



National Anti-Corruption Strategy (NACS) Monitoring & Evaluation Framework

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Acronyms

APPs	Annual Performance Plans
BMZ	German Federal Ministry for Economic Cooperation and Development
CLEAR-AA	Centre for Learning on Evaluation and Results – Anglophone Africa
DPME	Department of Planning, Monitoring and Evaluation
DOJ&CD	Department of Justice and Constitutional Development
DPSA	Department of Public Service and Administration
GEI	Global Evaluation Initiative
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Corporation for International Cooperation GmbH)
GNU	Government of National Unity
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation, and Learning
MTSF	Medium-Term Strategic Framework
NACAC	National Anti-Corruption Advisory Council
NACS	National Anti-Corruption Strategy
NDP	National Development Plan
PSC	Public Service Commission
SECO	Swiss State Secretariat for Economic Affairs
TIP	Transparency, Integrity, and Accountability Programme
UNCAC	United Nations Convention Against Corruption
WITS	University of the Witwatersrand

1 Introduction

1.1 Background

The Transparency, Integrity and Accountability Programme (TIP) supports state and non-state actors with the implementation of the National Anti-Corruption Strategy (NACS) in South Africa. The TIP is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ).¹ Building sustainable institutional capacity is one of the areas of support for the implementation of the NACS. In this regard, TIP is providing capacity development and technical support to the Presidency and the Department of Planning, Monitoring and Evaluation (DPME), and the National Anti-Corruption Council (NACAC).

DPME is the lead Executing Agency for TIP and requested assistance to support its monitoring and coordination function, through financing the position of an anti-corruption monitoring and evaluation expert. GIZ appointed the Centre for Learning on Evaluation and Results in Anglophone Africa (CLEAR-AA) of the University of the Witwatersrand to support the DPME Senior Expert: Anti-corruption Monitoring and Evaluation (M&E). CLEAR-AA's primary task was to support DPME in designing a monitoring and evaluation system on the implementation of the NACS.

The **specific objectives** of the assignment were to:

1. Design an integrated monitoring and evaluation system for tracking the implementation of the NACS and its priority projects in collaboration with the Presidency, DPME, NACAC and the South African Social Attitudes Survey (SASAS) of the Human Sciences Research Council (HSRC).
2. Support NACAC, the Presidency and DPME to establish transparent reporting to South African society on implementation of the NACS.
3. Develop a knowledge management and learning system on the NACS, to serve as an information repository accessible to stakeholders from government, civil society, media, business, and academia in South Africa.

The **scope** of CLEAR-AA's work is the design of a monitoring and evaluation system for tracking the implementation of the NACS. While the system is expected to cover the six strategic pillars of the NACS, the emphasis of the system will be on tracking high-level outcomes rather than detailed and varied implementation activities carried out by the diverse range of actors in the NACS.

On 14 May 2024, GIZ convened an inception workshop with DPME, a representative from the National Anti-Corruption Council (NACAC), CLEAR-AA, Mthente Research and Consulting Services, and the Human Sciences Research Council. The workshop discussed how best to coordinate the work of the latter three organizations to advance the monitoring and evaluation of the NACS.

It was agreed that CLEAR-AA would build on and supplement the work done by Mthente Research and Consulting Services who had developed a draft indicator framework and implementation plan for monitoring the NACS. In addition, Mthente Research and Consulting

¹ TIP is co-financed by the Swiss State Secretariat of Economic Affairs (SECO)

Services had conducted a literature review of national anti-corruption M&E systems.² The workshop and subsequent discussions with GIZ confirmed that CLEAR-AA should not duplicate work that had already been done by Mthente, and that CLEAR-AA would receive a handover report from Mthente that would assist the Centre to move forward and continue with the work of developing the NACS M&E Framework. CLEAR-AA was briefed on 05 June and 11 July 2024 by Mthente on the work they had done and received the handover report on 23 July 2024.

1.2 Key deliverables

Developing an M&E Framework and system involves the design of a number of parts of the system and integrating them into a coherent whole. CLEAR-AA prepared an inception report (5 June 2024) setting out the scope, methodology and key deliverables for the development of the M&E System, outlining the following key deliverables:

1. Landscape analysis and stakeholder mapping: Understanding the landscape of the various components and pre-conditions that support the effective functioning of an M&E system is critical in designing the system. Diagnostics such as M&E Readiness Assessments (Kusek & Rist, 2004) and Monitoring and Evaluation Systems Analyses (GEI, 2022) are recognised within the M&E sector as fundamental starting points to a process of designing a functional M&E system. Since Mthente had previously conducted a thorough landscape analysis, the CLEAR-AA analysis is considered a supplement to this work. , CLEAR-AA added to this work by conducting an analysis of Annual Performance Plans of national departments, examining in particular their contributions to the National Anti-Corruption Strategy, and how their departmental mandates were aligning to the NACS. This snapshot analysis excludes an analysis of provincial departmental plans, as well as other government regulatory plans (such as Integrated Development Plans), which may be considered for a future assignment once the M&E framework is in operation.

2. Theory of change: Theories of Change and Theories of Action are considered the *sine qua non* of any M&E system. Theories of Change map the hypothetical development pathway from inputs (resources and other material and non-material contributions to making the intervention work), to outcomes (the results that the intervention hopes to achieve). CLEAR-AA was expected to develop a Theory of Change of one NACS pillar that could be used to serve as a prototype for the development of the Theories of Change for the remaining five NACS pillars.

3. Indicator framework: A M&E Framework and System functions off the basis of strategically relevant, clear, realistic and observable measurements, constructed in the form of an Indicator Framework. CLEAR-AA was required to develop an indicator framework for monitoring the results achieved by the NACS (however, it must be understood that some aspects of implementation would be included, particularly if there are of a strategic nature). CLEAR-AA drew on the draft indicator framework that Mthente had developed, indicators identified in the review of Annual Performance Plans, and indicators identified in the Theories of Change (where applicable).

4. Data collection and reporting protocols: Data collection and reporting protocols are an irrevocable part of an M&E Framework, as it guides an entity in the process of collecting data and utilising it for decision-making, course-correction and learning. Considering the political

² Mthente's contract ended 31 July 2024

and contextual landscape within which this NACS M&E Framework was developed, it is important to leverage off existing successes within the institution of the state, that will allow for a seamless data collection and reporting system to be complied with. It is a common occurrence that multiple reporting systems, protocols and avenues have the risk of creating reporting fatigue, where the value of learning from routine data collection and analysis is lost. The data collection and reporting protocols recommended in this M&E Framework uses existing institutionalised process that are already being executed within the bureaucratic machinery of the South African government. In this way, the onboarding of officials in complying with (and ideally observing the benefits of) reporting on the NACS through existing channels would be easier, and decision-makers would have access to data and information through already established channels of monitoring and reporting within the state.

5. Evaluation Agenda: An Evaluation Agenda is often missing from M&E systems, where the focus is on monitoring and reporting. However, the emphasis on learning from evidence and the use of empirical methods to answer strategic questions around the efforts to fight corruption in South Africa (amongst state and non-state actors) has been clear from the onset of the task of designing an M&E system. The work of the Human Sciences Research Council, for example, set the tone in the Inception Meeting in May 2024 around the importance of asking questions relating to, for example, human perceptions and behaviours, which provide insights into the national consciousness around anti-corruption, which has the potential to guide leaders in designing better, more effective anti-corruption strategies.

6. Framework for a knowledge portal: CLEAR-AA was tasked with developing a framework for a knowledge portal to serve as a centralised repository of anti-corruption information. Although CLEAR-AA's work does not include the development of electronic systems for data capturing, processing and analysis, it has provided insights to inform such a system. The framework aims to enhance knowledge sharing among stakeholders from government, civil society, media, business and academia in South Africa, supporting evidence-based decision-making and transparency in line with NACS objectives.

1.3 Purpose and structure of this M&E Framework

The M&E Framework encompasses a summary of the key elements of the comprehensive landscape analysis and stakeholder mapping, which provide a context to the M&E Framework. Thereafter, the following components of the M&E Framework are outlined:

- Theory of Change for the NACS, with the focus on Pillar 2, as well as summaries of the remaining pillars;
- Indicator Framework;
- Data Collection and Reporting Protocols;
- Evaluation Agenda; and a
- Framework for a Knowledge Portal.

Together, these deliverables provide a coherent structure for understanding the current anti-corruption ecosystem, setting measurable objectives, and enabling consistent data-driven monitoring and evaluation. Each deliverable is designed to support collaboration among government, civil society, and private sector stakeholders while fostering transparency and accountability.

