



agriculture, land reform
& rural development

Department:
agriculture, land reform & rural development
NORTHERN CAPE PROVINCE
REPUBLIC OF SOUTH AFRICA

Fraud Prevention Strategy

Inclusive Control Strategies

and

Procedures for Investigations

"A transformed, vibrant agricultural sector for food security and sustainable rural development"

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1 Introduction

1.1 Purpose

- I. The purpose of the document is to provide guidance to enable the Institution to develop a fraud prevention strategy.

1.2 Statement of attitude to fraud

- I. Fraud represents a significant risk to the **Department of Agriculture, land Reform and Rural Development** assets, service delivery efficiency and reputation. The Department will not tolerate corrupt or fraudulent activities, whether internal or external to the Department, and will vigorously pursue and prosecute any parties, by all legal means available, which engage in such practices or attempt to do so.

1.3 The Public Service Anti-Corruption Strategy

- I. During 1997, Government initiated a national anti-corruption campaign. This campaign progressed to a National Anti-corruption Summit held in April 1999 at which all sectors of society (public and private) committed themselves to establishing sectoral anti-corruption strategies. At the same time, they also committed to the co-responsibility for fighting corruption through the coordination of these sectoral strategies.
- II. A range of other resolutions emanated from this Summit and all the sectors committed to implementing these.

III. The Department of Public Service and Administration (DPSA) was instructed to forge various initiatives across the public service into a coherent strategy with the support of other Departments. A Public Service Task Team (PSTT) consisting of key Departments was convened for this task and representation from local government and public entities were included in order to establish a platform for the roll-out of the strategy to the whole of the Public Sector (Public Service, Local Government and Public Entities).

1.4 Department's Strategy

I. The Department aims to keep to relations with other stakeholders in order to mitigate the effects of fraud and corruption. This will be achieved through:

- (a) Creating a culture within Departments, which is intolerant to unethical conduct, fraud and corruption;
- (b) Strengthening community participation in the fight against corruption in the Department;
- (c) Strengthening relationships, with key stakeholders, that are necessary to support the actions required to fight corruption in Departments, for example,; Public Protector, Auditor General, National Prosecuting Authority, Organised Agriculture, Service Providers and the community;
- (d) Deterring and preventing of unethical conduct, fraud and corruption;
- (e) Detecting and investigating unethical conduct, fraud and corruption;

- (f) Taking appropriate action in the event of irregularities, for example, disciplinary action, recovery of losses, prosecution, etc; and
- (g) Applying sanctions, which include redress in respect of financial losses.

1.5 Department's anti-fraud and corruption strategy and prevention plan

- I. This Anti-Corruption Strategy and Fraud Prevention Plan has been developed as a result of the expressed commitment of Government to fight corruption. It is also an important contribution to the National Anti-Corruption Strategy of the country and supplements both the Public Service Anti-Corruption Strategy and the Provincial Government Anti-Corruption Strategy.

1.6 Definition of fraud and corruption

- I. In South Africa, the Common Law offence of fraud is defined as “the unlawful and intentional making of a misrepresentation which causes actual and or potential prejudice to another”.

- II. The general offence of corruption is contained in Section 3 of The Prevention and Combating of Corrupt Activities Act. This section provides that any person who gives or accepts or agrees or offers to accept / receive any gratification from another person in order to influence such other person in a manner that amounts to:
 - (a) The illegal or unauthorised performance of such other person’s powers, duties or functions;

 - (b) The misuse or selling of information or material acquired in the course of the exercise, carrying out of performance of any powers, duties or functions arising out of a constitutional, statutory, contractual or any other legal obligation;

 - (c) That amounts to
 - I. the abuse of a position of authority;

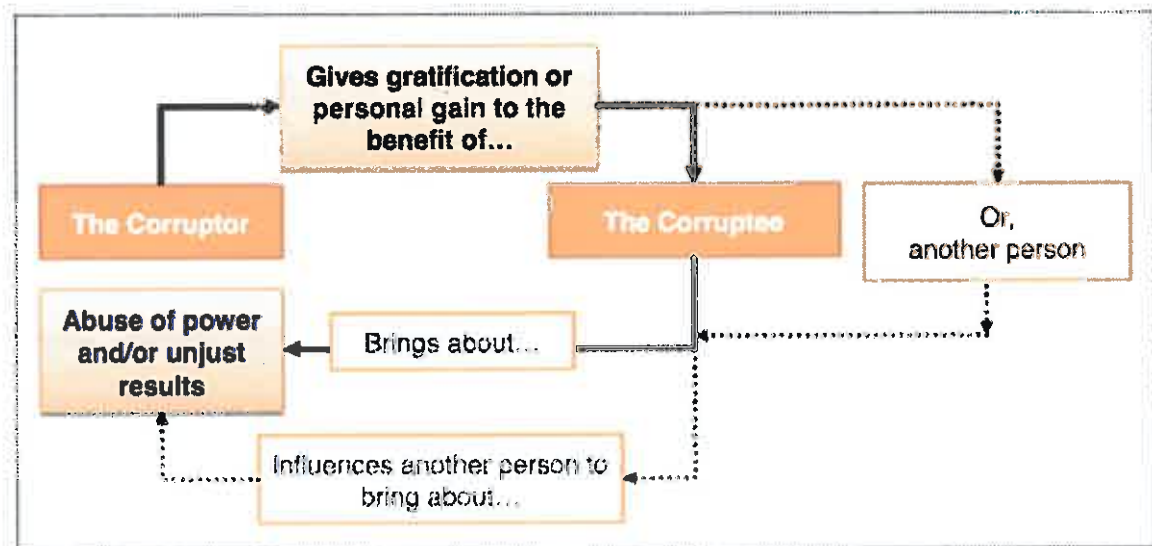
 - II. a breach of trust; or

 - III. the violation of a legal duty or a set of rules,

(d) The achievement of an unjustified result; or

(e) Any other unauthorised or improper inducement to do or not to do anything
is guilty of the offence of Corruption.

