



national treasury

Department:
National Treasury
REPUBLIC OF SOUTH AFRICA

**GUIDELINES FOR THE 4th CALL FOR PROPOSALS
GENERAL BUDGET SUPPORT PROGRAMME
FUNDING FOR 2019 MEDIUM TERM EXPENDITURE
FRAMEWORK**

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NOTE: Please read the “Read This First” document in the electronic pack, before continuing.

INTRODUCTION

Purpose of this Document

National Treasury has funds available for the 2019 Medium Term Expenditure Framework (MTEF) under the General Budget Support (GBS) component of the European Union (EU)-funded National Development Policy Support Programme. This document sets out the guidelines for applying for funding under the programme for the 2019 MTEF

The Guideline provides information on:

- Background, Objectives and priority areas;
- Eligibility Criteria for GBS support;
- The process of evaluation;
- The business plan template.

Background

Within the context of the European Union (EU) country strategy for 2007-2013, the EU had increasingly moved to using country systems to deliver development assistance, most recently using the general budget support (GBS) approach. GBS involves a transfer of funds to the partner country for allocation within the country, using country allocation processes, with the aim of supporting a national development policy and strategy of the partner country.

The move towards general budget support signifies confidence that South Africa has the policies and systems in place to support the policy, both from the sectors chosen, and from a financial management position. From a South African point of view, the following is of importance in respect of GBS:

- There is one Financing Agreement between South Africa (National Treasury) and the EU for a single programme, reducing transaction costs;
- Expenditure and allocations are aligned with the priorities of government and the national budget process, and
- South African Government systems are used for allocation, planning, implementation, procurement, accounting, reporting, monitoring and evaluation.

Objectives for this Call

The **overall objective** of this Call for Proposals (CfP) is to provide funding for projects that contribute to the National Development Plan which, amongst others, seeks to eliminate poverty and reduce inequality and to build a capable state.

There are **two specific objectives** (*the special focus*) of this Call to support relevant proposals that aim to:

1. enhance and promote economic growth, particularly in the rural economies of South Africa through ensuring that the initiatives contribute to:
 - economic inclusion,
 - addressing challenges and efficiency improvement,
 - facilitate infrastructure development to improves rural-urban linkages, and
2. develop the capacity of the state to play a transformative and developmental role by ensuring that the initiatives contribute to:
 - improving the governance processes of the state and its entities
 - developing and implementing innovative service delivery models, and
 - addressing gaps in state capacity and improving business processes and systems

APPLICATION PROCESS

Eligible applicants: who may apply?

This Call is specifically aimed at **National Departments** as outlined in the definition below.

A **National Department** is defined as a Department listed in Schedule 1 of the Public Service Act, 1994, but excludes (i) offices of Premier and (ii) the State Security Agency. See Annexure B for the list of National Departments who may apply for this Call.

Partnering

Applicants may partner with other relevant institutions as indicated below. However, it is not a requirement for this call, but a higher proposal evaluation score is achieved by those who have a partner/s. The Institutions are:

- Other line departments (national or provincial)
- Local Government (local, district or metropolitan municipalities)
- Public Institutions as listed in the PFMA *[Ctrl + click on the link below to see extensive updated list]* (<http://www.treasury.gov.za/legislation/pfma/public%20entities/2017-02-24%20Public%20institutions%20Sch%201-3D.pdf>)
- Government components as per Schedule 3 of the Public Services Act *[Ctrl + click on the link below to see updated list]* (<http://www.dpsa.gov.za/dpsa2g/documents/acts®ulations/psact1994/Schedules3psa.pdf>)
- Domestic non-state actors - non-profit and civil society organisations (registered under the Companies Act 71 of 2008)
- International partners specifically non-state actors and multilateral partners (such as the OECD, the UN, the World Bank)
- Institutions of Higher Learning (Public and Private Universities and TVET Colleges)

Alignment to Governments outcomes:

All proposals under this call for proposals must contribute to the South African Government's Priority Outcomes as set out in Medium Term Strategic Framework (MTSF). It is important that the applicant specify, in their proposal the relevant Outcome/s that the proposed project will be addressing.

