

REPUBLIC OF SOUTH AFRICA



**OPEN GOVERNMENT PARTNERSHIP
GOVERNMENT SELF-ASSESSMENT REPORT**

April 2013



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I. Foreword

In September 2011, the South African government endorsed the *Open Government Partnership* (OGP) Declaration of Principles, thereby committing itself to work with civil society towards enhancing transparency, public participation, accountability, and the fight against corruption in both the public and private spheres. This global partnership initiative on open government is in line with the African Union's *African Peer Review Mechanism* (APRM) which encourages African governments to improve public governance - including participation, openness and service delivery to their populations.

Open government in the South African context, is premised on our progressive and transformative Constitution which enshrines a *Bill of Rights* and the principles of open governance. Chapter 9 of our Constitution specifically provides for the establishment of independent institutions to safeguard and enforce openness, transparency, accountability, responsiveness, and ethical governance in the public and private spheres. These institutions are an important armoury in promoting and protecting the rights of our citizens.

Also, based on the election manifesto of the ruling party and the *Medium Term Expenditure Framework* of government, a set of 12 outcomes were developed through extensive consultation at both Ministerial and administrative levels. These outcomes reflect the desired governance and development impacts we seek to achieve, given government's policy priorities. Of these key outcomes, the Department of Public Service and Administration (DPSA) is responsible for *Outcome 12* which is focused on the development of an efficient, effective and development-orientated Public Service and an empowered, fair and inclusive citizenry. This important outcome is a further indication of government's continued commitment to deliver services to its citizenry in a participatory and transparent manner. At an operational level, we promote citizen engagement and participation through, among others, direct contact with citizens in the form of our 3100 Community Development Workers (CDWs) who are based in local communities throughout the country. Furthermore, we provide formal avenues for public participation through structures such as Ward Committees, Community Policing Forums, School Governing Bodies, Community Health Committees, Service Delivery Improvement Forums, and municipal Integrated Development Planning Forums, to name a few. We hold regular *izimbizo* (government-community gatherings) where citizens, in their localities, have a formal platform to share their compliments or voice their concerns with regard to government performance in governance and service delivery matters.



Also important in promoting open and accountable government is the fight against corruption. In his 14 February 2013 *State of the Nation Address*, President Jacob Zuma re-stated our government's commitment to fight corruption by highlighting that, among other interventions, government has increased the capacity of the Special Investigations Unit (SIU) from an initial staff compliment of 70 to more than 600 at present. This significant increase in the human resources capacity of this independent statutory body that is tasked to fight corruption is indicative of the seriousness with which government discharges its constitutional obligation to root out corruption and promote open government.

The creation and maintenance of genuine avenues for participatory democracy and development; and independent institutions to uphold and enforce the broad principles of good governance is indicative of the South African government's unambiguous commitment to the values and principles of an open society as espoused in, among other documents, the *Declaration of Principles* of the OGP.

As government, we consulted with civil society in drafting an OGP country action plan and in developing this *Government Self-Assessment Report* – the core of which is an account of the progress we have made in implementing our country action plan commitments. These consultation processes will continue as we regard the OGP country action plan as a living document responding to the ever-changing governance environment. As we commit to continue our support to the global OGP initiative, we will also continue to support and participate in continental initiatives that assess our performance in open governance, such as the APRM as stated earlier. In partnership with the governments of Kenya and Tanzania, we are also driving an outreach programme to popularise the OGP on the African continent. The objective of this outreach is to encourage more African countries to strive to meet the eligibility criteria and to join the OGP. As we do this, we are mindful of the need to ensure alignment between the OGP and the APRM as these two initiatives are mutually affirming in strengthening good governance practices in Africa.

Working with our people, we will deliver on our undertakings to create a society where all South Africans have a voice and participate in processes to determine and improve how they are governed.

I want to thank all South Africans who have participated in drafting our first OGP country action plan. I also want to thank those active citizens and organisations in the business and civil society sectors that made inputs to this important document - our first OGP *Government Self-Assessment Report*.



Truly we have shown that by working together, we can do more to improve our country and the world.

Ms. Ayanda Dlodlo, MP

Deputy Minister for Public Service and Administration

Government focal point on OGP



II. Introduction and Background

Democracy in South Africa is premised on a progressive and transformative Constitution enshrining a *Bill of Rights* and the principles of open governance. Chapter 9 of the South African Constitution (*Act 108 of 1996*) specifically provides for the establishment of institutions to safeguard and enforce the constitutional principles of openness, transparency, accountability, responsiveness, and ethical governance in the public and private spheres commensurate with good governance and international human rights practices¹. For this reason, the advancement of human rights and the promotion of democratic governance are key pillars on which South Africa's foreign policy rests.

Over the past decade, the global bilateral and multi-lateral system has been increasingly taking centre stage in addressing the governance and development challenges facing humanity. In this regard South Africa is often called upon to cooperate with other nations in pushing back the frontiers of under-development and human rights deprivation. This call for cooperation is made in the context of South Africa's own democratisation experience which has been hailed as a good model for other emerging democracies to emulate. Within the latitude provided by this strategic recognition, and the democratic governance imperatives of the constitution of the Republic, South Africa endorsed the Open Government Partnership (OGP) - a multilateral initiative launched in September 2011 with the aim of securing concrete commitments from governments to promote transparency and accountability, empower citizens through participation, fight corruption, and harness new technologies to strengthen governance.