Corruption in its wider meaning, and as referred to in this document, includes any conduct or behaviour where a person accepts, agrees or offers any gratification for him/her or for another person where the purpose is to act dishonestly or illegally. Such behaviour also includes the misuse of material or information, abuse of a position of authority or a breach of trust or violation of duty.



1.6.1 Forms of corruption

I. Corruption takes various forms in the public service and elsewhere in society.

The following are examples of different types of corruption:

1.6.1.1 Bribery

- I. Refers to the promise, offering or giving of a benefit that improperly affects the actions or decisions of, in the case of the Public Service, public officials. This benefit may accrue to the Public Service official, another person or an entity. For example, a SCM official accepts a cash payment and promises a service provider that he/she will receive a tender.

1.6.1.2 Embezzlement

- I. This involves theft of resources by persons entrusted with the authority and control of such resources.

An example of embezzlement would be include a farm manager stealing sheep and selling them to a local butchery.

1.6.1.3 Kickback

- I. A kickback refers to a part of an income paid to a person having influence over the size or payment of the income, especially by some illegal arrangement, or a return of a percentage of a sum of money already received, typically as a result of pressure, coercion, or a secret agreement.
- II. An individual or company uses kickbacks to gain an unearned advantage, benefit, or opportunity, even when others are more qualified or offer more competitive prices. Although kickbacks are relatively simple, it interferes with service delivery.

1.6.1.4 Fronting

- I. Fronting is a form of corruption, committed to win government business, or to obtain a higher price for goods and services. It may be described as:
 - (a) **Tokenism:** The superficial inclusion of historically disadvantaged individuals; or
 - (b) Falsely claiming to be a majority black-owned company, having black economic empowerment ownership in your company, or having black staff occupying top management positions.
- II. Fronting means a deliberate circumvention or attempted circumvention of the B-BBEE (Broad Based Black Economic Empowerment) Act and the Codes. Fronting commonly involves reliance on data or claims of compliance based on a misrepresentation of facts. The following news extract provides an example of fronting's prevalence:

1.6.1.5 Cover quoting

- I. Cover quoting, or bid rigging, may occur during the quotation or tender process. **For example:**
 - (a) A procurement officer may collude with an external supplier, who submits multiple quotes and, through this process, is assured of being granted a contract; or
 - (b) All companies in which someone is involved submitting tenders for the supply of goods or services.

1.6.1.6 Facilitation payments

- I. "Facilitating", "speed", or "grease" payments are small unofficial payments made to secure or expedite the performance of a routine or necessary action to which the payer of the facilitation payment has legal or other entitlement.
- II. In other words, a facilitation payment is a small payment made for the purpose of routing an administrative process where a decision is not involved.
- III. Government employees whose duties are essentially administrative or clerical in nature often demand small "facilitating" payments for performing or expediting routine functions they are in any event required to perform e.g. Extension officers requesting money from smallholder farmers for providing them with starter packs and/or for demonstrations made.
- IV. Facilitation payments are prohibited by law. Companies should therefore avoid paying facilitation payments.

1.6.1.7 Price Fixing

- I. Price-fixing or anti-competitive practices occurs when competitors enter into an agreement to keep prices at a specific level (normally resulting in a higher cost to the consumer/ farmers).
- II. Such practices are unlawful in terms of the Prevention of Corrupt Activities Act but it has also been specifically criminalised in the Competition Act of 1998. In addition, the Competition Act makes it an offense to agree not to approach each other's markets or to collude during tendering processes e.g. agreeing

that all parties will win a part of the contract or some of the tenders at higher prices.

An example of price-fixing: Inflating the price of biological assets at auctions.

OR

SCM officials who collude with service providers to inflate their prices for venue and facilities, stationary etc. and share the spoils.

Price fixing is when a group of contractors who routinely compete in the same market secretly agree to share the market between them. They pretend to compete on all major tenders, but will in advance secretly agree which of them should win each tender. The contractor who is chosen by the other contractors to win a tender will then notify the others prior to tender submission as to its tender price. The other contractors will tender at a higher price to ensure that the pre-selected contractor wins the tender.

III. The winning contractor would therefore be able to achieve a higher price than if there had been genuine competition for the project. If sufficient projects are awarded, each contractor would have an opportunity to be awarded a project at a higher price. This arrangement is kept confidential from the project owners on respective projects who believe that the tenders are taking place in genuine open competition, and that they are achieving the best available price.

1.6.1.8 Extortion

- I. Extortion is thus the process of forcing someone to do something by threatening them with negative repercussions if they don't comply.
- II. Extortion involves forcing a person or entity to provide a benefit to a public servant, another person or an entity in exchange for acting (or failing to act) in a particular manner.
- III. Extortion requires that a serious threat must be made to the person or property of the victim. Threats to harm the victim's friends or relatives may also be included. It is not necessary for a threat to involve physical injury. It may be sufficient to threaten to accuse another person of a crime or to expose a secret that would result in public embarrassment or ridicule. It has to be a genuine and believable threat.

1.6.1.9 Abuse of authority

- I. Corruption is often perpetrated by abusing power/authority. Abuse of power involves a public servant using his/her vested authority to improperly benefit another public servant, person or entity (or using the vested authority to improperly discriminate against another public servant, person or entity).
- II. For example, during a tender process but before actual selection of a successful contractor, the head of department expresses his/her wish to see the contract awarded to a specific contractor or person.