Alignment to ODA Policy:

All proposal must show alignment to the Official Development Assistance (ODA) Policy of 2003 of South Africa, which stipulate that the ODA must be used to support

- *Innovation*: developing new and more effective approaches;
- *Piloting and testing*: pioneering new approaches for replication purposes;
- *Risk mitigation*: creating an enabling environment for SME development;
- *Catalytic initiatives/best practices*: unlocking or leveraging domestic resources; and
- *Skills transfer and addressing of capacity gaps*: ensuring that South African institutional capacity is enhanced for sustained, long-term implementation.

A special focus for this Call

As alluded to in the specific objectives, the special focus for this call is on rural economic development and on building a capable state. Applicants should, within the parameters of the Priority Outcomes and the ODA Policy, focus their proposal on one, or both focal areas. As a guide, more information is provided below including, but not limited to, possible projects that could be considered.

Rural Economic Development

By 2030, the NDP plans to ensure that rural communities enjoy better opportunities to participate fully in the economic, social and political life of the country and those citizens who work and live in these areas are included in South Africa's future development (NDP's 2030 vision for Integrated Rural Development).

To contribute towards this vision, the call will, amongst others, consider proposals which:

- **Enhances economic inclusion in rural economies through**
 - enhancing supply and value chains which encourages and support value-added initiatives in agriculture, mining, arts, craft, design, and tourism;
 - piloting subsidies and loans schemes to smallholder farmers and entrepreneurs to enable access to finance;
 - providing coaching, incubation, mentorship, and business development intensive support and financing to sustain existing small businesses and cooperatives;
 - developing support programmes that increase the number of women and youth entering small and medium scale production, and
 - knowledge sharing and capacity building through measures such as developing case studies, study tours, learning and sharing experiences.
- **Addresses challenges and efficiency improvement through:**
 - improving production efficiencies such as reducing post-harvest losses, access to technology and innovation and facilitate access to markets;
 - developing an enabling environment for the creation and growth of local industries/value chain initiatives;
 - improving and accelerating the implementation of measures undertaken by government and industry to address small/medium growers' and entrepreneurs' needs/constraints, and
 - improving data collection by public agencies and industry on information on small/medium enterprise production.
- **Facilitate infrastructure development to improve rural-urban linkages through:**
 - pre-feasibility studies;
 - studies on technology options;
 - environmental Impact Assessments;
 - risk analysis;
 - compliance processes for regulatory frameworks;
 - development of climate-smart initiatives and innovation about the transition to a low carbon economy;
 - skills audits and evaluations;
 - linkages, coherence, and piloting between national, provincial and local government programmes

Develop the Capacity of the State

By 2030, the NDP's vision is to have well-run and effectively coordinated state institutions with skilled public servants who are committed to the public good and capable of delivering consistently high-quality services while prioritising the nation's developmental objectives (NDP's 2030 vision for a Capable and Developmental State).

To contribute towards this vision, the call will, amongst others, consider proposals which:

- **improves the governance processes of the state and its entities through:**
 - developing programmes to strengthen the capacity of individuals within the governance structures of the state and its entities;

- designing, testing and piloting new, innovative governance structures that enable the state and its entities to balance and reconcile their economic and social objectives, and
- developing processes that will enable those working within the state and its entities to fulfil their mandate by strengthening skills and increasing accountability.
- **develops and implements innovative service delivery models through**
 - designing and developing programmes which will contribute to the management of sustainable resources, and
 - developing integrated systems for coordination of sector-specific programmes
- **addresses gaps in state capacity and improving business processes and systems through:**
 - addressing the unevenness in state capacity (e.g. capabilities, business processes, systems etc.), which leads to uneven performance in local, provincial and national government;
 - developing programmes that encourage improved connectivity and coordination amongst the spheres of government, and
 - innovative ideas to modernise local, provincial and national government with a view to improving basic service delivery and also attracting youth to the public service.