2 Landscape analysis and stakeholder mapping

The landscape analysis report is contained in a separate Annexure A.

2.1 Purpose and objectives

The **purpose** of the Landscape Analysis was to provide a nuanced understanding of the current anti-corruption ecosystem in South Africa, building on the foundational work conducted by Mthente Research and Consulting Services, and updating to align with new developments, including the Government of National Unity.

The **objectives** of the Landscape Analysis achieve the following:

1. **Supplement the existing literature review** by incorporating updated information where relevant.
2. **Provide an overview of the current country context** in terms of policy, legislation, and political shifts, particularly reflecting on the political transition to a Government of National Unity (GNU) after the May 2024 elections and recent legislative amendments.
3. **Map key stakeholders and their roles/interests** in the implementation, monitoring, and reporting of the NACS, focusing on the evolving partnerships between the National Anti-Corruption Advisory Council (NACAC) and civil society organizations.
4. **Identify priorities and indicators** related to the NACS that are currently reflected in public sector Annual Performance Plans (APPs) to inform the development of the NACS Indicator Framework and future monitoring efforts.
5. Highlight evolving **stakeholder dynamics**, legislative updates, and international cooperation that are influencing anti-corruption strategies, including the 2024 amendments to the Prevention and Combating of Corruption Activities Act and enhanced whistleblower protections.

2.2 Areas covered in the landscape analysis

This landscape analysis drew on secondary data from a range of sources, including government documents, reports produced by non-state institutions, and publications from research organisations. It provides a comprehensive analysis of the anti-corruption ecosystem in South Africa.

Political context: The landscape analysis provides a refreshed political analysis that reflects the transition to a Government of National Unity (GNU) and its implications for anti-corruption efforts. It explores the opportunities and challenges that the GNU presents to the fight against corruption. There is a renewed emphasis from the GNU on enhanced whistleblower protections, and differing views within the GNU on the establishment of a single anti-corruption agency. The Medium-Term Development Plan adopted by the GNU presents an opportunity to strengthen the fight against corruption. The risks associated with the GNU include fragmented political will and policy discontinuity. Despite these risks, the GNU offers an opportunity for enhanced collaboration among political actors. Ensuring the long-term sustainability presents a complex challenge, and requires institutionalising anti-corruption measures, strengthening cross-party collaboration, and enhancing public accountability.

Regulatory framework for anti-corruption: The landscape analysis provides insights into legislative changes, including the 2024 amendments to the **Prevention and Combating of Corruption Activities Act**, namely a new clause creating an offence for a failure to prevent corruption activities. It discusses the **Public Procurement** legislation passed in June 2024 that aims to introduced stronger oversight and transparency of the public procurement process and protection of whistleblowers. The **Public Service Amendment** Act passed in 2024 provides for devolution of administrative powers from executive authorities, thereby reducing bottlenecks and improving accountability at the departmental level. **The Electoral Matters Amendment Act (2024)** introduces significant reforms aimed at enhancing transparency in political party funding and criminalises donations made to gain political influence. The **Companies Amendment Bill** mandates transparency in financial reporting and expands accountability to curb unethical practices in the private sector. The landscape analysis briefly explores South Africa’s international and regional obligations that signal its intention to collaborate internationally and regionally to combat corruption.

Anti-corruption strategies: In addition to discussing the Public Service Anti-Corruption Strategy (2002) and the Local Government Anti-Corruption Strategy (2015), the landscape analysis provides a detailed exploration of the NACS and foregrounds considerations for developing a comprehensive theory of change for the NACS. It recommends that the causal pathways between NACS interventions and their intended outcomes should be mapped clearly and that mechanisms of change and the assumptions that underpin the achievement of NACS results should be identified in the theory of change. Suggested assumptions include political will, existence of adequate institutional capacity, and public trust and engagement.

Stakeholder analysis: The landscape analysis includes updated information on the roles of newly established entities and evolving relationships among key actors. Notably, the National Anti-Corruption Advisory Council (NACAC), established in 2022, has formed new partnerships with civil society organizations and international bodies to advance anti-corruption measures. CLEAR-AA conducted a mapping of key stakeholders who have a role and/or interest in the implementation, monitoring, and reporting of the NACS. This exercise drew on the information contained in the NACS document, government reports, and discussions with DPME. The stakeholder analysis includes a preliminary risk assessment – stakeholder resistance to a new M&E system and how stakeholder engagement can mitigate this risk.

Monitoring and reporting: The landscape analysis briefly discusses the current reporting flows to understand the existing reporting mechanisms and opportunities to use these for the NACS M&E system. CLEAR-AA undertook a review of 38 national departments annual performance plans for 2024/2025 to assess the extent to which APPs included interventions identified in the NACS, the outputs and indicators used in APPs to monitor the implementation of anti-corruption measures, and to assess whether APPs are a viable entry point for monitoring the implementation of the NACS in the public sector.

The **APP review** found that most APPs contained actions to address fraud and corruption, but fewer APPs contained anti-corruption outputs and indicators to monitor implementation. Departments in the JCPS Cluster were more likely than other clusters to have anti-corruption outputs and indicators and the GSCID Cluster anti-corruption measures focused on monitoring implementation of anti-corruption measures across the Public Service. Departments tend to include anti-corruption indicators under Programme 1: Administration, often in reference to disciplinary management or in their updated risk logs. There are data gaps in APPs, including the lack of corruption prevention indicators, inconsistent data collection on whistleblower protection, and lack of clear definitions of indicators in some APPs.

The review concluded that although only two APPs made explicit reference to the NACS, the APPs are potentially suitable entry points for institutionalising the NACS in the public sector. As APPs are funded mandates, they provide a structured mechanism through which government departments outline their strategic priorities, allocate resources, and establish performance targets. Incorporating the NACS objectives into these plans would not only formalize the integration of anti-corruption measures into departmental operations but also ensure that they are backed by financial and human resources. This alignment would facilitate the tracking of anti-corruption outcomes within the public sector, as each department's APP is subject to annual reporting and monitoring.

International perspectives: The landscape analysis includes a review of anti-corruption measures and reporting in other African countries (Ghana, Kenya and Rwanda) and Brazil, Indonesia and South-Korea. A theme emerging from the review is the importance of data for effective monitoring of anti-corruption, and the data challenges experienced by developing countries.

Good practices and lessons learned from these countries reviewed include:

- **Brazil's Transparency Portal:** Brazil has implemented a highly successful digital platform that allows citizens to access real-time information on government spending, procurement processes, and contract awards. This level of transparency has been crucial in holding public officials accountable and preventing corruption. The establishment of Brazil's Transparency Portal has shown that open data and public access to government information are critical tools in the fight against corruption. For South Africa, the lesson is clear: a similar online platform, where citizens can access information on public contracts, procurement processes, and financial disclosures, would significantly enhance transparency and accountability in government operations.
- **Indonesia's Bureaucratic Reform Index:** Indonesia's Bureaucratic Reform Index and the Corruption Eradication Commission (KPK) provide robust tools for monitoring public sector reforms and evaluating the impact of anti-corruption initiatives. These tools can help track institutional compliance with anti-corruption regulations and measure the effectiveness of enforcement actions. The Bureaucratic Reform Index underscores the importance of evaluating the effectiveness of institutions in implementing anti-corruption measures.
- **South Korea's Citizen Feedback Mechanism:** South Korea's Anti-Corruption and Civil Rights Commission (ACRC) has integrated a real-time citizen feedback mechanism into its M&E system, allowing the public to report instances of corruption and providing a direct line for citizen participation. South Korea's success in incorporating citizen feedback mechanisms into its anti-corruption efforts highlights the importance of involving the public in monitoring and reporting corruption.
- **Ghana's institutional performance indicators and independent evaluation of its national anti-corruption plan:** Ghana has performance indicators for monitoring the effectiveness of its key anti-corruption institutions. This is done to some extent in the South African context through the reporting against the Annual Performance Plans of departments. However, communication of institutional performance to the public is an area that could be enhanced.
- **Rwanda's Governance Score Card:** The Rwanda Governance Score Card locates anti-corruption within the broader context of governance, illustrating the links between anti-corruption and other elements of governance such as the rule of law, quality of service delivery, citizen participation and inclusion, safety and security, and economic and

corporate governance. The key lesson for South Africa is to ensure that the NACS is coherent with and reinforces these elements of governance. Understanding these linkages is also important for articulating the theory of change for the NACS. Another important lesson is holding public officials accountable. The RGS is discussed in Parliament and Ministers are required to account for their performance. In the case of the NACS in South Africa, there should be a public accountability process for all parties (government, business, civil society and organised labour) on progress with the implementation of the NACS.