1.6.1.10 Conflict of interest

- I. A situation where an individual or the entity for which they work, whether a government, business, or civil society organisation, is confronted with choosing between the duties and demands of their position and their own private interests.
- II. This involves an employee putting his or her personal interest before the organisational best interest. A conflict of interest can lead to poor judgment and to actions which are not honest and open, ultimately leading to broader damage.
- III. Conflict of interest is a situation first and foremost where personal interest and public interest come into conflict. In this situation, a person needs to exercise judgement. In deciding whether this is right or wrong, the person relies on personal values and organisational values. Once a personal judgement has been made, the person chooses to act in a particular manner.
- IV. Simply put, conflict of interest arises in a situation in which a personal interest of a public official interferes or has the potential to interfere with the person's ability to discharge public duties. The diagram below illustrates how conflict of interest happens

1.6.1.11 Abuse of privileged information

- I. This involves the use, by a public servant of privileged information and knowledge that a public servant possesses as a result of his/ her office to provide unfair advantage to another person or entity to obtain a benefit.

1.6.1.12 Favouritism

- I. Favoritism involves the provision of services or resources according to personal affiliations (for example ethnic, religious, party political affiliations, etc.) of a public servant.
- II. An example of favouritism would be: A regional manager in a particular province ensures that only persons from the same tribe or religion are successful in tenders for the supply of goods and/or services in the manager's geographic area of responsibility.

1.6.1.13 Nepotism

- I. **Nepotism** is a form of corruption. It occurs when a public officer shows unfair favour towards relatives, rather than applying an objective evaluation of the ability or suitability of the person or the Public service. This may involve a public servant ensuring that family members are appointed to public Service positions or that family members receive contracts from State resources. It also implies that the decision-maker has a conflict of interest.
- II. For example, employment is offered to a relative, despite the fact that there are others who are better qualified and willing to perform the job.

III. Nepotism refers to a situation where a public servant ensures that family members are appointed to Public Service positions or that family members receive contracts from government resources; it involves giving unfair advantages to your own family if you are in a position of power.

IV. Harm or economic loss can be caused when the appointed persons are not knowledgeable/skilled, and no one can control the person. Other employees also view it as unfair, which can cause disgruntledness.

1.6.1.14 Cronyism

I. **Cronyism** is partiality to long-standing friends, especially by appointing them to positions of authority, regardless of their qualifications. Hence, cronyism is contrary in practice and principle to meritocracy. Cronyism exists when the appointer and the beneficiary are in social contact; often, the appointer is inadequate to hold his or her own job or position of authority, and for this reason the appointer appoints individuals who will not try to weaken him or her, or express views contrary to those of the appointer.

II. Governments are particularly susceptible to accusations of cronyism, as they spend public money. The South African government requires officials to practice administrative transparency in accounting and contracting, however, there often is no clear delineation of when an appointment to government office is "cronyism". It is not unusual for a politician to surround him- or herself with highly-qualified subordinates, and to develop social, business, or political friendships leading to the appointment to office of friends, likewise in granting government contracts. In fact, the counsel of such friends is why the

officeholder successfully obtained his or her powerful position — therefore, cronyism usually is easier to perceive than to demonstrate and prove.

For example, the chairperson of the Adjudication committee can influence other members to reach a certain conclusion (favour a particular service provider) because he/she is friends with the supplier.

III. In the next section we will look at various ways in which financial corruption occurs.

1.6.1.15 Misconduct

I. Misconduct involves:

- (a) The performance of the person's functions or the exercise of the person's powers in a way that is knowingly unlawful, or is not honest, or is not impartial, or
- (b) A breach of trust placed in the person as the holder of a public office, or
- (c) A conflict of interest, whether the conflict has been declared in accordance with the requirements of the person's public office or not, or
- (d) A misuse of information or material in or in connection with the performance of the person's functions as the holder of the public office, whether the misuse is for the person's benefit or the benefit of someone else, or
- (e) A disciplinary breach for which the penalty provided by law is termination of appointment or service.

II. Emanating from section 81(91)(b) of the PFMA, financial misconduct entails any conduct by an accounting officer or an official that results in material losses through criminal conduct, unauthorized, irregular, fruitless and wasteful

expenditure. Thus, acts of corruption, fraud, theft, misappropriation and abuse, which have a financial impact, can constitute financial misconduct. The Public Service Commission 1 lists the following types of financial misconduct:

1.6.1.16 Theft

I. Theft is the unlawful and intentional taking of something that does not belong to you with the intent to permanently deprive another of ownership. As a term, it is used as shorthand for all major crimes against property, encompassing offences such as burglary, embezzlement, larceny, looting, robbery, mugging, shoplifting, fraud (theft by deception).

1.6.1.17 Related Conduct

I. Corruption and fraud are often confused with **maladministration, incompetence, incapacity, inaptness** and **inefficiency**. These sector delivery issues need to be addressed in terms of the Batho Pele principles and are requiring good governance commitment from management on all levels.

II. For example, maladministration is caused by poor execution of administration functions (such as invoices are certified for payment without confirming that goods and/or services were delivered satisfactorily). Proper execution of administration functions can be implementing by introducing service standards, to redress cases that occur and to ensure that value for money is a reality.

- III. Incompetence and incapacity can be addressed by effective training and development programmes, workshops and information sessions, and the filling of vacant posts with competent personnel.
- IV. Inaptness can be addressed by introducing courtesy programmes to ensure that government officials treat the community equally, friendly, professional, and sensitive and in an assisting manner. Inefficiency can be addressed by the implementation of regular fist line inspections, audits and evaluations, actions and control measures to ensure effectiveness and efficiency.
- V. All of the above examples are within the influence sphere and responsibility of management and must be addressed with commitment from managers on all levels, to prevent the occurrence of the manifestation of corruption. Prevention is better than cure but to address these sector delivery issues, requires special commitment and action from management.

2 Policy on Fraud and Corruption

2.1 Background

- I. This strategy is established to facilitate the development of controls which will assist in the prevention and detection of fraud and corruption, as well as provide guidelines as to how to respond should instances of fraud and corruption be identified. This strategy is also established to give effect to the various legislative instruments as described in the previous section.

2.2 Scope

- I. This strategy applies to all employees, stakeholders, contractors, vendors / suppliers and any other party doing business with the Institution.