South Africa is an active participant in the OGP and, as one of the founding governments, serves on the OGP governance structure – the OGP Steering Committee. At the September 2011 launch of the OGP, President Jacob Zuma joined the Heads of State of the OGP founding countries including the United States of America, Brazil, Mexico, Norway, Philippines, Indonesia and the United Kingdom to declare the South African government's support for the OGP, and in particular, to announce South Africa's country action plan.

III. The South African Country Action Plan and Commitments

The South African OGP country action plan, which was developed in consultation with civil society organisations from across the country; including citizen and business sector inputs through the National



Planning Commission's *Diagnostic Overview* consultation processes, identifies **Service Delivery Improvement** as the country's grand challenge.

The South African action plan further identifies seven commitments as concrete steps towards addressing the grand challenge of Service Delivery Improvement. These seven commitments are:

1. Developing citizen participation guidelines for government departments.
2. Establishing Service Delivery Improvements Forums.
3. Implementing a "*Know Your Service Rights and Responsibilities*" campaign.
4. Capacity development of anti-corruption officials.
5. Developing guidelines on sanctions for corruption related cases.
6. Involving civil society in the budget process in order to enhance the progressive realisation of socio-economic rights and enable citizens to track public expenditure.
7. Developing a portal for environmental management information.

The implementation of these seven OGP commitments over the past twelve months have not only contributed towards ensuring Service Delivery Improvement in South Africa in a meaningful way; it has also contributed to the promotion of greater transparency, citizen participation, accountability, and innovation in keeping with the core open government principles as enshrined in the South African Constitution and articulated in the OGP Declaration of Principles.

The practical integration of Service Delivery Improvement and the core open government principles (transparency, citizen participation, accountability, and innovation through technology) is reflected in the South African country action plan commitments as follows:

- The development of citizen participation guidelines for government departments gives direction to government departments on how to operationalise *citizen engagement and participation* in service delivery planning, implementation and monitoring through, among others, the use of direct forms of engagement such as government-community meetings and online and mobile technological platforms such as *Facebook* and *Twitter*.
- *Citizen participation* and *accountability* to the public regarding service delivery performance is enhanced through the establishment and functioning of Service Delivery Improvements Forums (SDIFs).



- Citizen awareness and knowledge of legal frameworks for *accountability*, *transparency* and *citizen participation* in public service delivery matters are enhanced through implementing the “Know Your Service Rights and Responsibilities” campaign.
- Capacitating anti-corruption officials ensures that officials have the necessary competence (i.e. skills, aptitude and attitude) to discharge their functions thereby enhancing *accountability*, intensifying the *fight against corruption* and strengthening public trust.
- Developing guidelines on sanctions for corruption related cases reflects government’s commitment to root out corruption and *transparency* is enhanced if public officials and citizens are aware of the scope of sanctions for corruption-related cases in the Public Service.
- Civil society involvement in the budgetary process enables citizens to inform the strategic priorities of public budgets, thereby ensuring *transparency*, *accountability* and *participation* every stage of the process.
- *Transparency* and *accountability* are enhanced if citizens have access to secure technological *innovations* that provide reliable and accessible data on environmental matters.

IV. Process Summary

At the July 2011 meeting of the OGP Steering Committee in Washington DC, it was decided that OGP founding countries should develop country action plans with commitments in consultation with civil society organisations. It was further decided that these action plans should be presented by Heads of State of the founding governments at the official launch of the OGP on 20 September 2011 in New York in the margins of the United Nations General Assembly meeting.

Immediately after the OGP Steering Committee meeting in July 2011, an internal and external OGP consultation process was embarked upon to ensure adequate public consultation in drafting the South African OGP country action plan.

(a) Internal OGP Consultation

Within government, consultations were held with the National Planning Commission (NPC) in the Presidency who in June 2011 produced a *Diagnostic Overview Document* for public inputs as part of their



mandate to develop a National Development Plan² for the country. Over a three month period (June-August), the NPC facilitated consultations with stakeholders from within the public and private sectors and civil society³ to discuss the Diagnostic Overview Document and to secure broad agreement about the challenges facing the country and possible strategies to address these.

An important outcome of the NPC public consultation process was that education and employment were identified as the most pressing challenges facing South Africa⁴. Significantly, improving the performance of the Public Service and public service delivery improvement were identified as related challenges that impacts on South Africa's ability to bolster the quality of education and create more jobs. Based on the extensive research and consultations of the NPC, "*Increasing public integrity by improving public services*" was identified as the South African OGP grand challenge.

Consultations were also held with the Department of International Relations and Cooperation, the Department of Finance (including Treasury, the Public Investment Corporation, the Accounting Standards Board, the Land Bank, and the South African Special Risk Insurance Agency), the Departments of Water and Environmental Affairs, the Director-General in the Presidency, within the Department of Public Service and Administration (including the Centre for Public Service Innovation, and the Public Administration Leadership and Management Academy), as well as the provincial offices of the country's nine Premiers. All these stakeholders supported the country action plan and commitments by submitting inputs on progress to the *Government Self-Assessment Report*.

The process of engaging Cabinet on the OGP process started immediately after the July 2011 OGP Steering Committee meeting. A Cabinet Memorandum on the OGP was drafted by 10 August 2011 and presented to the Governance and Administration (G&A) Working Group and Cluster Meeting on 15 November 2011. In January 2012, the Cabinet Memorandum was presented to the G&A Cabinet Committee who recommended its submission to Cabinet by the Minister for Public Service and Administration (who also serves as the APRM focal point). On 5 December 2012, Cabinet approved the OGP Cabinet Memorandum thereby signaling its endorsement of South Africa's full participation in the OGP.