Duration of project

Projects may have a multi-year implementation period of up to 3 years while the minimum duration of a project is pegged at 1 year. Proposals will be considered non-compliant if the duration of the project falls outside the minimum or maximum implementation period.

Maximum and minimum funding contributions

The total amount of funding available for this Call for Proposals is **R600 million** (Six hundred million rand).

The minimum amount that can be applied for is **R10 million** (ten million rand), and the maximum amount that can be applied for is **R60 million** (sixty million rand). Proposals will be considered non-compliant if the requested amounts, to complete the proposed project, fall outside of the minimum or maximum amounts.

Proposal submission

Applicants must read the document “Read This First” which provides an overview of what the electronic pack contains. The Applicants must use the business plan template (part of the electronic pack) to develop their proposals. All sections of the business plan including the Annexures must be completed. Included in the electronic pack, are the budget documents in MS Excel which should also be completed. If the applicant has decided to work with a partner, a partnership statement for each partner needs to be completed by the partner (part of the electronic pack). Applicants should also ensure that the Compliance Checklist, (at the end of the Business Plan), which relates to the compliance of proposals, should be completed.

An original and 1 copy (2 documents) of the completed proposal and a soft copy (on a virus-free Flash Drive) in MS Word and MS Excel (Budgets) should be delivered to the National Treasury’s public finance official by the stipulated deadline. The hard copy of the document should be collated as follows: (1) the completed Business Plan; (2) the completed Excel Budgets; (3) the completed Partnership Agreement/s (if applicable), and (4) the completed Compliance Checklist.


All proposals must be submitted to the National Treasury through their relevant Public Finance Official.

Deadline for submission


The deadline for submission is **Friday 13th July 2018**.

Compliance

The table below highlights the key issues relating to compliance. Applicants must use the Compliance Checklist at the end of the Business Plan template as a reference for administrative non-compliance.

	<p>Proposals will be administratively non-compliant if:</p> <ul style="list-style-type: none">▪ The applicant is not a National Department as stipulated in Annexure B▪ The proposal is received by National Treasury (Public Finance) after the deadline for submission;▪ Amount applied for is >R60 million or <R10 million;▪ The implementation period is >3 years or <1 year;▪ Incorrect business plan template is used;▪ Parts of the business plan template and Annexures are not completed and▪ CFO approval of budget (signature) and application is not in place.
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In addition to an administrative compliance check as indicated above, the Public Finance/ODA Committee will also subject the proposal to an eligibility check using the criteria set out in the table below:

	<p>Proposals will be ineligible if:</p> <ul style="list-style-type: none">▪ The request for funding is to support shortfalls/deficit in budgets (“gap-filling”);▪ The request for funding is for projects that are being implemented with appropriated funds, and/or other donors▪ The proposal does not align itself with any of the 14 MTSF Priority Outcomes,▪ The proposal does not align itself with the ODA policy▪ The proposal does not align itself with the Special Focus of the call.▪ The partner is not one of the listed institutions as indicated in 2.1 of the guideline.▪ Partnership statement (if applicable) is not completed and not signed
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Number of applications and funding contributions per applicant

An applicant, in this instance a National Department, is not restricted in the number of funding contributions that can be received. Funding contributions can be provided for several separate projects from a single national department. However, applicants need to remember that the CfP is a competitive process resulting in different project proposals from a specific department competing with one another for the same pot of funding.