2.3 Application

- I. It is the policy of the Institution that fraud, corruption, maladministration or any other dishonest activities of a similar nature will not be tolerated. Such activities will be investigated and actions instituted against those found responsible. Such actions may include the laying of criminal charges, civil and administrative actions and the institution of recoveries where applicable.
- II. Prevention, detection, response and investigative strategies will be designed and implemented. These will include any existing controls (system controls and manual internal controls) and those currently prescribed in existing policies, procedures and other relevant prescripts to the activities of the Institution.
- III. It is the responsibility of all employees to report all incidents of fraud and corruption that may come to his / her attention to his / her supervisor.

Alternatively, such reports can be made by way of submitting a report through the prescribed whistle blowing mechanism.

- IV. All reports received will be treated with the requisite confidentiality and will not be disclosed or discussed with parties other than those charged with investigation into such reports.
- V. All Managers are responsible for the detection, prevention and investigation of fraud and corruption, within their areas of responsibility.

2.4 Actions constituting fraud and corruption

- I. Fraud and corruption manifests in a number of ways and varying degrees of intensity. These include, but are not limited to:
 - (a) Unauthorised private use of the Institution's assets, including vehicles;
 - (b) Falsifying travel and subsistence claims;
 - (c) Conspiring unfairly with others to obtain a tender;
 - (d) Disclosing proprietary information relating to a tender to outside parties;
 - (e) Accepting inappropriate gifts from suppliers;
 - (f) Employing family members or close friends;
 - (g) Operating a private business in working hours;
 - (h) Stealing equipment or supplies from work;
 - (i) Accepting bribes or favours to process requests;

- (j) Accepting bribes or favours for turning a blind eye to a service provider who does not provide an appropriate service;
- (k) Submitting or processing false invoices from contractors or other service providers; and
- (l) Misappropriating fees received from customers, and avoiding detection by not issuing receipts to those customers.

3 Fraud and Corruption control strategies

I. The approach in controlling fraud and corruption is focused into 3 areas, namely:

- (a) Structural Strategies;
- (b) Operational Strategies; and
- (c) Maintenance Strategies.

3.1 Structural strategies

I. Structural Strategies represent the actions to be undertaken in order to address fraud and corruption at the Structural level.

3.1.1 Responsibilities for fraud and corruption risk management

I. The following section outlines the fraud and corruption risk management responsibilities associated with different roles within the Institution.

3.1.1.1 Accounting Officer

I. The Accounting Officer bears the ultimate responsibility for fraud and corruption risk management within the Department. This includes the coordination of risk assessments, overseeing the investigation of suspected fraud and corruption, and facilitation for the reporting of such instances.

3.1.1.2 Anti-Fraud and Corruption Committee

I. The role of the Anti-Fraud and Corruption Committee is to oversee the Institution's approach to fraud prevention, fraud detection strategies and

response to fraud and corruption incidents reported by employees or other external parties. This committee is a sub-committee of the Audit Committee and will be chaired by one of the independent members of the Audit Committee. The various business divisions should have representation on this committee. The Internal Auditor shall be a compulsory member.

II. The Anti-Fraud and Corruption Committee shall meet at least once a month to discuss the following issues:

- (a) Progress made in respect of implementing the Anti-Fraud and Corruption Strategies and Fraud Prevention Plans;
- (b) Reports received by the Institution regarding fraud and corruption incidents with the view to making any recommendations to the Accounting Authority / Officer and Chairman of the Audit Committee;
- (c) Reports on all investigations initiated and concluded; and
- (d) All allegations received via the hotline.

3.1.2 An ethical culture

- I. The Department is required to conduct itself in an ethical and moral way.
- II. Ethics are concerned with human character and conduct and deal with questions of right and wrong, appropriate and inappropriate behaviour and what constitutes good or evil. Ethical conduct is based on a set of principles referred to as values or norms. The collective ethical conduct of all the individual employees of a Institution reflects the Institution's ethical conduct. In this regard, the highest standards of ethics are required by employees when fulfilling their duties.
- III. Good governance indicates that institutions should develop codes of conduct (ethics) as part of their corporate governance frameworks. All employees are expected to abide by the Code of Conduct for the institution

3.1.3 Senior management commitment

- I. Senior management is to be committed to eradicating fraud and corruption and ensuring that the Institution strives to be perceived as ethical in all its dealings with the public and other interested parties. In this regard, senior management, under the guidance of the Accounting Officer, will ensure that it does not become complacent in dealing with fraud and corruption and that it will ensure the Department's overall fraud and corruption strategy is reviewed and updated regularly. Furthermore, senior management will ensure that all employees and stakeholders are made aware of its overall anti - fraud and corruption strategies through various initiatives of awareness and training.

3.1.4 Assessment of fraud and corruption risk

- I. The Department, under the guidance of the Accounting Officer and the Chairman of the Anti-Fraud and Corruption Committee, will conduct annual fraud and corruption risk assessments to identify potential fraud and corruption risk exposures to the Institution. This process will ensure that actions to address the identified fraud and corruption risk exposures will be implemented to mitigate these exposures.
- II. The above will be formulated into "Fraud Risk Assessment" and which will provide an indication of how fraud and corruption risks are manifested and, a "Fraud and Corruption Risk Register" which will prioritise the fraud and corruption risks and indicate actions to mitigate these risks.

3.1.5 Employee awareness

- I. The main purpose of fraud and corruption awareness workshops / training is to assist in the prevention, detection and reporting of fraud and corruption by raising the level of awareness as to how fraud and corruption is manifested in the workplace. In this regard, all employees will receive training on the following:
 - (a) Anti-Fraud and Corruption strategy;
 - (b) Code of Conduct for employees;
 - (c) Whistle blowing policy;
 - (d) How to respond to fraud and corruption; and
 - (e) Manifestations of fraud and corruption in the workplace.