- **Role of civil society and academia in monitoring and research:** Ghana and Kenya, and to a lesser extent Rwanda, have civil society organisations actively engaged in monitoring of anti-corruption. The Bribery Index produced by Transparency International Kenya and Rwanda are examples civil society monitoring. These organisations, also produce innovations, for example, the Action4Transparency platform of Transparency International Kenya, which engages citizens in monitoring public expenditure and allows for anonymous reporting of corruption incidents. Academia in Ghana and Kenya generate knowledge through their research on corruption. Civil society in South Africa is actively engaged in anti-corruption and are firmly part of the NACS. While South African academic institutions and policy research institutions conduct research on corruption, there is no consolidated repository of research on anti-corruption. Establishing such a repository could be considered by the NACAC.

2.3 Key reflections from the landscape analysis

The landscape analysis highlighted both strengths and gaps within the NACS Monitoring and Evaluation (M&E) system. While the NACS M&E framework provides a comprehensive approach that considers the wider anti-corruption ecosystem, several challenges and realities must be taken into account to enhance its effectiveness.

1. **Incremental approach vs. comprehensive M&E System:** Although the ambition is to establish a comprehensive M&E system that covers the entire anti-corruption ecosystem, the current institutional capacity and political realities suggest the need for an incremental approach. This gradual implementation strategy should prioritize strengthening core components of the M&E system while allowing room for scaling up as institutional capacity and stakeholder buy-in increase.
2. **Governance and integration challenges:** A key risk identified in the analysis is the lack of coherence and integrated governance across the public sector, which undermines efforts to build a unified M&E system. The proliferation of anti-corruption strategies, frameworks, and interventions across different government departments and agencies has led to overlapping mandates and competing priorities. Addressing this fragmentation will be essential to creating a more streamlined and effective M&E system.
3. **Political and institutional context:** The current political context and the ongoing transition to a Government of National Unity (GNU) present both opportunities and risks for the NACS. While the inclusion of diverse political voices can broaden support for anti-corruption efforts, fluctuating political will and competing agendas pose a risk to sustained implementation. Ensuring that the NACS M&E system is resilient to political changes will be critical for its long-term success.
4. **Planning, budgeting, and reporting cycles:** The realities of South Africa's planning, budgeting, and reporting cycles also pose challenges for the effective integration of the NACS. Misalignment between the NACS and these cycles can result in delays and inconsistencies in implementation and reporting. A key recommendation is to synchronize

the NACS M&E framework with existing governmental cycles to ensure that anti-corruption targets are embedded into Annual Performance Plans (APPs) and other strategic planning documents.

5. **Stakeholder mapping and strategic opportunities:** The stakeholder mapping exercise revealed a diverse array of actors involved in anti-corruption efforts, each with unique roles, interests, and capacities. This diversity presents both opportunities and challenges for building a cohesive M&E system. While the involvement of civil society and international partners offers valuable support, the risk of misalignment and divergent priorities must be managed. Clear roles and responsibilities need to be established to ensure that stakeholder engagement is effective and contributes to the overarching goals of the NACS.

By taking these reflections into account, the NACS M&E system can evolve into a robust tool for guiding South Africa's anti-corruption efforts. A focused, incremental approach that builds on existing strengths while addressing identified weaknesses will be essential for achieving meaningful and sustained impact.

2.4 Proposals for strengthening NACS implementation

The landscape analysis made proposals for strengthening the implementation of the NACS.

1. Strengthening the governance and oversight function of the GISCD Cluster

- **Role:** The Governance, State Capacity, and Institutional Development (GISCD) Cluster plays a critical role in overseeing the implementation of anti-corruption measures within the public sector, including the monitoring of public service frameworks and systems. The cluster is responsible for ensuring that ethical governance practices are maintained across government departments and institutions.
- **Proposed Measures:** To enhance its oversight capabilities, the GISCD Cluster should establish a dedicated anti-corruption task team that reports regularly on the implementation of NACS objectives. This task team could work closely with the National Anti-Corruption Advisory Council (NACAC) and other oversight bodies such as the Public Service Commission (PSC) to ensure coordination and accountability.
- **Benefits:** Strengthening the GISCD Cluster's oversight would improve monitoring and reporting mechanisms, ensuring timely interventions and preventing potential lapses in anti-corruption measures. It would also provide a more structured approach to institutionalizing anti-corruption policies across the public sector.

2. Improved Communication on the Corruption Reform Programme

- **Importance of communication:** Public confidence in the state's ability to combat corruption is essential for the success of the NACS. An effective communication strategy will inform the public about the progress of anti-corruption reforms and enhance transparency, fostering trust in government institutions.
- **Communication strategies:** The Government Communication and Information System (GCIS) should launch regular public updates through various media channels, including radio, television, social media, and government websites. These updates should highlight key milestones, successful prosecutions, and ongoing reforms. Additionally, creating a dedicated NACS website with progress dashboards and public reporting would enhance access to information.

- **Benefits:** Improved communication will build public trust and increase engagement in anti-corruption efforts. It will also support whistleblowers by promoting awareness of the protection mechanisms available to them.

3. Institutionalizing NACS interventions in the Medium-Term Development Plan (MTDP) and Annual Performance Plans (APPs)

- **Rationale:** Embedding NACS objectives into the MTDP 2024-2029 and departmental APPs will ensure that anti-corruption interventions receive appropriate resources and attention in the public sector. These plans are critical for ensuring alignment between national development goals and anti-corruption efforts.
- **Implementation steps:** The Department of Planning, Monitoring, and Evaluation (DPME) should work closely with all government departments to include NACS indicators in their APPs. These indicators should focus on areas like consequence management, procurement transparency, and whistleblower protection.
- **Challenges:** Resistance from departments that may not prioritize anti-corruption or lack the capacity to implement these interventions. This can be addressed by offering training and technical support to ensure departments understand the importance and processes of embedding anti-corruption measures into their APPs.

4. Strengthening coordination mechanisms for NACS implementation

- **Rationale:** Effective coordination is critical for ensuring the successful implementation of the NACS across multiple government entities. Without strong coordination mechanisms, the risk of duplication and inefficiencies increases.
- **Implementation steps:** The Presidency, in collaboration with NACAC and the DPME, should establish a centralized coordination unit that tracks the progress of NACS interventions across various departments and agencies. Regular inter-departmental meetings should be conducted to discuss challenges and share best practices.
- **Responsible stakeholders:** The Presidency, NACAC, and DPME. This unit will act as the hub for monitoring NACS progress and facilitating collaboration between different stakeholders.
- **Challenges:** Bureaucratic silos and a lack of inter-agency communication may hinder effective coordination. Establishing a clear reporting structure and ensuring regular communication between departments will mitigate this risk.

5. Enhancing collaboration with non-state actors

- **Rationale:** Engaging civil society organizations, the private sector, and the media is vital to the success of anti-corruption efforts. These actors provide critical oversight, raise public awareness, and contribute valuable resources and expertise.
- **Implementation Steps:** NACAC should formalize partnerships with key non-state actors through Memoranda of Understanding (MoUs). These partnerships should focus on areas such as public education campaigns, monitoring of government actions, and providing technical assistance.
- **Responsible Stakeholders:** NACAC and relevant civil society organizations.

- **Challenges:** Coordination with non-state actors may be complicated by differing priorities or resource limitations. Clear agreements on roles and expectations can help mitigate these challenges.

By implementing these proposals, the government can ensure a more coordinated, transparent, and impactful anti-corruption strategy that aligns with the broader goals of the National Anti-Corruption Strategy (NACS).

3 Theory of change

The detailed Theory of Change (ToC), including the design process, developed for the National Anti-Corruption Strategy (NACS) is included in Annexure B of this report. It is important to note that the Theory of Change in this M&E Framework is kept deliberately simple, as corruption is a complex and multi-faceted, protracted problem that has multiple and intersecting causal roots. The purpose of a ToC is to provide a bounded, albeit nested, causal pathway(s), with assumptions and risks that can be measured, monitored, and whose outcomes and impacts may be evaluated over time. The in-depth theoretical, political, institutional, historical, societal and contextual analyses of corruption and ways to address it remain important and have a role to play in engaging policy analysts, policy makers, governance and strategy leaders and practitioners to deliberate on the various causal and intervention pathways that can assist in the ongoing, incremental fight against corruption. The policy options that are available in the fight against corruption will therefore never all be explored in the singular narrative of the problem analysis, if-then logic or graphic depiction of a bounded Theory of Change.