(b) External OGP Consultation

The OGP obligates participating governments to commit to developing their country action plans through a multi-stakeholder process, with the active engagement of citizens and civil society organisations⁵. South Africa has a vibrant civil society organisation culture with more than 98 920 civil society organisations, of which 53 % are less formalised community-based organisations⁶.

The South African National NGO Coalition (SANGOCO) is the largest single umbrella body of civil society organisations (CSOs) in the country with offices in all nine provinces and members in every corner of the country, working on cross-cutting issues related to democratic governance and human development. Within its membership, SANGOCO represents more than 3500 different types of organisations and groupings: from community-based organizations (CBOs) to non-governmental organizations (NGOs); faith-based organizations (FBOs); social networks, forums, associations and movements.

In August 2011, consultative meetings were held with the national executive of SANGOCO about the OGP and a draft OGP action plan was proposed. This was followed by an extensive two-day consultative workshop⁷ with the SANGOCO national office and its nine provincial affiliate structures. The outcome of the OGP consultative workshop was a draft country action plan with seven commitments aimed at **Service Delivery Improvement**; with the promotion of transparency, citizen participation, accountability, and innovation through technology as cross-cutting concerns.

Subsequent to the development of this draft action plan, a call to participate in the OGP process was made to CSOs not affiliated to SANGOCO and the following organisations responded with formal inputs to the draft OGP action plan: the Open Democracy Advice Centre (ODAC), the South African National Civics Organisation (SANCO), the Centre for Economic Governance and Aids in Africa (CEEGA).

Inputs received through the OGP internal and external consultative processes were consolidated into the 2011/12 OGP country action plan with commitments for South Africa. This plan was submitted to the OGP Secretariat in Washington DC on 14 September 2011 and presented at the official launch of the OGP on 20 September 2011 in New York.



(c) Action Plan Implementation Approach

Five of the seven country action plan commitments were implemented by the Department of Public Service and Administration (DPSA) and two commitments – involving civil society in the budgetary process and the development of a portal on environmental management information – was implemented by the Departments of Finance and Water Affairs respectively. The DPSA coordinated the action plan implementation process and was responsible for facilitating consultations with CSOs and citizens on implementation progress through both in-person engagements and online electronic consultations of which the details were communicated to stakeholders in advance. In-person consultations were conducted across the country by Community Development Workers (CDWs), who are Public Servants working in the communities where they live. In-person consultations also happened through OGP *Roundtable Dialogue* sessions that were held in the Kwazulu-Natal and Western Cape provinces with representatives from business, academia, traditional leadership, and civil society organisations – including NGOs, FBOs, and CBOs. Online *e-consultations* on action plan implementation progress were facilitated with CSOs over a two-day period, 17-18 September 2012.

The first engagement with CSOs on the action plan implementation progress was through an in-person workshop on 12 April 2012⁸. The DPSA covered the transport and accommodation costs of all CSO participants. The following business and civil society organisations participated:

Business Unity South Africa (BUSA)
Congress of Traditional Leaders of South Africa (CONTROLESA)
Charities Aid Foundation
Inuthuko
Sithabisile Child and Youth
South African History Archives – Access to Information Centre
Institute for Democracy in Southern Africa (IDASA)
South African National NGO Coalition (SANGOCO)
Open Democracy Advice Centre (ODAC)
South African National Civic Organisation (SANCO)

A second engagement with CSOs on action plan implementation progress was a two-day online *e-consultation* with the afore-mentioned organisations. These organisations, including the Congress of South African Trade Unions (COSATU) which represents the largest trade union federation in the country, expressed satisfaction with the action plan implementation progress. One of the CSO stakeholders, ODAC, made a written submission on the action plan implementation progress report indicating that it would:



“...like to note from the outset that the OGP call is for a “stretch [of] government practice beyond its current baseline” in relation to the Commitments made. Such a stretch we do not believe has been reflected in a consideration of the current Progress Report”⁹. ODAC is thus of the view that in implementing the OGP commitments, government has not demonstrated an ability to implement the OGP commitments beyond its current work focus.

A third engagement with CSOs on action plan implementation progress was an in-person workshop¹⁰ with the following organisations:

Black Sash – National Anti-corruption Forum
South African Council of Churches (SACC)
RAO – Youth Development
South African National Civics Organisation (SANCO)
Business Unity South Africa (BUSA)
South African NGO Coalition (SANGOCO) - National Office, Gauteng
SANGOCO, Northern Cape
SANGOCO, Kwazulu-Natal
SANGOCO, Eastern Cape
SANGOCO, Western Cape
SANGOCO, Limpopo
SANGOCO, Free State

During all three engagements with CSOs and the private sector, valuable inputs were made to the action plan implementation process and these have been considered in the implementation of OGP commitments. For example, CSOs and the private sector argued in support of the increased use of information communication technology (ICT) in the implementation of commitments. The South African government is however aware that the majority of its citizens in the country do not have access the internet and social media platforms such as *Facebook* and *Twitter*. But in acknowledging the input from CSOs and the private sector, a decision was made that community-based Community Development Workers (CDWs) will be issued with ICT equipment to ensure that information on service delivery performance at community-level are communicated to relevant government departments for immediate action.

To popularise the OGP among private citizens, and to obtain their inputs on implementation progress of OGP commitments, government adopted an approach of utilising its 3100 Community Development Workers (CDWs) employed across the country. The process started with a workshop of all provincial coordinators of the CDW Programme, where they were capacitated on the OGP programme to understand its key tenets and objectives.