- II. The Institution has identified the individual that would be responsible for employee awareness and that will arrange and schedule awareness sessions throughout the year.

3.2 Operational strategies

3.2.1 Internal controls

I. Internal controls are the first line of defence against fraud and corruption. While internal controls may not fully protect the Department against fraud and corruption, they are essential elements in the overall Anti-Fraud and Corruption Strategy.

II. All areas of operations require internal controls, for example:

- (a) Physical controls (securing of assets);
- (b) Authorisation controls (approval of expenditure);
- (c) Supervisory controls (supervising day-to-day issues);
- (d) Analysis of data;
- (e) Monthly and annual financial statements;
- (f) Reconciliation of bank statements, monthly; and
- (g) Reconciliation of vote accounts, monthly.

III. The Internal Audit Department will be responsible for implementing an internal audit program which will incorporate steps to evaluate adherence to internal controls.

3.2.2 Prevention strategies

I. A number of combined initiatives result in an overall preventative environment in respect of fraud and corruption. These include the following:

3.2.2.1 Employee awareness

I. Employee awareness of the Department's Anti-Fraud and Corruption Strategy, Code of Conduct, Whistle blowing policy and the manifestation of fraud and corruption in the workplace all assist in the creation of an environment which may be considered to be hostile to a would-be transgressor.

3.2.2.2 Pre-employment screening

I. Pre-employment screening will be carried out for all appointments, and evidence of such screening will be maintained by the HR Department. Consideration should be given to the following pre-employment screening:

(a) Verification of identity.

(b) Police criminal history.

(c) Reference checks with the two most recent employers – this will normally require telephone contact.

(d) A consideration of any gaps in employment history and the reasons for those gaps.

(e) Verification of formal qualifications claimed.

II. The Institution's policy of pre-employment screening will cover all new and promoted employees including those with administrative responsibilities or computer access. The screening will be performed by a person / people

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nominated by the Human Resources Department in conjunction with the Accounting Officer to ensure that screening is consistent and appropriately resourced throughout all Departments. Screening will be conducted in accordance with the classification of the employee or the levels of screening outlined below.

III. Where an employee is promoted into a management position and has not been screened during the course of the previous three years, the applicant will be re-screened. The levels of screening include:

IV. Level 1 – All employees (including those with administrative functions or computer access)

(a) Verification of claimed educational qualifications;

(b) An independent reference check directly with two referees nominated by the applicant or previous employers; and

(c) Criminal history checks (after authorisation has been obtained from the prospective employee).

Level 2 – All Managers and above, IT and Finance staff

- (a) All Level 1 checks;
- (b) Employment history checks;
- (c) Directorship and membership searches; and
- (d) Insolvency/credit search.

3.2.2.3 Recruitment procedures

- I. Recruitment will be conducted in accordance with the requisite recruitment procedure. It will be a transparent process and all appointments will be confirmed only after due recommendation. Any person, involved in any decision-making process, who may have a conflict of interest, must declare such a conflict in writing to the HR Department and withdraw from any further procedures.

3.2.2.4 Internal audit plan

- I. A robust Internal Audit plan, which focuses on the prevalent high Fraud and Corruption risks, serves as an effective preventative measure. The Internal Audit Department will compile such a plan on an annual basis, and such a plan will also include “surprise audits”.

3.2.2.5 Fraud and corruption prevention plan

- I. The actions set out in this plan are all focused at mitigating the risk of fraud and corruption in the Institution.

3.2.2.6 Disclosure of interests

I. All senior managers of the Institution will be required to disclose their specific personal assets and business interests on an annual basis. This register will be kept with the Accounting Officer.

3.2.3 Detection strategies

I. Detection of fraud and corruption may occur through:

- (a) Vigilance on the part of employees, including line management;
- (b) The Internal Audit function;
- (c) Ad hoc management reviews;
- (d) Anonymous reports; and
- (e) The application of detection techniques.

II. The individual identified at the Institution will be responsible for developing detection strategies, and will work closely with line management and the Internal Audit function for this purpose.

III. The Institution will embark on a number of initiatives to detect fraud and corruption in the workplace.

3.2.3.1 Internal Audit

- i. Similar to the prevention strategies, a robust Internal Audit plan which focuses on the prevalent high Fraud and Corruption risks also serves as an effective detection measure. As part of the detection strategy, the Internal Audit plan will cover the following:

- ii. Surprise audits: Unplanned audits conducted on specific business processes throughout the year;
- iii. Post-transaction reviews: A review of transactions after they have been processed and completed can be effective in identifying fraudulent or corrupt activity. In addition to the possibility of detecting fraudulent transactions, such a strategy can also have a significant fraud prevention effect as the threat of detection may be enough to deter a staff member who would otherwise be motivated to engage in fraud and corruption;
- iv. Forensic data analysis: The Institution's computer system is an important source of information on fraudulent and sometimes corrupt conduct. Software applications will be used during internal audits, surprise audits and post-transaction reviews to assist in detecting any possible fraud and corruption; and
- v. Management accounting reporting review: Using relatively straightforward techniques in analysing the Institution's management accounting reports, trends can be examined and investigated which may be indicative of fraudulent conduct. Some examples of the types of management accounting reports that can be utilised on a compare and contrast basis are:
 - (a) Budget reports for each directorate / section;
 - (b) Reports comparing expenditure against public sector benchmarks; and
 - (c) Reports highlighting unusual trends in bad or doubtful debts.
- vi. The Department will implement a strategy to ensure appropriate management accounting report reviews are conducted.

3.2.3.2 External audit

I. The Institution recognises that the external audit function is an important control in the detection of fraud. The Chief Finance Officer will need to hold discussions with all engaged external auditors to ensure that due consideration is given, by the auditors, to ISA 240 *"The Auditors' Responsibility to Consider Fraud in the Audit of a Financial Statement"*.