Eligible costs

	<p>Only costs defined in these guidelines may be covered by the funding contribution, as detailed below. The budget submitted is both a cost estimate and a ceiling for eligible costs of the project. The funding contribution under this Call will cover project-related costs of the intended project. However, it should be noted that under NO circumstances will the salaries of employees of the Department be covered.</p> <p>The proposed budget must be guided by the principles of economy and efficiency. All projects must be costed in South African Rand (ZAR), and expenditure must adhere to the requirements as laid out in the legislation of the PFMA</p>
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Subject to the eligibility of the project and proposed activities as specified above, the following costs are eligible:

- Input by Technical Assistance (TA) personnel counted in person/days (salary costs of permanent staff are explicitly excluded);
- Procurement of Goods and Services required to directly implement the project;
- Procurement of Financial Assets linked to the project implementation;
- Procurement of Capital Assets linked to the project outcomes (e.g. buildings, machinery, equipment), and
- Other project related costs such as publications, studies, research/evaluation/studies, visibility actions, translation and interpretation services, logistics for conferences and seminars, monitoring & evaluation and audits.

Ineligible costs



For reference, the following costs are not eligible:

- Debts and provision for losses or debts;
- Interest incurred due to additional costs being incurred
- Items already funded by another donor and/or another Official Development Assistance (ODA) support programme;
- Items already funded through the departmental budget, and
- Salaries of permanent personnel.

PROCESS OF EVALUATION

Evaluation process

The process of evaluation is as follows:

Step 1: Applicants submit their proposal to their Public Finance official within National Treasury by the stipulated deadline.

Step 2: The public finance official reviews the proposal and develops recommendations as to whether the proposal should be evaluated by the ODA committee.

Step 3: The Public Finance official submits the proposal together with the recommendation to the ODA committee.

Step 4: The ODA committee receives the proposal and checks it for administrative compliance as per the requirements listed under 2.7 and the Compliance Checklist.

Step 5: Administratively non-compliant proposals are excluded from any further evaluation process.

Step 6: The ODA committee reviews all administratively compliant proposals and takes into account the comments from Public Finance in developing a final list of proposals for evaluation based on eligibility criteria as set out in 2.9 above.

Step 7: The final list of proposals is evaluated by an independent evaluation committee. Proposals are scored and ranked according to the weighted criteria in the evaluation grid below:

Evaluation Grid

Relevance and Alignment to the MTSF 14 Priority Outcomes and ODA principles		
a. How relevant is the proposal to the objectives of the CfP and one or more of the Outcomes and/or ODA principles?	10%	25%
b. How relevant to the particular needs and constraints of the targeted group is the proposal (including synergy with other initiatives)?	10%	
c. How clearly defined and strategically chosen are those involved (partners, target group(s) and final beneficiaries)?	5%	
Methodology		
a. How coherent is the overall design of the action? (in particular, does it reflect the analysis of the problems involved, take into account external factors and address risk management measures)?	5%	25%
b. Are the activities proposed logically sequenced appropriate, practical and consistent with the objectives and expected results?	5%	
c. Are the action plan and its time frame clear and feasible?	5%	
d. Does the proposal contain achievable and objectively verifiable indicators for the outcome of the action?	5%	
e. Is the partners' level of involvement and participation in the action satisfactory?	5%	

Operational Capacity		
a. Does the proposal sufficiently illustrate the ability of the applicant to manage the project?	7%	20%
b. Does the proposal sufficiently illustrate the technical expertise of the applicant? (Notably knowledge of the issues to be addressed)	7%	
c. Does the proposal sufficiently illustrate that the applicant has sufficient management capacity? (including personnel, equipment, and ability to handle the budget for the action)?	6%	
Sustainability		
a. Is the action likely to have a tangible impact on its target group(s)?	5%	15%
b. Is the project likely to have multiplier effects? (e.g. scope of replication, an extension of the outcome of the action and dissemination of information).	5%	
c. What structural impact will the action have? (e.g. will it lead to improved legislation, codes of conduct, methods, etc.)	5%	
Budget and Cost Effectiveness		
a. Is the ratio between the estimated costs and the expected results satisfactory?	5%	15%
b. Is the proposed expenditure necessary for the formulation of the action?	5%	
c. Is the proposed budget consistent with the means and inputs indicated in the Results framework?	5%	

Step 8: Proposals are scored and ranked. Proposals scoring above 60% are considered for recommendation for funding.