This workshop was followed by a national *CDW Conference* in March 2013, where 600 CDWs were empowered to understand their communications function regarding the dissemination of information on government programmes including the APRM and OGP. The plan was to replicate the national CDW Conference in all nine provinces. Only threefour provinces – KwaZulu-Natal, Mpumalanga, Northern Cape, Western Cape – could however be reached through CDW workshops, ~~noting that notwithstanding the enthusiasm of CDWs in the Western Cape, the workshop was cancelled because the provincial government refused to allow the CDWs to participate in the OGP consultative process.~~ CDWs in the remaining provinces of the Eastern Cape, Free State, North West, Limpopo and Gauteng have indicated that they will conduct OGP door-to-door visits for a two-week period and submit reports to the DPSA by the end of April 2013. Prior to the OGP door-to-door engagements by CDWs, they were capacitated to understand the *pro-forma* template that was designed to record/collect citizen inputs on the OGP. CDWs were also eEquipped with a simplified OGP pamphlet printed in the 11 official languages of the country, ~~and the citizen feedback template, CDWs engaged in door to door visits for a period of two weeks.~~ The aim of the CDW door-to-door campaign was three-fold two-fold: to enhance citizen understanding of the APRM and OGP; ~~and~~ to bring citizens on board in terms of progress with the OGP; and to collect citizen inputs to the action plan implementation progress report. The outcome of this CDW door-to-door community engagement process will be a consolidated CDW/OGP report with citizen inputs on OGP. This information will assist government in improving progress on its commitments and in developing a revised country action plan for South Africa.

Worth noting is that the majority of CSOs participating in the South African OGP processes are also key stakeholders in the APRM processes. Government mooted the idea of an OGP Government – Civil Society Multi-stakeholder Forum. But because there is a synergy between the APRM and OGP, the existing APRM National Governing Council (NGC)¹¹ will serve the mechanism for government-civil society engagement on both the APRM and OGP. This approach will reduce participation fatigue on the part of civil society and reduce the time and monetary costs associated with ongoing public participation processes.

(d) **Process Challenges in developing the Action Plan**

The following challenges emerged during the development of the country action plan:

- **Timeframes for developing the plan:** Developing a country action plan with concrete commitments in partnership with CSOs in a two-month period was challenging for two reasons.



Firstly, South Africa is a vast country and civil society formations are fragmented in that there is no single umbrella body that represents the interests of all CSOs in the country. Hence, a decision was taken to partner with the largest umbrella body representing civil society organisations in the country, namely SANGOCO. Secondly, participation is costly in terms of financial and human resources; both of which were not assigned to the South African OGP initiative through the formal bureaucratic process. Hence, a decision was taken to draw on research and consultative process already underway while formal approval was obtained for the allocation of resources to the South African OGP initiative. In this regard, research and consultations on the APRM and NDP processes proved valuable in feeding into the action plan development process.

- **Cabinet engagement on the plan:** Although the South African President indicated his support to the OGP by endorsing the South African government's participation in OGP, Cabinet had to be engaged on this important global initiative aimed at promoting open government. The process of engaging Cabinet generally starts with obtaining approval for such engagement from the administrative and political head of a government department, followed by approval by a government cluster working committee and a Cabinet sub-committee. Only then can Cabinet be engaged. In the case of the OGP, the approval process faced unique challenges in that there was a Cabinet reshuffle in October 2011 which delayed the approval process. After the deployment of a new Minister to the DPSA, he was briefed on the OGP. Sadly, the Minister passed away in May 2012 which caused a further delay in the process. A new Minister was deployed in June 2012 and once she was briefed on the OGP the process to engage Cabinet was back on track. The OGP Cabinet Memorandum was finally presented to Cabinet on 5 December 2012 where it received overwhelming support and approval.
- **Securing inter-departmental cooperation on the plan:** Obtaining Cabinet support for the OGP was critical given that the OGP is a government-wide initiative involving cooperation and support of all government departments. Furthermore, inter-departmental cooperation was necessitated by the fact that five of the seven action plan commitments are within the legal mandate of the DPSA, and two within the mandate of the Departments of Finance and Water Affairs respectively. The inadvertent delay in engaging Cabinet caused delays in securing cooperation with these two key departments, although they had already put plans in place to address the commitments within their respective legal mandates.



As mentioned, the action plan development and implementation approach included engagements with CSOs through online *e-consultations*. In addition to the direct engagement with 100 CDWs in Mpumalanga province by government officials, the OGP political focal point in South Africa also engaged them on OGP through the use of *Skype*. Both approaches to participation represent the innovative use of technology in government planning, implementation and consultation given that participatory approaches in South Africa traditionally involves in-person engagements.

The OGP Networking Mechanism was established by the OGP Support Unit to connect OGP governments with providers of open government expertise to help them develop and implement ambitious open government commitments. The Networking Mechanism's mission is to introduce OGP governments to peer governments, NGOs, and private companies with specific expertise, skills, and technological capacities across a range of open government issues. Through introductions with its extensive network of suppliers, the Networking Mechanism can assist governments with conceptualising and implementing the ambitious open government commitments and reforms contained in their respective OGP national action plans. The South African government did not have a need to use the expertise of the OGP Networking Mechanism because it has the internal knowledge and expertise to implement its OGP commitments. Government officials responsible for the implementation of country commitments did however benefit from the information and knowledge shared at Networking Mechanism exhibitions and presentations at OGP events.

Furthermore, the *Learning and Peer Support* (LPS) sub-committee of the OGP was established to foster active exchange and learning among OGP countries and other interested parties. South Africa benefitted little from hands-on LPS sub-committee support in planning for the May 2013 OGP Africa Regional Outreach event. This is mainly because the four OGP sub-committees got off on a slow start due to inadequate support from the OGP Support Unit.