3.2.4 Response strategies

3.2.4.1 Reporting fraud and corruption – a Whistle blowing policy

- I. One of the key obstacles to fighting fraud and corruption is the fear by employees of being intimidated to identify or "blow the whistle" on fraudulent, corrupt or unethical practices witnessed in the work place. Those who often do "blow the whistle" end up being victimised and intimidated. For this reason, the Institution will adopt a Whistle Blowing Policy setting out the detailed procedure which must be followed in order to report any incidents of fraud and / or corruption. This policy will be designed to comply with the provisions of the Protected Disclosures Act.
- II. Any suspicion of fraud and corruption will be treated seriously and will be reviewed, analysed, and if warranted, investigated. If an employee becomes aware of a suspected fraud, corruption or any irregularity or unethical behaviour, such issues should be reported in terms of a Whistle Blowing Policy.

3.2.4.2 Investigating fraud and corruption

Dealing with suspected fraud and corruption

I. In the event that fraud or corruption is detected or suspected, investigations will be initiated, and if warranted, disciplinary proceedings, prosecution or action aimed at the recovery of losses will be initiated.

Investigations

- I. Any reports of incidents of fraud and / or corruption will be confirmed by an independent investigation. Anonymous reports may warrant a preliminary investigation before any decision to implement an independent investigation is taken.
- II. Investigations will be undertaken by appropriately qualified and experienced persons who are independent of the department / section where investigations are required. This may be a senior manager within the Institution itself, an external consultant or a law enforcement agency. All investigations performed and evidence obtained will be in accordance with acceptable practices and legal requirements. Independence and objectivity of investigations are paramount.
- III. Any investigation initiated must be concluded by the issue of a report by the person/s appointed to conduct such investigations. Such reports will only be disseminated to those persons required to have access thereto in order to implement whatever action is deemed appropriate as a result of the investigation.
- IV. Investigations may involve one or more of the following activities:
 - (a) Interviewing of relevant witnesses, internal and external, including obtaining statements where appropriate;
 - (b) Reviewing and collating documentary evidence;
 - (c) Forensic examination of computer systems;
 - (d) Examination of telephone records;
 - (e) Enquiries from banks and other financial institutions (subject to the granting of appropriate approval/Court orders);

- (f) Enquiries with other third parties;
- (g) Data search and seizure;
- (h) Expert witness and specialist testimony;
- (i) Tracing funds / assets / goods;
- (j) Liaison with the police or other law enforcement or regulatory agencies;
- (k) Interviewing persons suspected of involvement in fraud and corruption;
and
- (l) Report preparation.

V. Any investigation into improper conduct within the Institution will be subject to an appropriate level of supervision by a responsible committee, having regard to the seriousness of the matter under investigation.

Disciplinary proceedings

I. The ultimate outcome of disciplinary proceedings may involve a person/s receiving written warnings or the termination of their services. All disciplinary proceedings will take place in accordance with the procedures as set out in the disciplinary procedures.

Prosecution

I. Should investigations uncover evidence of fraud or corruption in respect of an allegation or series of allegations, the Institution will review the facts at hand to determine whether the matter is one that ought to be reported to the relevant law enforcement agency for investigation and possible prosecution. Such reports must be submitted to the South African Police Service in accordance with the requirements of all applicable acts. The Institution will give its full co-operation
"A transformed, vibrant agricultural sector for food security and sustainable rural development. 32

to any such law enforcement agency including the provision of reports compiled in respect of investigations conducted.

Recovery action

- I. Where there is clear evidence of fraud or corruption and there has been a financial loss to the Institution, recovery action, criminal, civil or administrative, will be instituted to recover any such losses.
- II. In respect of civil recoveries, costs involved will be determined to ensure that the cost of recovery is financially beneficial.

Internal control review after discovery of fraud

- I. In each instance where fraud is detected, Line Management will reassess the adequacy of the current internal control environment (particularly those controls directly impacting on the fraud incident) to consider the need for improvements.
- II. The responsibility for ensuring that the internal control environment is re-assessed and for ensuring that the recommendations arising out of this assessment are implemented will lie with Line Management of the department / section concerned.

3.3 Maintenance strategies

3.3.1 Review of the effectiveness of the Anti-Fraud and Corruption Strategy and Prevention Plan

- I. The Department will conduct a review of the Anti-Fraud and Corruption Strategy and Prevention **over Medium Term Expenditure Framework** to determine the effectiveness thereof. The Accounting Officer is ultimately accountable for this review and may appoint a person to take responsibility for this.

3.3.2 Review and updating the Anti-Fraud and Corruption Strategy and Prevention Plan

I.A central part of any fraud and corruption control programme should involve an ongoing review of fraud and corruption risk exposures. Fraud and Corruption risk assessments will also be conducted annually as ongoing process. The Accounting Officer approve the document if he/she is satisfied with the content and approve the document because he is ultimately accountable for this process and may delegate a person to take responsibility.

4 Procedures for investigations

I. The Department has adopted a policy of investigating all reports of fraud and corruption, or other improper conduct. The investigation of fraud and corruption can be a complex and, at times, technical process and employees should be aware of the consequences of a poorly conducted investigation, including:

- (a) Denial of natural justice;
- (b) Defamation;
- (c) Action against an employer for wrongful dismissal;
- (d) Inadmissible or poor control over the collection of evidence; and
- (e) Destruction of physical evidence.

II. To ensure that there is reasonable assurance that investigations are performed and reported properly, and recognising the limited resources within the Department, external consultants (e.g. external auditors or forensic accountants) may be used to provide assistance to the Institution when a fraud is reported. The external consultant may be assisted by experienced personnel within the Institution who are sufficiently independent of the area or the matter under investigation. The Accounting Officer, within his delegated authority, will have the discretion to determine the appropriate external consultants and / or the Department personnel to conduct investigations.

4.1.1 Handling a fraud allegation

I. Should a Line Manager receive an allegation of fraudulent or corrupt activity, he or she will ensure that the Accounting Officer is advised at the earliest opportunity.