3.1 Purpose and Objectives

The Theory of Change (ToC) for the National Anti-Corruption Strategy (NACS) was developed to provide a comprehensive framework for understanding how the NACS can achieve its intended outcomes through coordinated interventions. It serves as a strategic tool to clarify the causal pathways that connect specific anti-corruption actions to measurable impacts, ensuring alignment with the six pillars of the NACS. By articulating these pathways, the ToC enhances the coherence and focus of the NACS implementation, creating a shared understanding among stakeholders of how key activities contribute to systemic reform.

The primary objective of the ToC is to establish a structured, evidence-based foundation for the NACS Monitoring and Evaluation (M&E) Framework. This includes identifying critical interventions, defining intermediate outcomes, and outlining long-term goals to track progress and adapt strategies as needed. The ToC also aims to strengthen coordination among stakeholders, enabling government, civil society, and private sector actors to align their efforts within a unified anti-corruption agenda. In doing so, it provides the basis for designing and implementing a robust indicator framework that measures progress across multiple levels.

A secondary objective is to address the complex, context-specific challenges that South Africa faces in combating corruption, such as entrenched systemic issues, fragmented governance, and varying levels of institutional capacity. The ToC provides a tailored approach that considers these dynamics while drawing on international best practices. It highlights critical assumptions that underpin successful implementation, such as sustained political will, adequate resourcing, and active public participation, while identifying risks and dependencies that could impact progress.

In addition to its role in guiding implementation, the ToC is designed to facilitate learning and adaptation throughout the life of the NACS. By establishing clear linkages between inputs, activities, and outcomes, it enables stakeholders to evaluate what is working, identify gaps, and make evidence-based adjustments to interventions. This adaptive approach ensures that the NACS remains responsive to changing circumstances and continues to align with South Africa's broader governance and development priorities. Ultimately, the ToC serves as a cornerstone of the NACS implementation framework, fostering accountability, transparency, and collaboration across sectors.

3.2 Theory of Change for Pillar 2: Prevention of Administrative Corruption

Pillar 2, "Prevention of Administrative Corruption," was selected as the primary focus for demonstrating how a Theory of Change (ToC) can be developed in detail for each of the six pillars of the National Anti-Corruption Strategy (NACS). While this section provides a comprehensive analysis of Pillar 2, the remaining five pillars (1: Citizen Participation, 3: Enforcement and Consequence Management, 4: Credible and Transparent Procurement System, 5: Strong Anti-Corruption Agencies, and 6: Protection of Whistleblowers) are presented as high-level models. These can be further refined using the approach outlined here as a guide.

1. Problem Analysis

Administrative corruption undermines the integrity, efficiency, and credibility of South Africa's public institutions, impeding service delivery and eroding public trust. It is characterised by unethical practices such as favouritism, nepotism, bribery, and the misuse of public resources. Root causes include weak internal controls, inconsistent enforcement of regulations, low levels of accountability, and a lack of a values-based work ethic among public officials. The legacy of state capture has exacerbated these issues, leaving many government departments vulnerable to exploitative practices.

This ToC identifies administrative corruption as a systemic issue requiring preventative measures to address both institutional vulnerabilities and individual behaviours. The problem is further compounded by the inconsistent application of existing anti-corruption frameworks, insufficient capacity in oversight bodies, and a lack of effective consequence management mechanisms.

2. Causal Pathways

The ToC for Pillar 2 identifies a clear progression from inputs to long-term outcomes through a series of interconnected causal pathways. Key interventions include:

3. **Strengthening Internal Controls:** Inputs such as standardised administrative procedures, automated workflows, and robust compliance monitoring mechanisms are expected to improve process integrity and reduce opportunities for corruption.
4. **Promoting a Values-Based Work Ethic:** Training programmes and awareness campaigns for public officials aim to foster ethical behaviour and adherence to the Batho Pele principles.
5. **Enhancing Accountability Mechanisms:** Regular audits, transparent reporting systems, and accessible grievance mechanisms are designed to create an environment of accountability and deter corrupt practices.
6. **Capacity Building for Oversight Bodies:** Equipping institutions such as the Public Service Commission (PSC) and Auditor-General South Africa (AGSA) with resources and expertise to enforce compliance and investigate irregularities.

These pathways are underpinned by intermediate outcomes such as improved compliance with regulations, increased detection and reporting of unethical conduct, and a shift in organisational culture towards ethical governance. In the long term, these interventions aim

to achieve reduced incidents of administrative corruption and enhanced public confidence in the integrity of government institutions.

7. Key Assumptions

The success of the ToC for Pillar 2 relies on several critical assumptions, including:

- Political leadership within the Government of National Unity (GNU) will demonstrate sustained commitment to addressing administrative corruption.
- Adequate funding and resources will be allocated to capacity-building efforts and the implementation of technological solutions.
- Oversight institutions will have the autonomy and authority to enforce regulations and address misconduct without undue interference.
- Public officials will be willing to adopt ethical practices and engage in training and awareness programmes.

8. Critical Dependencies and Linkages with Other Pillars

Pillar 2 is deeply interconnected with the other NACS pillars. For example, whistleblower protections under Pillar 6 support the reporting of administrative corruption, while transparent procurement systems under Pillar 4 reduce opportunities for abuse within public procurement processes. Similarly, strong enforcement mechanisms under Pillar 3 ensure that preventative measures are complemented by effective consequence management. A failure in any of these areas could weaken the effectiveness of Pillar 2, highlighting the need for an integrated approach to implementation.

9. Implementation Considerations

Preventing administrative corruption requires a phased approach to implementation, beginning with capacity-building initiatives and the development of standardised frameworks for administrative processes. Key considerations include:

- **Institutional Coordination:** Ensuring alignment between government departments, oversight bodies, and anti-corruption agencies to avoid duplication of efforts.
- **Stakeholder Engagement:** Collaborating with civil society organisations to monitor progress and provide independent oversight.
- **Technology Integration:** Leveraging digital tools such as e-governance platforms and automated auditing systems to enhance transparency and reduce human intervention in high-risk processes.

10. Visual Diagram: Interpretation and Key Components

The accompanying visual diagram illustrates the progression from inputs to outcomes within the ToC for Pillar 2. The diagram is structured as follows (read from bottom to top):

- **Inputs:** Highlighted in the last row of the diagram, these include key resources, interventions, and enabling conditions, such as policy frameworks, training programmes, and digital tools.

- **Activities:** Shown as the next step, these represent specific actions, such as conducting audits, implementing training sessions, and rolling out automated workflows.
- **Outcomes:** Located just below the overall Goal, these reflect short- to medium-term as well as long term changes, such as improved compliance rates and increased reporting of misconduct, and a reduction in administrative corruption and strengthened public trust in government institutions.

The diagram also identifies critical intervention points, such as enhancing oversight capacity and fostering ethical culture, which act as leverage points for achieving desired outcomes. The interconnections between components are represented through arrows, showing how each element contributes to the overall impact.