(e) OGP Awareness Campaigns

Given the delay in engaging Cabinet on the OGP and the fact that human and financial resources were not immediately available for OGP activities after its official launch in September 2011, the South African government had difficulty launching a national OGP awareness and participation campaign. As a start, existing initiatives such as the APRM processes were used as platforms to raise awareness of OGP among CSOs and the general public. However, in February 2013, government implemented the following OGP



public awareness and participation initiatives to promote public understanding of the OGP and to ensure meaningful public input to the country action plan implementation report:

Community Radio Programmes on OGP: In South Africa, *Community Radio* refers to a non-profit, service-oriented radio that is solely owned and operated by the community (separate from commercial and public broadcasting). Community Radio stations serve geographic communities and communities of interest by broadcasting content that is relevant to a local, specific audience. It encourages dialogue and empowers local communities through information sharing and critical debate. Through the use of 66 community radio from across the country, more than 10 million citizens were informed about the OGP and how to make inputs to the country action plan implementation progress report.

Public/Commercial Radio on OGP: The focal point for the OGP in the country, Deputy Minister Ayanda Dlodlo, also participated in public/commercial radio programmes during which she raised awareness about OGP, responded to citizen questions on OGP, and invited more than 2 million listeners to participate in planned OGP processes through their local CDWs.

Public Television Broadcasting Campaigns on OGP: The OGP focal point in South Africa also participated in television news magazine programmes on the national television broadcaster to popularise the OGP and to invite citizens to become active participants in OGP processes. In one of these television programmes, the South African OGP focal point was joined by the United Kingdom co-chair of the OGP Steering Committee, Minister Francis Maude, to reinforce the need for public participation in OGP processes. An estimated total of 2.2 million citizens were reached through these television programmes.

Print and Internet Media Campaigns on OGP: The OGP print media campaign consisted of developing and printing a standard advertorial on the OGP and, in particular, progress on the implementation of action plan commitments. In total, eight daily and weekly newspapers with an estimated readership total of more than 1 million were used to carry the OGP advertorial in English, Afrikaans and isiZulu – the three most widely spoken languages in the country. With regards to internet-based news media, the *IOL Breaking News* platforms was used; reaching an additional 574 000 daily readers.

The OGP house-to-house Campaign by CDWs: On 14-15 March 2013, the DPSA hosted a national CDW conference where President Zuma addressed 600 CDWs on, amongst others, the need to mobilise communities to participate in OGP processes. CDWs are public servants working at the community-level.



Their job function includes the facilitation of meaningful interaction and partnerships between government and communities through, among other interventions, house-to-house engagements on key government programmes and services. It is within the context of their specific information dissemination role that President Zuma urged CDWs to intensify public awareness and participation in OGP processes.

Following this call, Deputy Minister Dlodlo hosted a CDW workshop in KwaZulu-Natal province on 28 March where 160 CDWs were capacitated on OGP and provided with tailor-made “OGP orientation packs” and brochures. Following this empowerment workshop, CDWs conducted an OGP house-to-house campaign during which they engaged 10 000 households on the OGP country action plan commitments and progress against these commitments. This approach was replicated on 05 April in Mpumalanga province and 12 April in the Northern Cape province where CDWs committed to reach a further 45 000 households on OGP. It is envisaged that by the end of May 2013, more than 1 million households (representing approximately 4.5 million citizens) would have been engaged on the OGP through this OGP door-to-door campaign by CDWs.

OGP Roundtable Dialogues: On 20 March 2013, Deputy Minister Dlodlo hosted an *OGP Roundtable Dialogue* in the city of Durban with 160 stakeholders who included representatives from the Durban Chamber of Commerce, the Durban Press Club, academic institutions, civil society organisations, and traditional leadership authorities. A similar *OGP Roundtable Dialogue* was held in Cape Town on 16 April 2013 with 40 stakeholders who included representatives from CSOs, academic institutions, the media, business, municipalities, faith-based organisations, and social movements. These stakeholders expressed support for the country action plan implementation progress report and shared concerns and ideas on how to strengthen accountability, transparency, public participation, and intensify the fight against corruption in the country.

President’s Coordinating Council (PCC) engagement on OGP: The PCC is a council consisting of the President and Deputy President of South Africa, Cabinet Ministers and the Premiers of the nine provincial governments. At a PCC meeting on 11 April 2013, the South African OGP political focal point presented the OGP Government Self-Assessment Report for inputs, comments and endorsement. The report was welcomed and received overwhelming support.



In total, it is estimated that more than **21 million citizens** have been conscientised about the OGP and its participatory process. The total impact of the OGP Public Awareness Campaign is as follows:

Mode of Engagement	Number of Engagements	Estimated Reach
Community Radio	66	10 million
Public/Commercial Radio	2	2.5 million
Television	2	2.2 million
Print and Internet Media	8	1 million
Door-to-door Campaign	3100 CDWs	4.5 million
Roundtable Dialogues	2	150 representative organisations (potential reach 30 000)
Number of citizens engaged on OGP progress (Estimated)		21 300 000 citizens

V. Implementation of the Country Action Plan

In the assessment period September 2011 to 31 March 2013, South Africa included seven commitments in its country action plan of which four have been fully implemented; and three partially implemented. Overall, implementation progress of the country action plan commitments are as follows (see also **Annexure A**):