- II. The Accounting Officer will appoint an appropriate manager (usually within the Department / Section in which the alleged fraud or corruption has been identified) to conduct or co-ordinate an investigation into the allegations. The manager appointed to conduct or co-ordinate the investigation of an allegation of fraud may consult the Chairman of the Anti-Fraud and Corruption Committee on technical aspects of the investigation.
- III. Upon receipt of an allegation of a suspected fraud, the immediate concern of the manager or investigating officer should be the preservation of evidence and the containment of loss.

4.1.2 Documentation of the results of the investigation

- I. The appointed investigator is to submit a written report to the Accounting Authority detailing the circumstances and recommending appropriate remedial action following the investigation.

4.1.3 Other matters

- I. The Accounting Officer, in conjunction with the Chairman of the Anti-Fraud and Corruption Committee, will provide the details of fraud / corruption or possible fraud / corruption to the Audit Committee.
- II. In each instance where fraud is detected, the Institution will reassess the adequacy of the internal control environment (particularly those controls directly impacting on the fraud incident) and consider the need for improvements. Where improvements are required, they should be implemented as soon as practicable.

4.2 Reporting fraud to police and / or external parties

- I. The Accounting Officer will be responsible for reporting to the police, in circumstances in which there is evidence of fraud:

- (a) An employee/volunteer of the Institution;
- (b) A client of the Institution;
- (c) A research grant recipient of the Institution; or
- (d) A supplier to the Institution.

- II. Reporting fraud to the police for investigation will be subject to the requirements as set out in all applicable acts.
- III. Any decision not to refer an allegation of fraud to the police for investigation (where there is sufficient evidence to justify making such a report) will be referred to the Audit Committee, together with the reasons for the decision.
- IV. Responsibility for complainant statements lodged with Police will be assigned on a case by case basis by the Accounting Officer in consultation with the investigator.

4.3 Recovery and other remedies

- I. The Department has adopted a policy wherein it will actively pursue the recovery of any money or property lost through fraud, provided there is a strong prospect of a net benefit to the Institution from such action.
- II. Where it is considered appropriate that the matter not be reported to the police, the Department reserves its right to pursue a range of other remedies including appropriate disciplinary action. Any disciplinary action pursued will be done in accordance with the disciplinary procedures.
- III. Exit interviews and exit checklist procedures will be performed in the event of dismissal from the Institution for misconduct or fraud. This is necessary to ensure that factors contributing to misconduct and fraudulent activity by employees can be managed as a process to mitigate fraud risk.

A Regulatory Framework

A.1 Summary of statutory offences relating to dishonesty

A.1.1 Prevention and Combating of Corrupt Activities Act, 12 of 2004

1. The Prevention and Combating of Corrupt Activities Act (generally referred to as “PRECCA”) is aimed at the strengthening of measures to prevent and combat corrupt activities.
2. The Act refers to a wide range of offences relating to corrupt activities. In addition to specific offences, the Act also provides for the following:
 - (a) The provision of investigative resources;
 - (b) The establishment of a register relating to persons convicted of corrupt activities;
 - (c) Placing a duty on persons in a “position of authority” to report certain corrupt transactions; and
 - (d) Extraterritorial jurisdiction in respect of offences relating to corrupt activities.
3. As far as offences are concerned, the Act defines a general offence of corruption. In addition to the general offence, certain specific offences are defined relating to specific persons or specific corrupt activities.

4. The offences defined by the Act relate to the giving or receiving of a “gratification”. The term gratification is defined in the Act and includes a wide variety of tangible and intangible benefits such as money, gifts, status, employment, release of obligations, granting of rights or privileges and the granting of any valuable consideration such as discounts etc.

5. The general offence of corruption is contained in Section 3 of the Act. This section provides that any person who gives or accepts or agrees or offers to accept/receive any gratification from another person in order to influence such other person in a manner that amounts to:
 - (a) The illegal or unauthorised performance of such other person’s powers, duties or functions;

 - (b) An abuse of authority, a breach of trust, or the violation of a legal duty or a set of rules;

 - (c) The achievement of an unjustified result; or

 - (d) Any other unauthorised or improper inducement to do or not to do anything is guilty of the offence of corruption.

6. The Act defines specific offences relating to the following categories of persons:
 - (a) Public Officers;
 - (b) Foreign Public Officials;
 - (c) Agents;
 - (d) Members of Legislative Authorities;
 - (e) Judicial Officers; and
 - (f) Members of the Prosecuting Authority.

7. The Act furthermore defines specific offences in respect of corrupt activities relating to the following specific matters:
 - (a) Witnesses and evidential material in certain proceedings;
 - (b) Contracts;
 - (c) Procuring and withdrawal of tenders;
 - (d) Auctions;
 - (e) Sporting events; and
 - (f) Gambling games or games of chance.

8. Section 34 of the Act places a duty on any person in a position of authority to report a suspicion of certain corrupt or illegal activities to a police official. These

include certain offences of corruption created under the Act as well as fraud, theft, extortion and forgery where the amount involved exceeds R100 000. Failure to report such suspicion constitutes an offence.

9. "Position of authority" is defined in the Act and includes a wide range of persons in authority in both public and private entities.
10. Offences under the Act are subject to penalties including imprisonment for life and fines of up to R250 000. In addition, a fine amounting to five times the value of the gratification involved in the offence may be imposed.
11. Section 17 of the Act provides that a public officer who acquires or holds a private interest in any contract, agreement or investment connected with the public body in which he/she is employed, is guilty of an offence unless:
 - III. The interest consists of shareholding in a listed company;
 - IV. The public officer's conditions of employment do not prohibit him/her from acquiring such interests; or
 - V. In the case of a tender process, the said officer's conditions of employment do not prohibit him/her from acquiring such interests as long as the interests are acquired through an independent tender process.