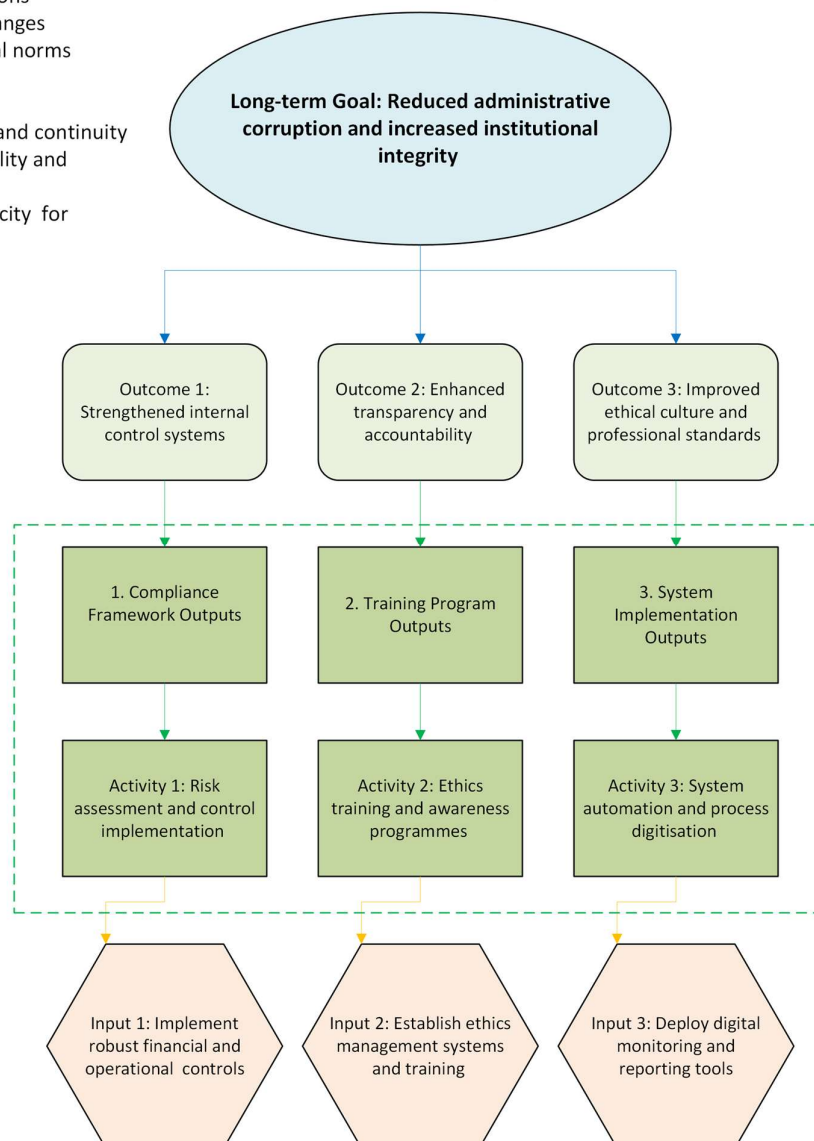
External Factors:

1. Economic conditions
2. Technological changes
3. Social and cultural norms

Key Assumptions:

1. Political stability and continuity
2. Resource availability and sustainability
3. Institutional capacity for implementation

Theory of Change Diagram for Pillar 2: Prevention of Administrative Corruption



The If-Then Narrative embedded within the Theory of Change

The If-Then narrative below outlines a series of strategic actions and expected outcomes to achieve transformation through the interventions depicted in the diagrammatic ToC. The basic premise is, that if internal controls are reinforced, then organizations will be better positioned to detect and prevent unethical behaviour, leading to increased trust from stakeholders and greater overall effectiveness. This approach relies on the belief that enhanced transparency and accountability are both the drivers and outcomes of a culture grounded in integrity and professionalism.

The theory operates on the premise that targeted improvements in internal control systems will create a ripple effect, impacting organizational culture and operational standards. If internal controls are clear, consistent, and enforced, then transparency and accountability will naturally increase, cultivating a work environment where ethical conduct is the norm. The ultimate goal is to establish a sustainable framework that not only safeguards the organization's resources but also fosters a culture of ethical excellence and high professional standards.

The If-Then logic for Pillar 2 is therefore as follows:

1. **IF** robust financial and operational controls are implemented **THEN** internal processes will become more standardized and efficient, ensuring adherence to good practices. **IF** internal processes are standardized and efficient **THEN** errors, fraud and inefficiencies can be detected and prevented more effectively. **IF** errors, fraud and inefficiencies are effectively managed, **THEN** internal control systems will be strengthened.
2. **IF** ethics management systems are established and relevant trainings are provided, **THEN** employees will be more knowledgeable and aware of ethical standards, **THEN** they are more likely to comply with those standards and **IF** employees respond ethically, **THEN** the government will demonstrate enhanced transparency and accountability
3. **IF** digital monitoring and reporting tools are deployed **THEN** there will be increased transparency and accountability, leading to improved compliance with ethical guidelines and professional standards, ultimately fostering stronger ethical culture and higher professional standards.
4. **IF** public officials are well-trained and capable of responding to financial irregularities, **THEN** they will serve as first line of defense against corruption and ensuring strong control systems are used.

All the components of this theory of change, controls, ethics, transparency and capacity reinforce each other to support integrated governance that works in a co-ordinated and cohesive manner and reduces silos.

11. Broader Application of the ToC Model

This detailed ToC for Pillar 2 serves as a template for developing comprehensive theories of change for the other NACS pillars. By adapting the framework to address the unique challenges and objectives of each pillar, stakeholders can ensure a cohesive and integrated approach to anti-corruption efforts. The methodologies and strategic insights presented here provide a practical foundation for scaling the ToC model across all areas of the NACS, fostering systemic reform and advancing the vision of an ethical, transparent, and accountable state.

4 Indicator framework

The complete indicator framework document is attached as Annexure C.

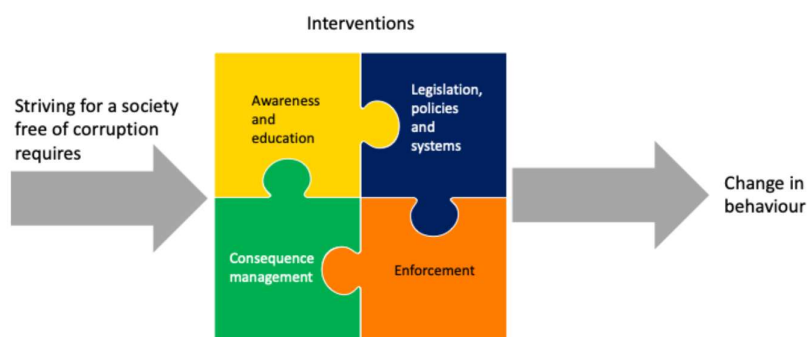
4.1 Priority interventions

The NACS covers a wide range of activities to be implemented by the public sector, civil society and the private sector. As a result, the draft indicator framework developed by Mthente was very detailed. In CLEAR-AA's discussions with the DPME Senior Expert, it was agreed that the indicator framework should aim for fewer indicators. This was necessary, not only to limit the burden of monitoring and reporting, but also to ensure that the key messages from the monitoring were not overwhelmed by excessive detail. The intervention priorities therefore had to be prioritised.

CLEAR-AA in collaboration with the DPME Senior Expert identified priority interventions under each of the six NACS strategic pillars. These priorities were based on the NACS strategy document, preliminary work on the theory of change, and progress reports of DPME on the implementation of the NACS. The priority interventions focused on those relevant for the public sector as the Government plays the lead role in the implementation of most of the NACS interventions, and DPME is well positioned to facilitate discussions with the public sector.

The priority interventions identified represent practical measures that are implementable in the current context, and in many instances, they entail strengthening or sharpening existing interventions of departments and entities. The general theory underpinning the crafting of these priority interventions is - striving for a society free of corruption requires the following mutually reinforcing strategies:

Figure 1: Underlying logic of NACS interventions



Interventions under each of the NACS strategic pillars covers these four mutually reinforcing strategies.

- Awareness and education across all sectors of society
- Strengthening legislation, policy frameworks and systems
- Enforcement of legislation and policy compliance,
- followed by consequences for transgression

Table 1 shows the number of priority interventions for each strategic pillar. Many of the priority interventions are not new but present a renewed emphasis. This is especially the case with priority interventions under Strategic Pillar 2: Professional Conduct. The DPSA, the National School of Government (NSG) and the Public Service Commission have been

implementing measures for the professionalisation of the Public Service and promoting ethical conduct. In contrast, Strategic Pillar 4 contains several new priority interventions linked to the new procurement legislation. In the case of Strategic Pillar 1, the interventions represent a greater focus on citizen engagement than has been the case in the past, and the importance of government communication to citizens about the progress it is making in fighting corruption, and the need for citizens to be active partners with government in the fight against corruption. Interventions under Strategic Pillar 1 also address the need for strengthening whistleblower protection.

Table 1: Priority interventions per NACS strategic pillar

Strategic Pillars	Focus	Number of priority interventions
Strategic Pillar 1: Citizen participation	Promote and encourage active citizenry, whistleblowing, integrity and transparency in all of society	10
Strategic Pillar 2: Professional conduct	Advance the professionalism of employees in all sectors to optimize their contribution to create corrupt-free workplaces	6
Strategic Pillar 3: Ethical Governance	Enhance governance, oversight and consequence management in organisations	6
Strategic Pillar 4: Credible, transparent procurement system	Improve the integrity and credibility of the public procurement system	12
Strategic Pillar 5: Strong anti-corruption agencies	Strengthen the resourcing, coordination, transnational cooperation, performance, accountability, and independence of dedicated anti-corruption agencies	6
Strategic Pillar 6: Protection of vulnerable sectors	Protect vulnerable sectors that are most prone to corruption	7

4.2 Indicators

The indicator framework identifies outcome indicators and output indicators. The output indicators will be monitored and reported on by the responsible departments and entities and ideally should be included in their Annual Performance Plans. It is envisaged that the outcome indicators will be monitored by the government cluster, primarily the GSCID cluster and the JCPS cluster, with DPME having overall responsibility for monitoring and reporting on these outcome indicators to Cabinet and the Presidency.