1. **Developing citizen participation guidelines for government departments:** This commitment was fully implemented in the assessment period. A citizen participation guideline was developed and is awaiting formal approval. The DPSA will work with nine government departments (three per quarter) in the period 1 April 2013 to 31 March 2013 with the aim of institutionalizing public participation in these departments. In collaboration with the Public Administration Leadership and Management Academy (PALAMA), the DPSA will provide training for officials in all departments to build internal capacity to successfully implement and sustain Public Participation activities in their respective departments.
2. **Establishing Service Delivery Improvements Forums (SDIFs):** This commitment was partially implemented. A concept document on the institutionalisation of SDIFs has been developed focusing on the approach; institutional and governance arrangements; and terms of reference for SDIFs. Consultations on the establishment of SDIFs were held with all the nine provinces. The plan is to establish functional SDIFs in the period new financial year based on the concept document and consultations with provinces. This process will be completed by October/November 2013.
3. **Implementing a “Know Your Service Rights and Responsibilities” (KYSR&R) campaign:** This commitment was partially implemented. A KYSR&R guideline was developed to ensure the



implementation of the KYSR&R campaign by provincial departments. The DPSA furthermore implemented the KYSR&R campaign in schools in the Limpopo and Eastern Cape provinces where 36 700 “*Know Your Service Rights and Responsibilities*” booklets were dispatched to Community Development Worker (CDW) coordinators for distribution to learners. The media campaign on KYSR&R will be intensified in the new financial year with the view to have the commitment fully achieved by March 2014.

4. **Capacity development of anti-corruption officials:** This commitment was fully implemented. A total number of 2018 anti-corruption officials were capacitated. Additionally, in the February 2013 State of the Nation Address, President Zuma recommitted South Africa to the fight against corruption, indicating that additional resources will be made available to strengthen the capacity of the Anti-Corruption Task Team as part of government’s resolve to fight corruption. The Minister for Public Service and Administration has also announced government’s plans to establish an Anti-Corruption Bureau to add to and re-enforce the existing anti-corruption measures.
5. **Developing guidelines on sanctions for corruption related cases:** This commitment was partially achieved. Government has existing regulations in place governing the conduct of public officials. These regulations are being reviewed to include sanctions for corruption relation cases.
6. **Civil society involvement in the budgetary process:** This commitment was fully implemented. The extent and quality of civil society participation in budgetary processes has resulted in South Africa being ranked second out of 100 countries in terms of budget participation, transparency and oversight¹². In South Africa, the tabling of the Division of Revenue Bill (national budget) gives citizens and civil society groups a space to input on the national budget through their respective provinces and municipalities. Also, government departments, before any given budget cycle, conduct intensive engagements with civil society and the public in general through budget road shows also known as ‘izimbizo’. In addition to this, the Minister of Finance solicits inputs from the public via social media (“tips for Pravin” on the National Treasury website). Some of these inputs are responded to and articulated at various points during the budget speech, where specific action to be taken is mentioned. At the local government sphere, municipalities engage the public and civil society stakeholders through Integrated Development Plans (IDPs), which links municipal budgets to projects identified by local communities. There are a series of bilateral engagements with various stakeholders/civil society during



the Medium Term Expenditure Framework process through Function Committees. Some NGOs are involved in function group discussions as part of the Medium Term Expenditure Committee (MTEC) process, which focuses on budget preparation, including deliberations on past budget execution of government priorities. Also, public hearings are conducted by the legislature where civil society organisations and civil society in general are encouraged to participate. The Minister of Finance has a more formal arrangement for discussing policies in the Public Finance and Monetary Chamber of the National Economic and Development Labour Council (NEDLAC), which includes representatives from business, labour and community constituencies. Furthermore, members of Parliament have constituency visits on a regular basis to discuss the budget with citizens.

- 7. Developing a portal for environmental management information:** This commitment is fully addressed. Citizens are able to access credible data on drinking water quality and identified risks within their respective municipalities. This information is accessible from the Department of Water Affairs website: www.dwa.gov.za/bluedrop or on the mobi site: *my-water.mobi*. Also, citizens are able to access credible data on wastewater management and identified risks within their respective municipalities. This information is accessible from the Department of Water Affairs website: www.dwa.gov.za/greendrop. The progress negates the need to conduct a feasibility study on the establishment of a portal for environmental management information. Additionally, the Gauteng Province has a publicly accessible portal on environmental management information. In 2010, this project won a Centre for Public Service Innovation (CPSI) Award, and in 2011 it won the United Nations Innovation Award. Also, in October 2012, South Africa hosted a global conference on best practices regarding publicly accessible portals on government data through the United Nations under the theme: *Next Stage in Open Government Data: Using Data for Transparency, Accountability and Collaboration*.

VI. Conclusion, Lessons Learnt and Next Steps

Overall, valuable lessons were learned during the development of the country action plan, the implementation of the plan, and the consultation processes aimed at soliciting public inputs on action plan implementation progress. In terms of the afore-mentioned processes, we learned more about the value of time. OGP founding countries that had to submit their country action plans by 14 September 2011 were under pressure to consult as widely as possible on the country grand challenge and country commitments



within less than eight weeks. The lesson for South Africa is that one should not err on the side of time allocated to an activity as important as public participation. As government, we (again) learned that participation has major financial and human resource cost implications and that committed budgets are needed to do justice to consultative processes.

Further lessons learned by government include the following:

- We need to have a more structured annual calendar for citizen engagement on OGP.
- We have not fully exploited traditional leadership structures as a mechanism to engage citizens.
- This information gathered through the consultative processes of developing this *Government Self-Assessment Report* can enhance our revised country action plan and commitments.
- We should not only rely on engaging CSOs as we did in the initial stages of the country action plan development process. We need to engage citizens directly in order to obtain better inputs.
- We need to engage Ratepayers `Associations to cover a wider spectrum of CSO representation.
- The APRM and OGP reporting processes were running parallel with significant cost and human resources implications. The lesson is to develop a consultative process that speaks to both the APRM and OGP, especially since both have the same political focal point.