Step 9: The ODA committee develops a report for the Medium-Term Expenditure Committee (MTEC) recommending the proposals for funding based on the scores achieved and the availability of funding. The approval of these proposals will be taken forward after that within the budget process.

Step 10: Successful applicants will be informed through the allocation letter sent by the NT

Notification of the decision to award funds

The ODA committee will notify all applicants on the outcomes of the various evaluations conducted in the following manner:

- Upon completion of the administrative compliance check, Public Finance will be notified of the outcome of the administrative compliance check;
- Upon completion of the ODA committee review (step 6), all non-successful applicants will be notified of the decision of the ODA committee through Public Finance.
- Applicants who are successful in accessing funding will be notified through their allocation letters issued by the National Treasury.
- Once the allocation letters to successful applicants have been issued, the remainder of unsuccessful applicants will be notified by National Treasury: International Development Cooperation (IDC) about the outcome of the evaluation committee, and
- Feedback sessions will be held with both successful and unsuccessful applicants after the issuance of allocation letters.

ANNEXURE A: USEFUL DEFINITIONS

- **Activities:** These are the key tasks to be undertaken to deliver the planned outputs as detailed in the results framework of the Business Plan template
- **Applicant:** The entity formally applying for the GBS funds
- **Appropriated funds:** Are funds allocated from the National Revenue Fund to a specific Department or entity for a particular purpose.
- **Beneficiaries:** The beneficiaries are the specific groups who will benefit, either directly or indirectly, in the longer term as a result of the implementation of the project (e.g. specific women's or youth organisations, learners, graduates, communities within a municipal region, HIV positive people, SMMEs gaining access to business opportunities).
- **Budget shortfall/deficit:** Refers to total outflow exceeding total inflow. If a deficit is incurred, the government incurs expenditures that are more than revenues.
- **Double Dipping:** is defined as the act of getting income from 2 different sources for the same activity.
- **Estimates of National Expenditure (ENE):** This sets out the detailed spending plans of each government department for the coming year. The document serves as background to the Appropriation Act that makes these spending plans legally binding.
- **Economic Classification of Payments:** Economic classification of expenditure is in general a measure of the nature and economic effect of government operations on the economy of a country. Seven main economically classified cash payments for operating activity categories exist compensation of employees; purchases of goods and services; interest; subsidies; grants; social benefits; and other payments.
- **Financial Statements:** means statements consisting of at least a balance sheet; an income statement; a cash-flow statement; and any notes to these statements.
- **Impact:** This is the consequence affecting target groups or beneficiaries (in the future) as a result of their participation in an activity. The impact may also be the indirect consequence of an activity affecting others who may either gain or lose.
- **Indicators:** measure the extent of achievement of an objective, output or activity. They can be measured in either quantity, quality or in time.
- **Inputs or Resources:** These are the financial, human, organisational and regulatory means mobilised for the implementation of an activity.
- **Medium Term Expenditure Framework (MTEF):** This is transparent planning and budget formulation process within which the Cabinet and central agencies establish credible contracts for allocating public resources to their strategic priorities while ensuring overall fiscal discipline
- **Medium Term Expenditure Committee (MTEC):** This is a committee of senior officials from NT, DPME, COGTA and DPSA that makes recommendations to MINCOMBUD regarding budget allocations in the medium-term expenditure framework, taking into account government priorities, funding available, alternative funding sources and the division of revenue amongst the three spheres of government
- **Medium Term Strategic Framework (MTSF):** is Government's strategic plan for the 2014-2019 electoral term. It reflects the commitments made in the election manifesto of the governing party, including the commitment to implement the National Development Plan (NDP). The MTSF sets out the actions Government will take and targets to be achieved. The MTSF is structured around 14 priority outcomes which cover the focus areas identified in the NDP and Government's electoral mandate.