The indicator framework identifies the potential data sources for the indicators, the department or entity responsible for the intervention. Table 2 provides a sample the indicator framework. It should be noted that outcome indicators are draft as they depend on the

adoption of the outcomes that emerge from the NACS theory of change that has been developed by CLEAR-AA. The number of outcome indicators may be distilled further to a few high-level indicators for reporting to the Presidency and the Cabinet.

Table 2: Sample of indicator framework

Priority intervention	Outcome Indicators	Output Indicators	Potential data sources	Responsible department or entity
Awareness and education to prevent and combat corruption				
2.1 Programme to create awareness for public servants to embrace a values-based work ethos and adherence to Batho Pele principles in Public Service	Percentage of public servants adhering to Batho Pele principles (measured through internal assessments); Tracks the adoption of the principles in daily conduct	Number of public servants attending values-based work ethic training sessions; Measures the scale of awareness activities	DPME annual performance assessments. Public Service Commission (PSC) disciplinary records Training attendance logs. DPSA implementation reports	DPSA, Departments

5 Reporting

5.1 Current reporting flows

CLEAR-AA briefly assessed the current reporting flows.

Regular/Regulated Reporting:

- Government departments report quarterly and annually on their performance plans to the DPME and National Treasury.
- The Special Investigating Unit (SIU) reports to the Presidency on the progress and outcomes of its investigations.
- The National Prosecuting Authority (NPA) reports to the Minister of Justice on prosecution rates and outcomes.
- The Auditor-General reports annually to Parliament on the audit outcomes of government entities.

Ad hoc Reporting:

- The National Anti-Corruption Advisory Council (NACAC) provides periodic reports and recommendations to the Presidency.
- Parliamentary committees may request reports from various departments and agencies on specific corruption-related issues.
- The Public Protector issues reports on investigations, which are submitted to Parliament and made public.

Use of Reports:

- Performance reports are used by the DPME to track progress against the Medium-Term Strategic Framework and now potentially the NACS.
- SIU reports often lead to disciplinary action, civil litigation, or criminal referrals to the NPA.
- Auditor-General reports are used by Parliament to hold departments and entities accountable, often through hearings with the Standing Committee on Public Accounts (SCOPA).
- NACAC reports are intended to inform high-level policy decisions and strategic direction in anti-corruption efforts.

However, it's important to note that the effective use of these reports for decision-making and policy adjustment remains a challenge. The NACS M&E system aims to improve the coordination and utilization of these various reporting streams to enhance anti-corruption efforts.

5.2 NACS Reporting Mechanisms

The quarterly reporting mechanisms for the National Anti-Corruption Strategy (NACS) are aligned with the Medium-Term Development Plan (MTDP) to ensure that anti-corruption interventions are systematically integrated into national development priorities. Each government department and agency responsible for implementing NACS activities is required to submit quarterly progress reports, which feed into the broader performance reporting system coordinated by the Department of Planning, Monitoring and Evaluation (DPME). These

reports are further consolidated into annual performance assessments that track NACS implementation across the governance spectrum.

Reporting obligations extend to Government Clusters and Committees, ensuring interdepartmental coordination, particularly within the Governance, State Capacity and Institutional Development (GSCID) Cluster and the Justice, Crime Prevention, and Security (JCPS) Cluster. These clusters play a pivotal role in overseeing cross-sectoral anti-corruption initiatives, integrating reporting outputs into the Cabinet reporting cycle and ensuring alignment with the Medium-Term Strategic Framework (MTSF).

The NACS reporting mechanisms are also fully integrated with existing government reporting cycles, utilising established platforms such as the Annual Performance Plan (APP) reporting framework, the Government-Wide Monitoring and Evaluation System (GWMES), and DPME's e-Monitoring system. This integration minimizes duplication, reduces reporting fatigue, and ensures that anti-corruption performance data is systematically captured and analysed. Moreover, the reporting mechanisms ensure accountability and tracking of anti-corruption efforts by embedding standardised performance indicators within departmental planning processes, enabling real-time tracking of corruption-related interventions, investigations, and policy enforcement.

Reports are subject to external oversight, including independent verification by entities such as the Public Service Commission (PSC) and the Auditor-General of South Africa (AGSA). This multi-tiered reporting structure enhances government transparency, stakeholder engagement, and the strategic use of data to inform policy adjustments and strengthen institutional integrity in the fight against corruption.

5.3 Proposals on reporting

Building on the analysis in section 5.1, this section outlines actionable proposals to improve reporting mechanisms for the National Anti-Corruption Strategy (NACS). These proposals aim to address identified challenges, enhance coordination among stakeholders, improve the utilisation of reports for decision-making, and strengthen accountability across the system.

Proposed Improvements to Existing Reporting Mechanisms

- **Enhance Regular Reporting Alignment:** Introduce a consolidated reporting calendar across departments and agencies, ensuring alignment with existing quarterly and annual reporting cycles to avoid duplication and streamline submission timelines.
- **Standardise Reporting Templates:** Develop standardised templates for key reporting entities (e.g., SIU, NPA, and Auditor-General) to ensure consistency, comparability, and ease of analysis across reports.
- **Improve Accessibility of Reports:** Establish a centralised repository for all regulated and ad hoc reports, accessible to authorised stakeholders, to facilitate information sharing and timely use in decision-making.

New Reporting Requirements and Structures

- **Introduce a NACS Implementation Dashboard:** Develop a digital dashboard for tracking NACS-related reporting metrics, enabling real-time updates and progress tracking against strategic objectives.

- **Mandatory Reporting on NACS Indicators:** Require government departments to include specific sections on NACS-related outcomes in their quarterly and annual reports, aligned with the indicator framework.
- **Periodic Cross-Sector Reviews:** Implement biannual review sessions involving all reporting entities to identify gaps, overlaps, and opportunities for greater alignment in reporting efforts.

Integration of Reporting Systems

- **Unified Digital Reporting Platform:** Invest in a unified digital platform integrating data from existing systems (e.g., DPME's reporting system, AG's systems, and SIU databases) to reduce silos and improve inter-agency coordination.
- **Inter-Agency Reporting Coordination Protocol:** Develop a protocol to synchronise reporting efforts among key agencies, ensuring that reports from the SIU, NPA, AG, and NACAC provide complementary insights for decision-making.
- **Alignment with M&E Framework:** Integrate reporting mechanisms with the NACS M&E framework to ensure reports feed directly into monitoring and evaluation processes.

Quality Assurance Measures

- **Introduce Report Verification Standards:** Establish clear quality assurance guidelines for verifying data accuracy, consistency, and completeness before submission.
- **Independent Oversight of Reporting Quality:** Assign the Auditor-General a role in auditing the quality of NACS-related reports, ensuring adherence to established standards.
- **Capacity-Building for Reporting Officers:** Provide training for reporting officers in government departments and agencies on the NACS-specific reporting requirements and quality standards.

Feedback Mechanisms

- **Structured Feedback Loops:** Implement feedback processes where DPME provides actionable recommendations to departments and agencies based on submitted reports.
- **Stakeholder Consultation on Reports:** Introduce consultation sessions with key stakeholders, including civil society and the private sector, to review and provide feedback on major reports such as the NACAC annual review.
- **Follow-Up Mechanisms:** Establish clear follow-up protocols to ensure that recommendations from reports, such as those from the Public Protector or AG, are tracked and acted upon.

Considerations for Implementation

- **Digital Reporting Solutions:** Leverage existing government ICT infrastructure to implement digital solutions, ensuring compatibility with platforms like DPME's e-Monitoring system.
- **Standardisation of Formats:** Adopt universal formats for all NACS-related reports to streamline analysis and improve cross-agency communication.
- **Timeline Recommendations:** Propose phased implementation, beginning with standardisation of templates and enhanced feedback loops within the next financial year, followed by digital integration over the subsequent two years.

- **Role Clarity:** Clearly define roles for coordinating bodies, such as the DPME, NACAC, and SIU, in overseeing and harmonising reporting activities.
- **Resource Implications:** Allocate funding for the development of digital platforms, training programmes, and additional staffing for quality assurance and feedback mechanisms.