Also, we learned that civil society in general suffer from participation fatigue in the sense that they are invited to participate in local planning, implementation and monitoring process such as municipal integrated development planning processes (IDPs); they are also invited to participate in provincial process such as the development, implementation and monitoring of Provincial Growth and Development Strategies (PGDS); at a national level they are invited to participate in processes related to the National Development Plan (NDP) and many other process that are of importance to citizens; at a continental level citizens are invited to participate in (APRM processes; and the call to participate in the global OGP process in terms of developing a country action plan and making inputs on implementation progress do overwhelm and thereby fatigue citizens and civil society organisations. To address this concern, government has adopted an approach of synergising some of these participatory processes because the same CSOs who are participating in the APRM are also participating in the OGP. This approach of synergising the stakeholder engagement framework for the APRM/OGP is aimed minimizing the problem of participation fatigue and reducing the costs related to meaningful public participation.



With regards to the three partially fulfilled commitments, South Africa undertakes to fully implement these commitments by the end of March 2014. In submitting our first *Government Self-Assessment Report* to the OGP, we reiterate our request for clarity regarding the concepts of “civil society” and “public participation”. These concepts are important variables in the governance discourse and they have particular meanings in the South African context which, we have noted, differs from other OGP participating country contexts. Clarity on what constitutes “civil society” and “public participation” in the OGP context would clarify and render a common understanding of these terms thereby greatly assisting in the implementation of the OGP Declaration of Principles and the commitments reflected in the country action plan.

In terms of the OGP generally, South Africa remains committed to the Declaration of Principles it endorsed in September 2011 and will continue to be an active OGP participant. We resolve to establish an OGP/APRM Government-Civil Society Multi-Stakeholder Forum; update our country action plan through a consultative process with civil society; fully integrate and rationalise the OGP/APRM stakeholder engagement framework and engage in and support OGP outreach initiatives on the African continent and beyond.

Annexure A: Implementation Matrix - Country Action Plan

Commitment	Indicator	Progress Summary	Way Forward	Coordinating Official
<p>1. Formalise partnerships with civil society organisations in all nine provinces to establish Service Delivery Improvement Forums (SDIFs) at local level to provide timely citizen report cards on service delivery levels at community level, especially in relation to primary health care, water, sanitation, environmental management and housing.</p>	<p>Number of SDIFs established in all nine provinces</p>	<p>Developed a concept document on the institutionalisation of the SDIFs which unpacks the approach; institutional and governance arrangements; terms of reference, among others.</p> <p>The DPSA engaged all nine provinces and some national government departments on the SDIF concept and there is a general commitment to establish SDIFs as mechanisms to enhance public service access and citizen participation in public service delivery.</p>	<p>SDIFs will be established by March 2014.</p>	<p>Ms Colette Clark Tel: 012 336 1056</p>
<p>2. Enhance the capacity and capabilities of communities to access and claim their socio-economic rights through the roll-out of national public education campaigns, specifically a public outreach campaign on Know Your Service Rights and Responsibilities (KYSR&R) to inform citizens about their service rights, responsibilities, and legal mechanisms available to hold government accountable.</p>	<p>Number of KYSR&R workshops conducted in all nine provinces.</p> <p>Number of</p>	<p>The DPSA has developed a guideline that will be used to mobilize government departments to participate more actively in the KYSSR campaign.</p> <p>DPSA has rolled out the KYSSR campaign in schools in the Limpopo and Eastern Cape provinces where 36 700 “<i>Know Your Service Rights and Responsibilities</i>” booklets were dispatched to Community Development Worker (CDW) coordinators for distribution to schools.</p>	<p>In the new financial year ending in March 2014 the KYSR&R Campaign will be intensified.</p>	<p>Ms Colette Clark Tel: 012 336 1056</p>



	broadcasts on KYSR&R through community radio stations in all official languages.			
<p>3. Enhance national integrity through institutional capacity-building of National Anti-Corruption Forum (NACF) and Anti-Corruption Hotline.</p> <p>This will include the capacity development of anti-corruption officials and strengthening the Hotline's advocacy and investigation functions.</p>	<p>The NACF is capacitated</p> <p>Number of anti-corruption officials capacitated.</p>	<p>The DPSA implemented the <i>Public Sector Anti-corruption Capacity Building Programme</i> focusing on capacitating three categories of public service officials: (1) anti-corruption practitioners - 487 officials capacitated); (2) law enforcement officials including investigators, prosecutors and presiding officers; (3) general public servants - 1531 officials in categories 2 and 3 capacitated.</p>	<p>Capacitating anti-corruption officials is an ongoing activity of government.</p>	<p>Dr. Alex Mahapa Tel: 012 336 1487</p>
<p>4. Approve guidelines on sanctions for corruption related cases</p>	<p>Guideline developed</p>	<p>A generic guideline on discipline in the Public Service has been developed.</p>	<p>This guideline will be review to enhance effectiveness by March 2014.</p>	<p>Dr. Alex Mahapa Tel: 012 336 1487</p>
<p>5. Develop a Citizen Participation guideline for Public Sector departments that would ensure that</p>	<p>Guideline developed</p>	<p>In October 2011, the DPSA hosted a roundtable discussion to engage national and provincial government departments, including academia, on</p>	<p>The DPSA will work with nine national</p>	<p>Ms Colette Clark Tel: 012 336 1056</p>