A.1.2 Prevention of Organised Crime Act, 121 of 1998 (POCA)

1. The Prevention of Organised Crime Act, as amended, (generally referred to as “POCA”) contains provisions that are aimed at achieving the following objectives:
 - (a) The combating of organised crime, money laundering and criminal gang activities;
 - (b) The criminalisation of conduct referred to as “racketeering”;
 - (c) The provision of mechanisms for the confiscation and forfeiture of the proceeds of crime;
 - (d) The creation of mechanisms for the National Director of Public Prosecutions to obtain certain information required for purposes of an investigation; and
 - (e) The creation of mechanisms for co-operation between investigators and the South African Revenue Services (SARS).
2. Section 4 of the Act defines the “general” offence of money laundering and provides that a person who knows, or ought reasonably to have known, that property is, or forms part of the proceeds of unlawful activities, commits an offence if he commits an act in connection with that property which has the effect or is likely to have the effect of concealing the nature and source thereof.
3. Section 5 of the Act creates an offence if a person knows or ought reasonably to have known that another person has obtained the proceeds of unlawful activities

and provides assistance to such other person regarding the use or retention of such property.

4. Section 6 of the Act creates an offence if a person knows or ought reasonably to have known that property is or forms part of the proceeds of unlawful activities and acquires, uses or possesses such property.
5. The above offences are regarded as very serious and the Act contains exceptionally harsh penalties relating to these offences. A person convicted of one of the above offences is liable to a maximum fine of R100 million or to imprisonment for a period not exceeding 30 years.

A.1.3 Financial Intelligence Centre Act, 38 of 2001 (FICA)

1. The Financial Intelligence Centre Act, as amended, (generally referred to as "FICA") was signed by the President in November 2001. Its provisions were implemented over time, commencing during January 2002.
2. The Act (FICA) establishes a Financial Intelligence Centre and a Money Laundering Advisory Council. The purpose of these entities is to combat money laundering activities.
3. FICA imposes certain reporting duties and compliance obligations.
4. The Act imposes compliance obligations on so-called "accountable institutions" which are defined in Schedule 1 to the Act. These obligations include:
 - (a) A duty to identify clients;
 - (b) A duty to retain records of certain business transactions;
 - (c) A duty to report certain transactions; and

(d) The adoption of measures to ensure compliance, namely, the implementation of so-called “internal rules”, provision of training etc.

(e) Regarding the reporting of suspicious transactions, FICA makes provision for a duty to report “suspicious or unusual transactions”. In this regard it provides that any person who carries on a business or who manages, is in charge of or is employed by a business and who knows or suspects certain facts, has a duty to report their knowledge or suspicion to the FIC within a prescribed period. Matters that require reporting include knowledge or suspicion of the following:

- a) The receipt of proceeds of unlawful activities;
- b) Transactions which are likely to facilitate the transfer of proceeds of unlawful activities;
- c) Transactions conducted to avoid giving rise to a reporting duty under FICA;
- d) Transactions that have no apparent business or lawful purpose;
- e) Transactions relevant to the investigation of tax evasion; or
- f) The use of a business entity for money laundering purposes.

(f) A person who fails to make a report as required commits an offence and is liable to a fine not exceeding R10 million or imprisonment not exceeding 15 years.

A.1.4 Protection of Constitutional Democracy Against Terrorist and Related Activities Act, Act 33 of 2004 ("POCDATARA")

1. On May 20, 2005, the Protection of Constitutional Democracy Against Terrorist and Related Activities Act (POCDATARA) came into effect criminalising terrorist activity and terrorist financing and gave the government investigative and asset seizure powers in cases of suspected terrorist activity.
2. POCDATARA provides for two new reporting obligations under section 28A and section 29 of FICA. The Money Laundering Control Regulations under FICA, have also been amended, with effect from 20 May 2005, for this purpose. The amended regulations now provide for detailed reporting related to terrorist financing, under new sections 28A and 29 of FICA.
3. The POCDATARA amends section 29 of FICA to extend the reporting of suspicious and unusual transactions to cover transactions relating to "property which is connected to an offence relating to the financing of terrorist and related activities" or to "the financing of terrorist and related activities". The POCDATARA introduces a new section 28A of FICA that requires the reporting of any property that is associated with terrorist and related activities to the FIC.

A.2 Statutes combating fraud and corruption

A.2.1 Protected Disclosures Act, 26 of 2000

1. The Protected Disclosures Act was promulgated to facilitate reporting by employees (whistle blowers) of fraud, corruption or other unlawful or irregular actions by their employer(s) or co-employees without fear of any discrimination or reprisal by their employers or co-employees.

2. Any employee who has information of fraud, corruption or other unlawful or irregular action(s) by his/her employer(s) or co-employees can report such actions, provided that he/she has information that:

- a) A crime has been, is being, or is likely to be committed by the employer or employee(s);
- b) The employer or employees has/have failed to comply with an obligation imposed by law;
- c) A miscarriage of justice has or will likely occur because of the employer's or employee(s) actions;
- d) The health or safety of an individual has been, is being, or is likely to be endangered;
- e) The environment has been, is being or is likely to be endangered;
- f) Unfair discrimination has been or is being practiced; or
- g) Any of the above has been, is being, or is likely to be concealed.

2. The Act prohibits the employer from:

- a) Dismissing, suspending, demoting, harassing or intimidating the employee;
- b) Subjecting the employee to disciplinary action;
- c) Transferring the employee against his or her will;
- d) Refusing due transfer or promotion;

- e) Altering the employment conditions of the employee unilaterally;
- f) Refusing the employee a reference or providing him/her with an adverse reference;
- g) Denying appointment;
- h) Threatening the employee with any of the above; or
- i) Otherwise affecting the employee negatively

if the disclosure is made in terms of the Act.

Approved by:



Mr. W.V.D Mothibi

Head of Department

Department of Agriculture, Land Reform and Rural Development

01/04/2016

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