These proposals provide a practical roadmap for addressing reporting challenges, ensuring that the NACS reporting ecosystem is robust, integrated, and aligned with South Africa's broader anti-corruption objectives. By enhancing the efficiency and utility of reports, these measures will support evidence-based decision-making and accountability across all levels of government.

6 Evaluation agenda

The Evaluation Agenda should ideally be borne out of a consultative process with key stakeholders, and therefore the below agenda is a suggestion, that would need to be discussed amongst various stakeholders.

The purpose of an evaluation agenda is to identify, at the beginning of an intervention, what questions might need to be answered that seek to convey a deeper understanding of the development challenge at hand. In the case of the anti-corruption initiatives outlined in the NACS, these questions would revolve around shifting the needle on the impact of corruption on state and society.

Based on the Theory of Change, a proposed Evaluation Agenda may ask the following questions:

Pillar	Potential Evaluation Questions (these depend on the intervention taking place)
Pillar 1	<p>Does improving public access to reporting mechanisms around corruption and building awareness about citizen rights to reporting corruption build public trust in institutions?</p> <p>What is the effect of addressing bureaucratic inefficiencies and improving public institutions' engagement with communities contribute to increasing citizen participation and action against corruption?</p> <p>What is the effect of increasing government institutions' resources to fight corruption on their ability to establish effective engagement channels with citizens?</p> <p>Does increasing access to digital tools and internet connectivity affect the ability of certain groups to engage in online anti-corruption platforms?</p> <p>Does increasing access to Information to citizens promote transparency and accountability?</p> <p>What effect does increasing levels of public trust in government institutions, have on active citizen participation in anti-corruption initiatives?</p>
Pillar 2	<p>Do targeted improvements in internal control systems impact on organisational culture and operational standards?</p> <p>Do governance improvements (e.g. standardising administrative procedures, upgrading digital systems and adhering to stringent oversight mechanisms) lead to improved ethical behaviour across public institutions?</p> <p>Do clear, consistent and enforced internal controls lead to increases in transparency and accountability?</p> <p>What is the relationship between transparency, accountability and ethical culture in the workplace?</p>

Pillar	Potential Evaluation Questions (these depend on the intervention taking place)
	What is effect of training public officials in financial irregularities and improvements in internal control systems?
Pillar 3	<p>Do enhanced investigative capabilities, supported resource allocation, legal reform, and capacity building lead to increased conviction rates?</p> <p>Do increased forensic and investigative capabilities, coupled with consistent disciplinary procedures, increase effective enforcement?</p> <p>What is the effect of improving resources to key institutions on anti-corruption efforts?</p> <p>What is the impact of strengthening coordination among enforcement agencies, introducing digital case management tools, and developing specialised anti-corruption courts on conviction rates?</p>
Pillar 4	Does streamlined procurement procedures, digital innovations, and strengthened accountability mechanisms lead to reduced corruption through enhanced transparency and efficiency?
Pillar 5	What is the impact of increased agency independence, capacity development, inter-agency collaboration, and strengthened accountability mechanisms on improved anti-corruption outcomes?
Pillar 6	Do strengthened legal protections, accessible reporting systems, and cultural shifts towards viewing whistleblowing as a civic duty lead to increased corruption reporting?

7 Framework for knowledge portal

The framework for the NACS Knowledge Portal aims to provide a strategic structure for creating, organising, and sharing anti-corruption information in support of the National Anti-Corruption Strategy (NACS). Its purpose is to enhance transparency, collaboration, and evidence-based decision-making among stakeholders. A detailed framework is provided in Annexure D.

7.1 Portal Objectives and Users

- **Primary Purpose:** The portal is designed to centralise anti-corruption knowledge, offering a unified platform for information sharing, stakeholder collaboration, and public engagement. It directly supports NACS objectives of transparency and accountability.
- **Key User Groups:** The portal will serve government departments, anti-corruption agencies, civil society organisations, the private sector, academia, media, and the general public, with tiered access to align with security and privacy needs.
- **Strategic Alignment:** The portal supports citizen engagement (Pillar 1), professional conduct initiatives (Pillar 2), and broader NACS monitoring and reporting processes.

The portal's integration with existing DPME knowledge management systems will enhance efficiency and prevent duplication of efforts. This includes leveraging DPME's established data management infrastructure and reporting mechanisms while expanding functionality to meet NACS-specific requirements. The South African Monitoring and Evaluation Association (SAMEA) will serve as a key Community of Practice (CoP), facilitating knowledge exchange between evaluation professionals and anti-corruption practitioners. This collaboration will strengthen the portal's role in promoting evidence-based practice and learning in the anti-corruption sector.

7.2 Technical Requirements and Architecture

- **System Requirements:** The portal will utilise a secure, scalable, and interoperable architecture that integrates with existing government systems such as the Government-Wide Monitoring and Evaluation System (GWMES) and other data platforms.
- **Core Features:** Key functionalities include a searchable document repository, interactive dashboards, multi-language support, and role-based access controls for security.
- **Integration:** The design ensures compatibility with reporting tools, aligning with the NACS Monitoring & Evaluation Framework and facilitating seamless data exchange between stakeholders.

Integration capabilities will extend beyond basic system interoperability to include:

- Direct interfaces with DPME's existing monitoring and evaluation platforms
- Automated data synchronization with departmental reporting systems
- Public-facing interfaces for stakeholder engagement, including:
 - Interactive feedback mechanisms for civil society input
 - Dedicated spaces for sharing research and best practices
 - Forums for public dialogue and discussion
 - Real-time updates on anti-corruption initiatives and outcomes

7.3 Implementation Considerations

- **Phased Rollout:** Implementation will follow a phased approach, beginning with a pilot phase for testing functionality, followed by gradual scaling to include additional users and data sources.
- **Resource Allocation:** Effective deployment will require dedicated funding for technical development, stakeholder training, and ongoing maintenance to ensure sustainability.
- **Governance and Oversight:** A governance structure, led by NACAC in collaboration with DPME, will oversee the portal's development, ensuring alignment with NACS objectives and adherence to quality assurance standards.

Stakeholder engagement will be prioritised through:

- Regular public dialogues and conferences to share knowledge and gather feedback
- Structured engagement sessions with civil society organizations and academic institutions
- Quarterly stakeholder forums to discuss implementation progress and challenges
- Annual anti-corruption knowledge sharing conferences

The Centre for Learning on Evaluation and Results (CLEAR-AA) and other research institutions could play crucial roles in:

- Providing technical expertise and quality assurance
- Contributing to the knowledge repository through research and evaluation
- Supporting capacity building initiatives
- Facilitating learning exchanges between practitioners

Public reporting mechanisms will include:

- Regular stakeholder briefings on NACS implementation progress
- Public workshops to discuss emerging trends and challenges
- Online platforms for sharing success stories and lessons learned
- Annual public reports on anti-corruption efforts and achievements

This enhanced framework ensures that knowledge management serves not only as a repository of information but as a dynamic platform for engagement, learning, and collaboration across all sectors of society.

The NACS Knowledge Portal is a cornerstone of the Knowledge Management Framework, designed to empower stakeholders with accessible, reliable, and actionable information. Its implementation will strengthen South Africa's anti-corruption efforts and contribute to building an ethical and capable state.

8 Integration with Existing Knowledge Management Systems

The NACS Knowledge Portal will be **strategically integrated with existing government knowledge management systems** to enhance the accessibility, coordination, and utility of anti-corruption data. Specifically, it will leverage platforms such as the **Government-Wide Monitoring and Evaluation System (GWMES)**, the **DPME's National Evaluation System**, and the **Public Service Commission's performance monitoring frameworks** to ensure seamless data interoperability. By aligning with these systems, the portal will facilitate **cross-sectoral data exchange**, allowing government entities to **streamline reporting, avoid duplication, and enhance analytical capabilities** for decision-making.

A core function of the knowledge portal will be to facilitate **public engagement and reporting back to non-state actors**, ensuring transparency and inclusivity in the anti-corruption discourse. Mechanisms for public participation will include **regular public dialogues, national conferences, and policy roundtables**, where findings from NACS evaluations and monitoring reports will be disseminated. **Stakeholder engagement strategies** will be embedded within the portal's operational framework to enable **real-time feedback loops** between government agencies, civil society organizations, and the private sector. Interactive dashboards will be developed to provide **public-facing insights into corruption trends, enforcement outcomes, and institutional performance metrics**, thereby fostering accountability.