<p>every public sector department across all spheres have a functional, resourced and capacitated citizen engagement unit which regularly and proactively engage with civil society.</p>		<p>drafting a generic Public Participation guideline and to solicit stakeholder inputs before the actual drafting of the guideline.</p> <p>In November 2011, a first draft of the Public Participation guideline was presented for inputs to the Community Development Worker Programme (CDWP) National Task Team, representing the Public Participation Units of the Department of Cooperative Governance in all nine provinces.</p> <p>The generic guideline on Public Participation has been completed and was submitted for final approval.</p>	<p>departments (three per quarter) with the aim of institutionalizing Public Participation in these departments.</p>	
<p>6. Allow for the involvement of civil society in the budget process in order to enhance the progressive realisation of socio-economic rights, and enable citizens to track public expenditure.</p>	<p>Civil society participation in budgetary processes.</p>	<p>The tabling of the Division of Revenue Bill (national budget) gives citizens and civil society groups a space to input on the national budget through their respective provinces and municipalities.</p> <p>Government departments, before any given budget cycle, conduct intensive engagements with civil society and the public in general through budget road shows also known as ‘imbizos’. In addition to this, the Minister of Finance solicits inputs from the public via social media (“tips for Pravin” on the National Treasury website). Some of these inputs are responded to and articulated at various points during the budget speech, where specific action to be taken is mentioned.</p>	<p>Government will explore further opportunities for enhanced engagement with civil society for participation in the budget process.</p>	<p>Nokwazi Makanya Tel: 012 395 6773</p>



		<p>At the local government sphere, municipalities engage the public and civil society stakeholders through Integrated Development Plans (IDPs), which links municipal budgets to projects identified by local communities.</p> <p>There are a series of bilateral engagements with various stakeholders/civil society during the Medium Term Expenditure Framework process through Function Committees. Some NGOs are involved in function group discussions as part of the Medium Term Expenditure Committee (MTEC) process, which focuses on budget preparation, including deliberations on past budget execution of government priorities.</p> <p>Public hearings are conducted by the legislature where civil society organisations and civil society in general are encouraged to participate.</p> <p>The Minister of Finance has a more formal arrangement for discussing policies in the Public Finance and Monetary Chamber of the National Economic and Development Labour Council (NEDLAC), which includes representatives from business, labour and community constituencies.</p> <p>Members of Parliament have constituency visits on a regular basis to discuss the budget.</p>		
7. Develop a comprehensive and	Feasibility study	There was no need to conduct a feasibility study	The portal will	Ms. Deborah



<p>publicly accessible portal on environmental management information.</p>	<p>completed</p>	<p>since the Department of Water Affairs has developed a portal through which citizens can access reliable information on drinking water quality through their website: www.dwa.gov.za/bluedrop or on the mobi site: my-water.mobi. Also, citizens are able to access credible data on wastewater management and identified risks within their respective municipalities. This information is accessible from the Department of Water Affairs website: www.dwa.gov.za/greendrop.</p> <p>In the Gauteng Province, the Gauteng Department of Agriculture and Rural Development (GARD) developed a publicly accessible portal of environmental management information.</p> <p>In 2010, this project won a Centre for Public Service Innovation (CPSI) Innovation Award, and in 2011 it won the United Nations Innovation Award.</p> <p>This best practice will be replicated nationally under the leadership of the CPSI.</p>	<p>be expanded to include information on broader environmental issues with support from the CPSI.</p>	<p>Mochotli Tel: 012 336 7255</p>
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Endnotes

¹ Chapter nine institutions refer to a group of organisations established in terms of Chapter 9 of the South African Constitution to guard democracy. The institutions are: the Public Protector; the South African Human Rights Commission (SAHRC); the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities (CRL Rights Commission); the Commission for Gender Equality (CGE); the Auditor-General; the Independent Electoral Commission (IEC); an Independent Authority to Regulate Broadcasting.

² The National Development Plan (NDP) consists of a vision statement for 2030 and a plan setting out how this vision can be achieved in partnership with all sectors of society, including citizens and business.

³ In the South African context, civil society consists of citizens, community-based organisations, non-governmental organisations, faith-based organisations, and labour unions (Davids I., F. Theron and K. Maphunye, 2009. *Participatory Development in South Africa: A Development Management Perspective*. Van Schaik, Pretoria).

⁴ Diagnostic Overview Report, June 2011:5 & National Development Plan-Vision for 2030, 11 November 2011: 3. National Planning Commission, Pretoria.

⁵ OGP Articles of Governance, 2011.

⁶ Swilling, M. and B. Russel (2002: viii). *The size and scope of the non-profit sector in South Africa*. Graduate School of Public and Development Management, University of Witwatersrand, Johannesburg.

⁷ 1-2 September 2011, Premier Hotel, Pretoria.

⁸ The venue for the workshop was the Public Administration Leadership and Management Academy, PALAMA, Pretoria.

⁹ ODAC, *OGP E-Consultation: Inputs on SA Country Plan Progress Report*, 19 September 2012. Submitted by Gabriella Razzano of the Open Democracy Advice Centre.

¹⁰ 28 November 2012, Birchwood, Johannesburg.



¹¹ This is the body that provides strategic policy direction to the implementation of the APRM. This body consists of both state and non-state actors including representatives of key line ministries, civil society, Parliament, media, private sector, youth, women groups, disabled, marginalised groups, rural populations etc.

¹² Open Budget Survey 2012. International Budget Partnership. Washington, DC.