- **Monitoring and Evaluation (M&E):**
 - Monitoring can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results;
 - Evaluation is the systematic and objective assessment of an on-going or completed project, program, or policy, and its design, implementation, and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful.
- **National Department:** A National Department is defined as a Department listed in Schedule 1 of the Public Service Act, 1994 but excluding offices of Premier. and Departments and the State Security Agency.
- **Outputs:** This is what is accomplished as a result of committing inputs to an activity.
- **Overall Objective:** This is the broad development impact to which the project will contribute.
- **Partners:** Those organisations/institutions who are directly involved with the applicant in the implementation of a project.
- **Partnership:** is a legal relationship formed by the agreement between two or more entities to carry on business/implementation as co-owners. For this Call, the National Department must play an active role in implementing the action. The Partnership must not be developed merely to transfer the public sector's day to day operations nor must the department merely be seen to be a funder or procurer of services in implementing the project. There needs to be clear evidence that there is pooling of financial resources, capacity and/or expertise to address an agreed common objective.
- **Private Sector:** The part of the national economy not made up or controlled by the government but made up of private enterprises. It includes the corporate sector (companies), Civil Society Organisations and Non-governmental organisations (NGO's) registered under the Companies Act (71 of 2008) Entities such as Universities, Research Institutions and non-profit organisations would also be considered to be part of the private sector.
- **Project Outcome:** This is the specific objective of the project or the development outcome at the end of the project which will contribute to the overall objective.
- **Provincial Department:** means— (a) the Office of a Premier listed in Schedule 1 to the Public Service Act, 1994; (b) a provincial department listed in Schedule 2 to the Public Service Act, 1994
- **Public-Private Partnership (PPP):** A PPP is a contract between a public-sector institution/municipality and a private party, in which the private party assumes substantial financial, technical and operational risk in the design, financing, building and operation of a project. The way a PPP is defined in the regulations makes it clear that:
 - A PPP is not simple outsourcing of functions where substantial financial, technical and operational risk is retained by the institution;
 - A PPP is not a donation by a private party for the public good;
 - A PPP is not the 'commercialisation' of a public function by the creation of a state-owned enterprise;
 - A PPP does not constitute borrowing by the state.
- **Recipient:** This is the applicant or partnership group that has been successful in accessing a grant to undertake a particular project.

- **Specific Objective:** This is the development outcome which the project wants to achieve and that contributes to the overall objective.
- **Stakeholders:** Those who may affect or be affected by the development and/or implementation of a project.
- **Sub-contractor/Service provider:** A person or organisation with whom the Applicant wishes to contract for part of the work described in the project application.
- **Target groups:** These are groups of persons who are the intended focus of the project and who will be positively affected by the successful implementation of the project.

ANNEXURE B: LIST OF NATIONAL DEPARTMENTS THAT WILL BE ELIGIBLE FOR THIS CALL

The list below is adapted from the Schedule 1 of the Public Services Act. It excludes the Department of State Security and the Office of the Premiers. These Departments will be eligible as applicants to this Call.

NATIONAL DEPARTMENTS	
Civilian Secretariat for the Police Service	Department of Public Works
Department of Agriculture, Forestry and Fisheries	Department of Rural Development and Land Reform
Department of Arts and Culture	Department of Science and Technology
Department of Basic Education	Department of Small Business Development
Department of Communications	Department of Social Development
Department of Correctional Services	Department of Tourism
Department of Defence	Department of Trade and Industry
Department of Energy	Department of Traditional Affairs
Department of Environmental Affairs	Department of Transport
Department of Health	Department of Women
Department of Public Service and Administration	Department of Planning, Monitoring and Evaluation
Department of International Relations and Cooperation	Department of Telecommunications and Postal Services
Department of Human Settlements	The Presidency
Department of Home Affairs	Economic Development Department
Department of Justice and Constitutional Development	Government Communication and Information System
Department of Labour	Independent Police Investigative Directorate
Department of Military Veterans	National Treasury
Department of Mineral Resources	Office of the Chief Justice
Department of Cooperative Governance	Office of the Public Service Commission
Department of Water and Sanitation	Department of Higher Education and Training
Department of Police	Sport and Recreation South Africa
Department of Public Enterprises	Statistics South Africa
National School of Government	