The **South African Monitoring and Evaluation Association (SAMEA)** will play a pivotal role as a **Community of Practice (CoP)** in fostering knowledge exchange among M&E practitioners, academics, and policymakers. SAMEA's networks will be utilised to **disseminate best practices, facilitate peer learning, and advance research collaborations** on anti-corruption monitoring. Additionally, institutions such as the **Centre for Learning on Evaluation and Results – Anglophone Africa (CLEAR-AA)** will provide **technical expertise and capacity-building support** for enhancing knowledge-sharing mechanisms. CLEAR-AA's engagement will extend to **designing analytical tools, curating thematic reports, and supporting sectoral learning platforms**.

The integration of the knowledge portal with existing systems will ensure a **collaborative approach to knowledge management**, where diverse stakeholders contribute to a **dynamic, evidence-based anti-corruption ecosystem**. By fostering **open access to research, evaluation insights, and performance data**, the portal will **strengthen policy coherence, support evidence-informed decision-making, and reinforce public trust in anti-corruption interventions**.

9 Next steps

The following section outlines the next steps for the systematic implementation of the National Anti-Corruption Strategy (NACS) deliverables. These actions are intended to consolidate the project's outputs, secure stakeholder buy-in and establish operational structures for long-term success. The proposed steps cover an immediate to medium-term timeframe, ensuring alignment with existing government processes and resource constraints.

A. Internal Review and Finalisation

- **DPME Review of Deliverables:** DPME will undertake a comprehensive review of all NACS deliverables, ensuring alignment with strategic objectives and integration into the broader government planning framework.
- **Refinement Based on Feedback:** Feedback from key stakeholders, including the NACAC and implementing departments, will inform final refinements to documents such as the M&E Framework and indicator set.
- **Timeline for Completion:** The review and refinement process will be completed within three months, aligning with departmental reporting cycles to facilitate immediate integration.
- **Responsible Parties:** DPME (lead), NACAC Secretariat, and CLEAR-AA.

B. Cluster Engagement and Buy-in

- **Presentation to GSCID and JCPS Clusters:** The NACS deliverables will be presented to the Governance and State Capacity Implementation and Development (GSCID) cluster and the Justice, Crime Prevention, and Security (JCPS) cluster for endorsement.
- **Integration of Indicators into APPs:** Departments within these clusters will integrate NACS outcome indicators into their Annual Performance Plans (APPs) as part of the biennial APP review process.
- **Monitoring of Outcome Indicators:** GSCID will assume a lead role in monitoring key NACS indicators, ensuring alignment with sector-specific priorities and outcomes.
- **Expected Outcomes:** Endorsement of the M&E Framework, alignment of departmental plans with NACS objectives, and strengthened inter-departmental accountability mechanisms.
- **Responsible Parties:** DPME, GSCID, JCPS, and NACAC.

C. NACAC Collaboration

- **Engagement with the MERL Work Stream:** The NACAC's Monitoring, Evaluation, Research, and Learning (MERL) work stream will be a primary partner in operationalising the NACS M&E Framework.
- **Presentation of M&E Framework:** CLEAR-AA and DPME will present the refined M&E Framework to NACAC, ensuring it aligns with their strategic objectives.
- **Coordination Mechanisms:** Establish mechanisms for ongoing collaboration, including regular coordination meetings and shared reporting structures.

- **Joint Work Plans:** Develop joint work plans that detail roles, responsibilities, and timelines for implementing the NACS M&E Framework.
- **Responsible Parties:** DPME, NACAC MERL work stream, and CLEAR-AA.

D. Knowledge Portal Development

- **Assessment of Existing Platforms:** Conduct an assessment of current knowledge management systems to identify integration opportunities or the need for a standalone platform.
- **Development or Integration Decisions:** Based on the assessment, determine whether to develop a new knowledge portal or enhance an existing platform to house NACS-related information.
- **Implementation Timeline:** Establish a phased implementation plan, beginning with foundational elements within six months and expanding to full functionality over the subsequent year.
- **Resource Requirements:** Identify funding sources, technical expertise, and human resources required for platform development and maintenance.
- **Responsible Parties:** DPME, NACAC, and State Information Technology Agency (SITA).

By systematically addressing these next steps, the NACS deliverables will transition from development to actionable implementation, ensuring sustained impact and alignment with South Africa's anti-corruption priorities. Each action area emphasises collaboration, resource optimisation, and alignment with established government processes, paving the way for an ethical, accountable, and transparent governance system.

10 Lessons learned

Documenting lessons learned from the implementation of the National Anti-Corruption Strategy (NACS) deliverables is crucial for informing future projects of a similar nature. These reflections, drawn from CLEAR-AA's experience, provide insights into managing complex, multi-stakeholder initiatives and navigating the political and institutional dynamics that characterise anti-corruption work in South Africa.

A. Managing Political and Institutional Dynamics

- **Impact of Government Transitions and Changes:** Frequent transitions within government and shifts in political priorities influenced project timelines and necessitated adaptive strategies. Maintaining continuity during these changes was facilitated by aligning deliverables with enduring frameworks, such as the Medium-Term Development Plan (MTDP).

Future Consideration: Future projects should include contingency plans to mitigate disruptions caused by political transitions and incorporate flexibility into implementation schedules.

- **Benefits of DPME Relationship as Anchor Point:** The Department of Planning, Monitoring and Evaluation (DPME) provided a stable anchor for the project, ensuring alignment with national priorities and institutional support. This relationship was instrumental in navigating changes across other departments and maintaining a consistent focus on NACS objectives.

Future Consideration: Establishing strong partnerships with central coordinating institutions like DPME should be prioritised for anti-corruption initiatives.

- **Navigation of Institutional Sensitivities:** Addressing institutional sensitivities, including varying levels of engagement and competing priorities, required tactful communication and a collaborative approach. Leveraging existing reporting systems, such as Annual Performance Plans (APPs), helped reduce resistance and encouraged buy-in.

Future Consideration: Future projects should incorporate stakeholder engagement strategies that emphasise collaboration and align with existing institutional processes to build trust and minimise resistance.

B. Project Handover and Continuity

- **Experience of Taking Over from Previous Service Provider:** CLEAR-AA's takeover of the project highlighted the critical importance of a well-documented and structured handover process. Challenges included incomplete documentation and gaps in understanding project history, which required additional time to address.

Future Consideration: Comprehensive handover processes should include detailed documentation, stakeholder consultations, and an overlap period to ensure seamless transitions.

- **Value of Building on Existing Work:** Utilising work completed by the previous service provider (Mthente) allowed the project to progress efficiently while avoiding unnecessary duplication. By acknowledging prior contributions, the project gained credibility and continuity.

Future Consideration: Future initiatives should integrate mechanisms for assessing and leveraging existing work as a foundation for new deliverables.

- **Strategies to Avoid Duplication:** Aligning deliverables with existing systems and frameworks, such as the APP process and NACS pillars, reduced duplication and enhanced coherence. These efforts ensured resources were directed toward value-adding activities.

Future Consideration: Anti-corruption projects should prioritise integration with established processes and frameworks to maximise impact and resource efficiency.

C. Project Planning and Timeframes

- **Need for Longer Timeframes in Anti-Corruption Work:** The complexity of anti-corruption initiatives, particularly those involving multi-stakeholder engagement, highlighted the limitations of short project timeframes. Extending timelines allows for deeper engagement and more robust implementation.

Future Consideration: Future projects should adopt longer timeframes to accommodate the iterative nature of anti-corruption work and allow for meaningful stakeholder involvement.

- **Benefits of Programmatic versus Project Approach:** Adopting a programmatic perspective enabled a more holistic approach to addressing systemic corruption, moving beyond isolated deliverables to focus on sustainable, long-term outcomes.

Future Consideration: Future anti-corruption efforts should adopt programmatic frameworks that integrate projects into broader strategic initiatives.

These lessons underscore the complexity of anti-corruption work and highlight the importance of adaptive planning, strong institutional partnerships, and comprehensive handover processes. By applying these insights, future initiatives can enhance their effectiveness, sustainability, and alignment with national priorities.

Documents consulted

The following is the list of documents consulted in development of the key deliverables of the assignment. Most of the documents are from the landscape analysis.

African Union Convention on Preventing and Combating Corruption (2003)

<https://au.int/en/treaties/african-union-convention-preventing-and-combating-corruption>

Business Tech, 9 April 2024 *'Failing to prevent corruption is now a criminal offence in South Africa'*.

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