.
- f. Development and implementation of total ethics management programme (TEMP) in municipalities.
- g. Ensuring that the municipality adopts an anti-corruption strategy.
- h. Establishment of ethics infrastructure and systems, including ethics offices and ethics committees
- i. Development of mandatory sector-specific codes of conduct and professional ethics.
- j. The inclusion of conflict of interest and a system of declaration of assets/financial interests in the codes of conduct
- k. Developing internal capacity within the municipality to conduct regular ethics audits, and reported on, in annual reports.
- l. Professional ethics must be promoted through explanatory manuals, continuous training and education and establishing partnership with professional associations.
- m. The Executive Committee (EXCO) must be sensitized through awareness, training and education to espouse professional ethics and to provide leadership to other employees.

Strategic Priority 5: Sectoral Anti-Corruption Strategies and Plans

Fraud and corruption manifests itself in various forms in the public service and particularly at the interface between public and private sector and in the provision of services to the public. Some of these have been outlined above. While the Merafong Anti-Corruption Strategy is intended to provide an over-all guide to the direction of the government's anti-corruption efforts and resources, the further elaboration of this framework within particular sectors is critical to government efforts to stamp out corruption. These sectoral strategies and plans should take into account the specific risks, conditions and forms that corrupt and fraudulent acts take within the sector and the tactics and measures required to prevent combat these and to promote ethical practices within the sector.

The term sector in this context is used fairly loosely to refer to a distinct grouping of activities or service provided by government or other areas of focus. However, it could also be interpreted to refer various civil society sectors or organized formations within the community



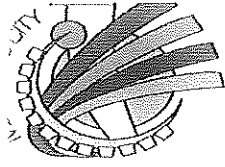
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These sectoral anti-corruption strategies should also take into account the measures to improve service delivery within the sector and minimize confrontation resulting from poor service delivery. Poor service delivery is seen as one of the dimensions of corruption and sectoral strategies need to take this into account.

Further attention should also be given to the manner in which corruption interacts with and compounds other forms of the abuse of power and by municipal officials, including unfair discrimination and the abuse of women. For example, the forced exchange of “sexual favours” in return to, “jumping the queue” to get access to a particular municipal public service. This necessitates the development of departmental strategies that will ensure that problems such as the ones cited above are fully and successfully addressed. The departments that are vulnerable to corrupt activities and practices related to the critical and massive services they render to Gauteng communities according to their functional areas are- Local Government and Housing, Health, education, Community Safety and Finance (former GSSC).

11. CONCLUSION

This Anti Corruption Strategy is based on the Gauteng Anti-Corruption Strategic framework. The Gauteng government is committed to the fight against fraud and corruption in the provincial government whether the perpetrators are internal or external. Therefore the municipality aligns itself to the commitment.



LIST OF ABBREVIATIONS

DPSA	Department of Public Services and Administration
MEC	Members of the Executive Council
SADC	Southern Africa Development Community
OECD	Organisation for Economic Co-operation and Development
UN	United Nations
SAPS	South African Police Service
SIU	Special Investigation Unit
SCM	Supply Chain Management
RFQ	Request For Quotation
TEMP	Total Ethics Management Programme
EXCO	Executive Committee

12. APPROVAL AND ADOPTION

1. COMPILED BY

E SEGAKWENG-DIALE

MANAGER: RISK MANAGEMENT

Signature

Date

10/02/2015

2. REVIEWED BY

RISK MANAGEMENT COMMITTEE

Adv. W Huma (Chairperson)

Signature

Date

10/02/2015

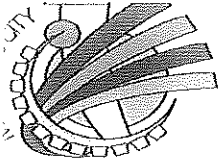
3. SECONDED BY

LR THIBINI

ACTING MUNICIPAL MANAGER

Signature

Date



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4. APPROVED BY

CLLR S. M MOGALE LETSIE

EXECUTIVE MAYOR

Signature

S. M. Mogale Letsie

Date

23 / 11 / 2015